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05/21

FAMINE MITIGATION WORKSHOP

KOLLO, NIGER
May 16-18, 1994

USAID/NIGER DISASTER PREPAREDNESS AND MITIGATION PROGRAM

July 1, 1994

Office of U.S. Foreign Disaster Assistance
Famine Mitigation Activity

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Famine Mitigation Workshop
Kollo, Niger
May 16-18, 1994

Background

In 1989 the U.S. Agency for International Development (USAID) Mission in Niamey began assisting the Government of Niger (GON) to develop their Early Warning System, Système d'Alerte Précoce (SAP). The Mission also developed a Disaster Preparedness and Mitigation Project (DPM) to help improve the GON response capacity of the Government of Niger and to provide funding for projects to mitigate the risk of famine in food deficit areas of Niger.

The USAID Office of U.S. Foreign Disaster Assistance (OFDA) has been implementing its Famine Mitigation Activity (FMA) since 1990. The Activity provided assistance to the Niger Mission in designing their DPM Project and conducting workshops for SAP. In 1993, the Mission requested FMA assistance in developing an Options Manual of potential famine mitigation interventions for Niger. A team composed of a Niger natural resource specialist, an anthropologist, a vulnerability specialist, and a famine mitigation specialist conducted background and field research in developing the Manual. The second part of the request for FMA assistance was to conduct a workshop for SAP and DPM members, other GON and NGO representatives to introduce the Options Manual and procedures for requesting and accessing funds from the DPM/SAP for famine mitigation interventions. The workshop was conducted May 16-18, 1994 in Kollo, Niger. The facilitators for the workshop were Michel C. Bagbonon, Training Consultant, and Howard Opper, Management & Training Specialist, U.S Department of Agriculture, Office of International of Cooperation and Development. Lynnette Simon, OFDA Famine Mitigation Activity Specialist, served as technical resource for the workshop.

The following proceedings include the workshop objectives, activities and outcomes, and the facilitators' and FMA Specialist's recommendations for follow-up by the Mission and DPM/SAP.

NIGER FAMINE MITIGATION WORKSHOP

Dates: 16 - 18 May, 1994
Venue: Kollo, Niger
Times: 08:30 - 13:00
13:30 - 15:00

WORKSHOP GOAL:

To enhance the Capabilities of the Disaster Preparedness and Mitigation (DPM) Team and the Système d'Alerte Précoce (SAP) to Plan, Implement, and Manage Community Activities.

WORKSHOP OBJECTIVES:

- Reach consensus on the definition of Mitigation,
- Describe the "Project Life Cycle,"
- Present key elements in Community Participation,
- Understand and be able to use the Options Manual, and
- Present and be familiar with the following processes;
 - selection criteria,
 - funding process, and
 - accounting.

DAY 1**GOALS:**

- Establish a Supportive Learning Climate, and
- Define Mitigation.

OBJECTIVES:

- Describe workshop goals and objectives,
- Post and discuss schedule, session goals and objectives,
- Identify facilitator and participant norms, and
- Reach consensus on definition of Mitigation.

WORKSHOP OPENING:

1. Official opening of workshop by the Permanent Secretary of SAP and the USAID General Development Officer (GDO). The SAP Permanent Secretary made impromptu remarks stressing that the workshop was only the beginning of an ongoing dialogue that will bring all interested parties into the program/project process. The GDO provided a short history of how the DPM was developed. Her remarks are found in Appendix 1.

2. Welcoming of participants; introduction of facilitators; brief self-introduction of participants; description of overall methodology of workshop (participatory, everyone contributes).

3. Description of workshop goals and objectives; posted and discussed workshop schedule with session goals and objectives; explained to group that any questions/issues not included in schedule will be listed and addressed in the future. These elements were presented on flip chart to the participants. The following norms were agreed upon:

- one person speaks at a time,
- active participation,
- no smoking in classroom, and
- punctuality.

SESSION 1: Definition of Mitigation

Session objectives were for participants to discuss:

- how famine mitigation, relief and development differ, and
- how mitigation interventions differ from relief responses and development projects.

To introduce the Session, the OFDA/FMA Specialist made a presentation suggesting the following definitions for famine, relief and development (see Appendix 2):

Relief to Development

Relief response provides emergency food, water, medicines and shelter to victims of natural and man-made disasters. Usually, relief responses are implemented after a disaster has affected many people or caused enormous destruction to infrastructure or the environment. The goal of relief response is to save the lives of the victims.

The objective of development programs is to improve beneficiaries' economic status through implementation of a variety of projects. The overall goal of development projects is to increase the gross national production (GNP) of the target country. The projects may include agriculture, education, health, infrastructure, and private sector development.

The problem with relief response is that it provides the staples of food and water, but the beneficiaries remain susceptible to disasters. Each disaster that strikes leaves these vulnerable people weaker. Whereas development projects often target the people most likely to succeed (the middle and upper classes) the poorest of the poor, women, elderly and landless remain destitute.

There is a wide gap between relief response and development. Famine mitigation can fill this gap. Food for work can be used in projects that have long-term impacts on people who are vulnerable to disaster, the environment and the local economy. But these interventions must be short-term in terms of planning and implementation (six to nine months). Famine mitigation activities should be less expensive and require less administrative and management oversight than regular development projects. Finally, these interventions must include the participation of the targeted project beneficiaries in all stages of project design and implementation.

These definitions were handed out to the workshop participants to initiate discussion in a brainstorming plenary session on relief, mitigation and development. The general audience felt that it was important to define disaster before attempting to define each type of response. The following list of items also were given to the participants to be considered:

- external/external aid and assistance;
- time factors:
 - immediate,
 - short-term,
 - long-term,
- save human lives, and

- food security.

Participants were then divided into three groups to discuss and finalize the definition of each term. The results follow:

1. Definition of Catastrophe

When an event surpasses the response capabilities of the people who are suffering from its effects, and external assistance becomes necessary.

2. Definition of Emergency Relief

a. Key points from plenary session:

- an immediate external action to stabilize the situation encountered by concerned populations or victims,
- the external intervention must include a contribution of resources to the victims of the catastrophe,
- the intervention is timely, desired and rapid, and is focused on the target population, and
- the response depends on the amplitude of the catastrophe; it is not necessarily prompt.

b. Small group definition:

Emergency relief is an external intervention. It is timely and rapid, responding favorably to the victims of the catastrophe with the intent of saving human lives using appropriate means and resources.

3. Definition of Mitigation

a. Key points from plenary session:

Mitigation consists of resources made available in order to minimize the effects of catastrophes:

- to stabilize a situation brought on by catastrophe,
- "anesthesia,"
- to progressively re-establish equilibrium broken by the catastrophe,
- activities whose goals are to diminish vulnerability and to reinforce local capacities of people faced with catastrophe,
- prevention and rehabilitation, and
- mitigation is used for endemic catastrophes.

b. Small group definition:

Totality of short- and long-term actions aimed at preventing catastrophes, to minimize the effects, and to allow local populations to determine their own destiny.

4. Definition of Development

a. Key points from plenary session:

- activities that improve the living conditions of targeted populations in a sustainable manner;
 - rehabilitate zones at risk,
 - aim for both qualitative and quantitative changes in living standards of targeted populations,
 - increase the possibilities for people to earn their own living, and
 - change standard of living from a lesser to a greater (developed) level;
- comprehensive activities tending to ameliorate the living standards of a determined group of people,
- voluntary community implementation of activities using available material and human resources,
- actions undertaken by a community with the goal of raising their living conditions, and
- development must take into account the defined elements of mitigation.

b. Small group definition:

Within the framework of disaster mitigation, development is defined as a sustainable grouping of rehabilitative actions undertaken by a community with the goal of raising the standard of living.

Day 2

GOALS:

- Participants will understand the key elements of a project,
- Participants will understand the key elements of Community Participation, and
- Participants will be able to use the Options Manual.

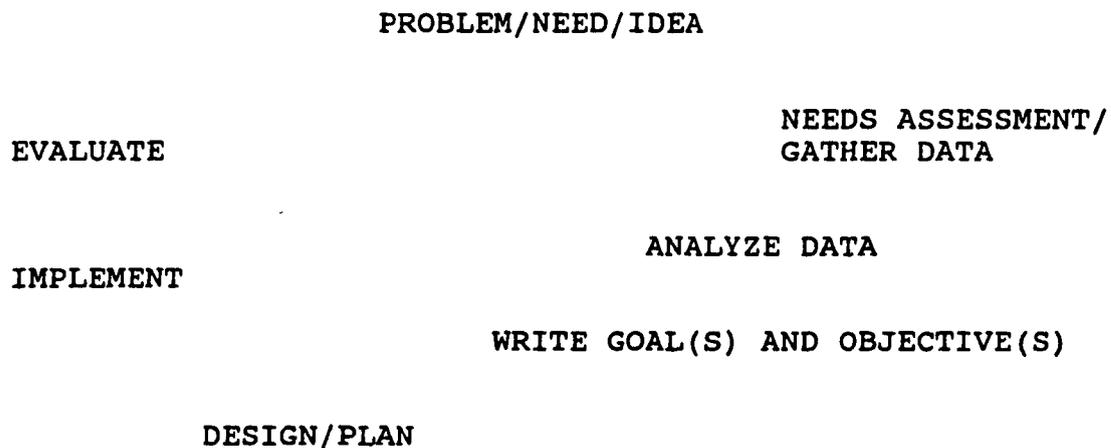
OBJECTIVES:

- Identify and discuss the steps in the Project Life Cycle,
- Discuss appropriate/relevant procedures for Community Participation, and
- Explain the purpose of the Options Manual and discuss how it can be used.

SESSION 1: The Project Life Cycle

The Project Life Cycle was presented and discussed using the following handout which was distributed to the participants at the end of the presentation.

THE PROJECT LIFE CYCLE



Assess with participants where on the Cycle they spend most of their time and why. Discuss with them the importance of knowing how to conduct each step of the Cycle in order to do their job as effectively and efficiently as possible.

1. Problem/Need/Idea

Emphasize that much of the time people begin a process assuming that they know what the problem/need/idea is. However, most of the time, this is not the case. Whenever the problem/need/idea is not well-defined, most people assume that they know what to do and proceed from there. Efficiency and effectiveness can be compromised if the assumptions prove incorrect.

Discuss how to identify a problem/need/idea. Demonstrate the use of a "Problem/Need Tree" to arrive at the real (most crucial) problem by listing all related problems and then ranking them in order of importance, the most important being the real problem to be resolved.

2. Needs Assessment/Gather Data

Stress that community involvement in this process is critical to gathering objective data with the least amount of "assumptions" possible.

Discuss things to consider in conducting needs assessments/gathering data:

social influences	political influences
technical conditions	economic influences

Discuss different techniques for gathering data or conducting a needs assessment (include at least the following):

Interviews	Questionnaires
Review records/files	Surveys
Documents	Observations

Explain each; give examples of how and when to use each; discuss the pros and cons for each.

3. Write Goals and Objectives

Define Goal = ACTION AND DIRECTION OF CHANGE (WHAT)

	(ACTION)	
PRESENT SITUATION>	-----GOAL----->	DESIRED OUTCOME
(NOW)	(DIRECTION of CHANGE)	(FUTURE CONDITION)

Define Objective = TASKS OR SKILLS WHICH ARE SPECIFIC,
TANGIBLE, BEHAVIORAL, REAL WORLD, AND MEASURABLE (HOW)

WHO does WHAT, WHY, HOW, by WHEN, and WHERE

4. Make a Plan or Design a Project

PROJECT PLAN COMPONENTS:

NARRATIVE (proposal, budget justification, etc)
PROBLEM STATEMENT, GOALS, OBJECTIVES
BUDGET
APPROVALS/AUTHORIZATIONS

5. Implement (manage the process):

Basically, "Just Do It!"

6. Evaluation:

Discuss the two types of evaluation necessary in any project or activity:

FORMATIVE EVALUATION (monitoring) -- "How are we
doing?"
SUMMATIVE EVALUATION -- "How did we do?"

Explain the relevance, importance, and appropriateness of each. Formative evaluation is a continual, on-going process which can be conducted as often as daily. Summative evaluation is normally conducted at the end of specified time periods or at the end of the project/activity.

The instruments for evaluation are the same as for data gathering. Evaluation is carried out against GOALS and OBJECTIVES (activities and tasks). Need to ask:

WHAT happened, WHY, HOW, and WHAT are FUTURE implications?

Discuss the need for gathering both quantitative and qualitative data and the differences. Solicit examples.

Evaluations should always contain RECOMMENDATIONS FOR HOW TO DO IT BETTER THE NEXT TIME. Evaluations are not done at the end of the Project Life Cycle, but are built in from the beginning.

SESSION 2: Community Participation

Community Participation was presented to the participants. Tasks were given in plenary session to respond to the following questions. Participants discussed these in small groups and presented their findings in general session. Results are the following:

1. What is the importance of community participation?

Group Responses:

- it is in the best interest of communities that are implementing projects,
- sustainability of actions,
- management of community activities,
- appropriation of project activities by the community,
- appropriate linkage of needs/projects,
- adherence,
- better definition of problems,
- better identification of objectives,
- responsibility,
- guarantee of sustainability after project,
- objectives based on felt needs,
- better implementation,
- local acquisition of capabilities,
- effective inclusion during all phases,
- development of initiative, and
- mastering new techniques.

2. What approaches should be used in order to gain good community participation?

Group Responses:

- organization of populations at the most basic level: partnerships by group and by economic interests,
- training of local authorities/organizers,
- technical framework,

- implications during all stages of the project,
- decentralization: Transfer of responsibilities,
- sensitization to technical aspects,
- organization,
- multidisciplinary teams,
- outside training and self training,
- inclusion of influential leaders,
- monitoring, evaluation and setting the framework,
- support of local authorities and civilians,
- consultation,
- partnerships,
- use of local structures,
- deal with realities,
- better understanding of socio-economic aspects, and
- ecologically sound local assessment.

The Community Participation Manual entitled "Introduction à la méthode accéléré de recherche participative (MARP)" was handed out at the end of the session for further reference on the subject. The MARP manual is available from the DPM office in Niger or from the Famine Mitigation Activity Resource Library in Washington, D.C.

SESSION 3: Options Manual

Presentations were made by the Permanent Secretary on the history of SAP and by the GDO on the history of the Disaster Preparedness and Mitigation Program as an introduction to the Options Manual.

The Options Manual was presented by the trainer/facilitator as a "living document" developed by an OFDA Famine Mitigation Activity team who utilized information from existing documents and gathered baseline data in the field in Niger. It was emphasized that it is essential for the workshop participants to amend and update the Manual to assure that its content is adapted to realities in the field. Draft copies of the Options Manual in French was handed out to participants for their review.

Several technical areas not in the manual were suggested by the participants including:

- direct food aid,
- public latrines,
- food production, and
- artisanal centers.

Two forms were handed out for participants' observations and to solicit new ideas for improving the Options Manual content. This also was to encourage the participants to become stakeholders of the Manual as a "living tool" to be used as a technical resource

in project identification and implementation. One form was an empty copy of the Table of Interventions taken from the Options Manual in which participants listed possible interventions and noted their degree of complexity, period of implementation, immediate benefits and long-term results. The second was a matrix of definitions and interventions in which participants proposed additional interventions and rated if they were appropriate under emergency relief, mitigation, or development. See Appendix 3 and 4 for these forms.

DAY 3**GOALS:**

- Participants will understand Project Selection Criteria, and
- Participants will understand administrative procedures and format for submitting proposals for DPM/SAP funding.

OBJECTIVES:

- Present and discuss key elements of the DPM proposal guidelines and accounting procedures,
- Discuss the following:
 - selection criteria,
 - funding process,
 - accounting, and
 - monitoring and evaluation;
- Discuss next steps,
- Evaluate workshop, and
- End workshop.

SESSION 1: Ice Breaker

The facilitators conducted an icebreaker called "Win All You Can Win" to help create more communication, leadership, perception, ethics, group process, trust and competition among the participants.

SESSION 2: Mali Système d'Alerte Précoce (SAP)

The Mali participants made a brief presentation and answered questions on how SAP Mali operates. The purpose of their participation, as that of the Burkina Faso participants, was to promote an exchange of ideas and to encourage regional collaboration.

SESSION 3: Project Selection Criteria

Participants were divided into two groups to respond to a set of eight questions concerning project selection criteria. Discussions in both groups were extremely animated, indicating an intense interest in the subject areas. The eight questions and responses from the two groups (A and B) follow:

1. **Should we concentrate on the most vulnerable zones when considering project submissions?**
 - A. Yes - fragile zones are sensitive and fragile to catastrophic effects...but potentially vulnerable zones should also be considered.
 - B. No, but vulnerable zones should be priorities.
2. **Is a crisis necessary in order to mobilize emergency funds?**
 - A. No, emergency funds must be mobilized even if there is not a crisis, in order to implement prevention and mitigation activities.
 - B. No, because crises are a permanent menace and the means must be made available immediately in order to provide emergency and prevention measures.
3. **Should well written project submissions from zones that do not have a food deficit be favored over poorly written submissions from zones that do have a food deficit?**
 - A. Submissions from food deficit zones must be corrected and prioritized.
 - B. Poorly written submissions from food deficit zones should be prioritized without rejecting submissions from non-deficit zones.
4. **Should pilot projects receive financing priority over traditional projects?**
 - A. Both should be accepted if they respond to the real needs of the beneficiaries, and to the selection criteria.
 - B. No, because the project should respond to a need perceived at the community level.
5. **Does distress constitute a project selection criteria?**
 - A. Yes, because it falls within the context of an emergency.
 - B. **YES!**

6. **Can or should "Women in Development" issues be separated from overall community needs assessments and analyses?**
 - A. "Women in Development" considerations should be analyzed separately, then integrated into the overall analysis.
 - B. Women's issues should not be separated from development actions.

7. **Should projects with large impacts be favored over those whose impacts are limited?**
 - A. Both types of projects should be considered if they respond to real and appropriate needs.
 - B. Large or small, it should be the effectiveness and the efficiency of a project that are important.

8. **Should projects with strong community participation be favored?**
 - A. YES!!!!!!!!!!
 - B. Local participation is greatly desired.

SESSION 4: Funding Procedures

The purpose of this session was to discuss and receive input from the participants regarding the procedures developed by the DPM team the week before. The procedures consist of guidelines for submitting proposals, including proposal content, project terms, proposal evaluation and approval, and disbursement procedures (see Appendix 5).

The procedures were presented in plenary session and intense discussion ensued on every item. It became evident that there was not enough time to debate and reach consensus on all points. Therefore, it was agreed that the participants would take the documents back to their respective work sites, analyze the contents with their colleagues, and send in recommended changes/suggestions to the SAP office within a period of one month. The SAP team agreed to take all suggestions into consideration. Those suggestions made before the session ended were noted and passed on to SAP/DPM personnel for consideration.

**SESSION 5: Review of list of "Hot Issues" or future undertakings
(Unfinished business and next steps)**

Flip charts were posted throughout the workshop for participants to list any issues/concerns that were not fully covered during the workshop. Below are the concerns reflected on the flip charts:

1. Other possible interventions:
 - direct food aid,
 - public latrines,
 - food production, and
 - artisanal centers.
2. Problems to be considered during project implementation:
 - availability of funds,
 - administrative blockages,
 - poor management,
 - political pressure,
 - changing objectives,
 - non-respect of the community,
 - funder's bias, and
 - coordination difficulties.
3. Find and use existing definitions of key appropriate terms. Clarification of terms.
4. Anticipate emergency food aid needs.
5. A more detailed examination of project criteria is needed.
6. Re-formulate proposal format according to suggestions made during the workshop or sent in afterward by the participants.

SESSION 6: Evaluation of the workshop

At the end of the workshop, the participants were asked to complete an evaluation.

A. Evaluation Questionnaire

Evaluation questions and a tabulation of the 34 responses to the evaluation are provided on the following pages:

1. According to information you received before arriving at the workshop in Kollo, were the goals and objectives of the workshop clear? (Circle the appropriate number)

1	2	3	4	5	Average Response
not clear		clear		very clear	2.6

2. LOGISTICS

Please indicate your satisfaction with the following arrangements:

	not satisfied	1	2	3	4	5	very satisfied	Average Response
Workshop site		1	2	3	4	5		3.6
Transportation		1	2	3	4	5		3.75
Meals		1	2	3	4	5		4.0
Accommodations		1	2	3	4	5		3.2
Logistic support		1	2	3	4	5		3.5

Comments: (See responses in item B)

3. WORKSHOP CONTENT

Did the content of the workshop differ from what you expected? How? (See responses in item B)

4. Please indicate if the objectives of the workshop were met (circle the appropriate number):

	not at all	1	2	3	4	5	completely	Average Response
Define mitigation		1	2	3	4	5		3.7
Describe the project cycle		1	2	3	4	5		3.8
Identify elements of community participation		1	2	3	4	5		3.3
Understand the use of the Options Manual		1	2	3	4	5		3.0
Understand the following processes:								
Selection criteria		1	2	3	4	5		3.0
Project approval		1	2	3	4	5		1.9
Disbursement of funds		1	2	3	4	5		2.3
Accounting		1	2	3	4	5		2.3
Monitoring and evaluation		1	2	3	4	5		2.0

5. Indicate your satisfaction with the description of written proposal elements:

not satisfied					very satisfied	Average Response
1	2	3	4	5		3.3

Comments: (See responses in item B)

6. Indicate your satisfaction with the facilitation of the workshop:

not satisfied					very satisfied	Average Response
1	2	3	4	5		3.9

7. Please indicate subjects or information you would like to have received but were not discussed during the workshop:

(See responses in item B)

B. PARTICIPANT COMMENTS FROM WORKSHOP EVALUATION

In addition to the flip charts, participants listed their additional issues and concerns on the workshop evaluation:

Question 2. LOGISTICS

"Allowed me to work without the distractions of being in town."

"Continue with this type of workshop, because there was not enough time to sufficiently cover all areas."

"Double travel time for the Mali participants, from the hotel to SAP, and then from SAP to Kollo. A vehicle should have been placed at their disposal."

"Would have liked better communication among participants before the start of the workshop concerning logistics, etc. Would have liked to receive documents prior to arriving."

"Despite the heat, well managed."

"Written results of group work should have been prepared and handed out to the participants."

"Poor sound effects in the room made it difficult to understand people who were speaking."

"The hotel wasn't bad, but electric and water outages caused by the strike were very distracting."

"For a participatory workshop, participants should have better conditions in order to better comprehend what is being said and to bring out the best in them. The room was not comfortable."

Question 3. Content (was it different from what you expected?)

"Yes."

"No." (6 responses)

"Yes. Definitions of mitigation and catastrophes were clarified."

"I expected a workshop with more concrete information, and less discussion of concepts."

"A bit. During the workshop, certain side questions came up that were not covered because they were not part of the workshop. However, these issues were written down, for future consideration."

"Yes, I would have liked a serious discussion of project implementation and evaluation and management of catastrophes instead of focusing exclusively on the elaboration of emergency projects and mitigation of effects."

"I expected a high amount of beneficial energy, and got it. Bravo for this workshop!"

"I got more than I thought I would."

"Yes, because I didn't expect such rich discussions and teachings. I learned a lot from everyone."

"More group work."

"The content was not different, because it was what I expected."

"Yes, but not completely; what was missing were case studies. I would have liked some living examples."

"Yes - certain aspects were not explained."

"It was not accomplished because specific actions to be taken from the villager all the way to the central administration in order to prevent and mitigate the effects of catastrophes were not made clear."

"According to the letter of invitation, OK."

"Certain subjects were covered too briefly."

"I was told this was to be a seminar on food security."

"Yes, a little bit. The elements needed for a successful written proposal were not covered in detail."

"In the beginning, things were not clear, however by the end I was able to find myself."

"Yes, because several subjects were not covered."

Question 5. Comments on participant satisfaction about proposal writing elements:

"According to the participants, the elements were not covered."

"There was not enough time to allow us to go into detail or even to allow for participant comments."

"Small group work was the most successful during the workshop."

"Waste of time brainstorming elements to be presented. It would be better to let the funding organization define its

- needs and needed information."
- "The explanation of terms was not always clear."
- "There is a bit of confusion in the document. Certain ideas were translated directly from English, without trying to explain them in understandable French."
- "Documents can always be changed for the better. Therefore, they should be completed depending on the case at hand."
- "Results of group work was not adequately synthesized in order to draw conclusions."
- "The document needs to be refined."
- "Objectives of workshop were not clarified well enough."
- "A thorough explanation of documents received would have been desirable."

Question 7. Participant requests for information not covered during workshop:

- "How the Programme d'Atténuation des Catastrophes (PAC) functions."
- "A written proposal document."
- "The slowness and the ponderousness of each donor when faced with disasters."
- "Would have liked more complete information regarding all program content."
- "Would like to have seen clear conclusions resulting from discussions about mitigation and disasters in Niger."
- "We think we will be able to study the mechanisms for emergency relief when we are in the field."
- "The role of NGOs in SAP activities."
- "Precise examples of USAID financial procedures in the case of natural disasters."
- "A session on crop protection and the struggle against predators."
- "Training projects."
- "Real problems encountered during implementation of projects and proposed solutions."
- "Would have liked some examples when defining catastrophes, emergency relief, etc. It is certainly due to a lack of time that this was not accomplished."
- "The workshop should be longer."
- "Relationships between SAP and national NGOs."
- "Project approval procedures and the releasing of funds."
- "Complete information regarding programs of prevention and mitigation of catastrophes."
- "Implementation and evaluation of emergency relief programs."
- "Would have liked to discuss concrete and current problems with SAP team; among others, problems linked to financing."
- "Too little discussion of selection criteria."
- "Definition of catastrophes in a Sahelian context."
- "Enumeration of catastrophes."
- "Explanation of types of catastrophes of interest to the

- PAC."
- "Discuss intervention methods in order to mitigate disasters."
- "Discuss by region the kinds of activities of interest to the SAP/PAC in order to make early warning systems real and operational."
- "Constitution and financing of food stocks."
- "Writing project proposals."
- "Project selection criteria."
- "Prevention and management of disasters."
- "Rehabilitation."
- "The length of this program and its implications for other projects."
- "Personal experiences of the Niger SAP team and problems encountered."
- "Financing possibilities from USAID."

SESSION 7: Closing Remarks by SAP Permanent Secretary

The Permanent Secretary of SAP made the following closing remarks:

We are at the end of one phase of our undertakings which leads us naturally into the debut of the next phase of program implementation. In reviewing the results of these past three days of intense work, we are very satisfied that we have met the objectives for the workshop. It is important to appreciate these results given the complexity of the subjects discussed.

This conference has brought together participants from the central and regional levels of government, from institutions and from neighboring countries for frank discussions. This diversity allowed us to better clarify and define the concepts of catastrophe, emergency relief, famine mitigation and development.

SAP and the Permanent Secretary are very pleased with the synergy that has resulted from the workshop. Now we must test the approaches and interventions for mitigating natural disasters. The conditions and contexts under which the interventions are implemented must be further researched. Nigeriens who are vulnerable to numerous disasters will benefit from a system that guarantees them increased security, crisis prevention, and a reinforced community development base.

Before ending, I must sincerely thank the USAID Mission and Washington office, the participants and our brothers from Mali and Burkina Faso for presenting and attending this workshop. I wish you all a good journey home and I hope that you will use this information well. I now declare the Workshop on Famine Mitigation closed.

Appendix 1

SEMINAIRE SUR LES OPTIONS D'ATTENUATION DES CATASTROPHES
KOLLO, LE 16 - 18 MAI 1994

DISCOURS DU REPRESENTANT
DES ETATS-UNIS DE L'AMERIQUE
MME HELEN SOOS, CHIEF, GENERAL DEVELOPMENT OFFICE

Monsieur le Secrétaire Permanent du SAP
Monsieur l'Adjoint au Sous-Prefet de Kollo
Mesdames, Messieurs, chers participants

Au nom du Gouvernement des Etats-Unis d'Amérique et de l'Agence des Etats-Unis d'Amérique pour le Développement International, je vous souhaite la bienvenue à cet atelier sur l'atténuation des catastrophes.

C'est un grand plaisir et un grand honneur pour moi d'être présente à l'ouverture de cet atelier.

D'abord, je voudrais rappeler l'importance qui a été accordée depuis longtemps par les pays donateurs et le Gouvernement du Niger, aux questions portant sur la sécurité alimentaire et la prévention des catastrophes.

Depuis 1989, USAID apporte un soutien au Système d'Alerte Précoce du Gouvernement du Niger. Dans ce cadre, nous avons appuyé cinq ateliers sur l'alerte précoce. Au cours des années, USAID a bien compris que l'alerte précoce est nécessaire non seulement pour permettre un ciblage efficace et juste des ressources destinées à l'assistance d'urgence alimentaire, mais aussi de minimiser les effets négatifs sur tout les aspects du développement quand les peuples souffrent de la faim, jusqu'au point de quitter leurs villages et leurs champs dans les cas d'urgence.

Permettez-moi de rappeler que depuis longtemps, l'USAID a accordé une grande priorité non seulement à la sécurité alimentaire, mais aussi à la situation nutritionnelle sanitaire et agricole des populations nigériennes. Son engagement à trouver une solution à ces préoccupations se justifie par son appui au Système d'Alerte Précoce (SAP) et au Ministère de la Santé, y compris le Système National d'Information sur la Santé (SNIS), ainsi qu'au Ministère de l'Agriculture et de l'Environnement. Cet engagement s'est une fois de plus matérialisé par la signature en septembre 1992, entre les Etats-Unis d'Amérique et la République du Niger, d'une subvention sur cinq ans, portant sur un appui institutionnel au Secrétariat Permanent du Système d'alerte précoce. Ce programme est enfin à une phase de démarrage, et il nous apparaît fondamental de clairement définir les rôles et les responsabilités de toutes les parties prenantes, ainsi que les critères et les procédures appropriées. A ce propos, je suis très contente que l'équipe d'assistance technique, qui est nouvellement arrivée, puisse assister à cette réunion.

Qu'est-ce que c'est, l'atténuation des catastrophes? Et comment peut-on utiliser l'assistance d'urgence afin de mieux cibler les populations et les actions? Ce sont les questions que nous voulons aborder dans cet atelier. Nous savons d'un côté, que la population qui souffre quand il n'y a pas suffisamment à se nourrir, doit être assistée. Nous savons aussi que les dons gratuits risquent de créer de dépendances, et peut-être des mauvaises habitudes. Nous savons aussi, que toutes les ressources, même l'assistance alimentaire, peuvent être utilisées pour atténuer non seulement les effets des catastrophes, mais aussi peut-être leurs origines. Ce dernier est vraiment un grand déficit. Ce Projet d'Attention des Catastrophes est le premier projet de ce genre que l'USAID a financé en Afrique. Et vous, les Nigériens, serez les premiers à faire face aux questions complexes de la meilleure façon d'appliquer les ressources à l'atténuation des catastrophes, surtout les catastrophes liées à la sécurité alimentaire.

Le présent atelier regroupe des sensibilités et des compétences diverses: d'abord, il y a des représentants des différents départements ministériels. Ensuite, il y a des représentants de divers organismes, des responsables au niveau des régions et des chercheurs d'une expérience notable. Les cadres qui travaillent sur le terrain sont en effet les experts en ce qui concernent cet atelier. Eux, plus que personne, connaissent les conditions de base qui définissent le point de départ. Enfin, il y a des experts internationaux qui ont réfléchi sur ces idées et qui sont là pour partager leurs réflexions. Ensemble, vous, les participants et les experts tous, représentent une richesse de connaissance et de diversité. De part la qualité de l'assistance ici présente, il n'est point permis de douter que l'occasion qui nous est offerte, nous permettra d'arriver à une approche consensuelle sur des définitions, des procédures et des méthodologies, qu'avec le temps vous raffinerez et exécuterez sur le terrain.

Je sais par ailleurs que tout le long de vos travaux, l'importance de l'approche multisectorielle et pluridisciplinaire, et l'esprit de collaboration et de complémentarité à l'effet de l'atténuation des catastrophes naturelles seront privilégiés. Cet atelier n'est en fait qu'un début.

Cela d'autant plus que, ces cinq dernières années, les expériences acquises avec les interventions entreprises au niveau de l'alerte précoce et l'aide d'urgence y afférente ont fait ressortir la nécessité de mieux comprendre les perceptions locales concernant la sécurité alimentaire et les mécanismes d'adaptation. A ce jour, la majorité des évaluations et des dispositions d'urgence réalisées pour faire face aux sérieux problèmes de sécurité alimentaire a été développée par les gouvernements et par des partenaires extérieurs. Cette approche a entraîné comme résultats l'identification inexacte des populations nécessiteuses, l'exclusion éventuelle des populations

à risque quant aux efforts d'intervention et la difficulté dans l'administration et la distribution de l'aide y afférente.

Et c'est à cet effet que je vous demanderais de partager avec moi la conviction profonde que la réussite de tout programme visant à la prévention et l'atténuation de catastrophes naturelles passe inévitablement par la volonté exprimée et la participation effective des bénéficiaires, c'est à dire des populations. C'est pourquoi, je formule le vœux de voir se concrétiser la responsabilisation des nigériens à tout les niveaux, y compris celui de l'identification des programmes, de la sélection des projets, de la gestion et de la tenue des comptes ainsi qu'au niveau du suivi et de l'évaluation.

Mesdames et messieurs les séminaristes, votre tâche est ardue et votre temps est si précieux que je ne saurais en abuser. Ce programme est un programme pilote et les documents que vous recevrez ou qui résulteront de vos travaux serviront à vous, aussi bien qu'aux autres pays. J'en suis sûre qu'ils vont avoir un caractère dynamique et évolutif. C'est pourquoi je fonde l'espoir que vous en serez la sève nourricière.

Je voudrais saisir cette occasion pour spécialement remercier les représentants de l'Office de l'Assistance aux Catastrophes Internationales, de l'USAID à Washington. C'est leur soutien et participation qui ont organisé le travail au niveau du terrain.

Je vous souhaite une bonne séance de travail, couronnée de succès. Je vous remercie.

**Niger Famine Mitigation Workshop
Session 1: Famine Mitigation**

Lynnette Simon

I. Background

Emergency relief food during famines is a response to the short term need of keeping people alive. In contrast, famine mitigation seeks to identify vulnerable populations and improve or reinforce their coping strategies in order to avoid emergency situations. Early warning systems permit us to identify vulnerable areas early enough to intervene during the off-season. Mitigation interventions are focused at the household level and designed to have long term environmental or economic impacts. Examples are diverse and span from soil and water conservation projects to credit programs. In cases where relief food is necessary, famine mitigation interventions use the food as a resource for the participation of vulnerable groups in projects aimed at sustainable, long term vulnerability reduction.

Famines have a variety of causes. They can be brought on by drought, faulty agricultural policies, insect infestation, population pressures, desertification, natural disasters and civil conflict. Many of the root causes of famines must be addressed at the national level through host governments in cooperation with donors, including USAID Missions, with the active participation and support of the local populations. In many African countries efforts at the macro level have not proven sufficient to effectively deal with the effects of famine among vulnerable segments of the population. Mitigation interventions which are available to the donors and host governments have not been systematically used as an integral part of emergency response strategies (Gregory, 1993). The Disaster Preparedness and Mitigation Program (DPM) was created to address food insecurity in Niger by developing the response and early warning capacity of the Niger Government's early warning system, *Système d'Alerte Précoce*. Through the DPM, SAP will provide funds for interventions which alleviate the threat or impacts of famine.

In particular situations, where there is evidence that famine conditions may be developing, interventions may be implemented immediately at the community and household levels to rapidly begin to mitigate the effects of famine (OFDA, 1991). The Famine Mitigation Activity (USAID Office of U.S. Foreign Disaster Assistance) developed an *Intervention Options Manual* which describes interventions with the potential to alleviate famine in Niger.

II. Types of Disasters

The types of disasters which most often affect Niger are drought, insect infestations, and health crises. Social unrest in the form of rebel activities also places additional stress on vulnerable populations. For each type of disasters there are at least three critical stages: the **stressful event**, the **primary impact**, and the **secondary impact**. The initial environmental or man-made stressful event triggers an environmental impact which in turn affects vulnerable populations. Stages for the various disasters in Niger are:

Drought: The initial stressful event is lack of water, usually due to insufficient rains. The primary impact is usually lack of food due to a reduction in food production. The secondary impact is usually hunger, associated closely with malnutrition, disease and impoverishment.

Pest Infestations: The initial stressful event is propagation of pests in higher than normal numbers, usually due to some climatic or environmental conditions which favor increased breeding. The primary impact is a reduction in food production, as the pests consume crops. The secondary impact is generally hunger, associated closely with malnutrition and disease.

Health Crises: The initial stressful event is usually a change in vector breeding conditions (climatic or environmental, natural or man-made). The primary impact is a population increase for bacteria, viruses, or carriers. The secondary impact is usually an increase in morbidity (disease), often in the form of an epidemic.

Social Unrest: The initial stressful event is civil unrest in the form of rebel activities. The primary impact is social and infrastructure disruption. The secondary impact is hunger or disease.

Famine, meaning widespread hunger, is a common secondary impact of at least three of the four types of disasters described (drought, pest infestation, and social unrest). Famine can also result from other causes, especially from economic conditions (poverty) which result in a loss of purchasing power (access to food, entitlement). It must be recognized that the disasters described should not be viewed as discrete "events". The conditions leading to a disaster often evolve over a long period of time, and are usually the result of more than one of these factors (Gregory, 1993).

III. Connecting Relief and Development

Response to disasters most often occurs after they have impacted a large number of people or caused large scale destruction. Relief response provides essential resources; food, water, medicines, and shelter, with the goal of keeping people alive.

Development projects focus on increasing the economic level of beneficiaries so that they contribute more to the country's overall production. Development projects include agricultural production, health, education, infrastructure improvements, and private enterprise development.

A. Mitigation

Mitigation has been described as linking relief and development. Unfortunately, mitigation activities often are not implemented until after a disaster has struck and vulnerable populations are clearly identifiable. In such cases, activities such as the provision of seeds and tools to assist farmers to return to their livelihoods mitigate further vulnerability to famine. In contrast to a development project, seeds and tools provided for mitigation are intended to increase the amount of locally produced food and to strengthen vulnerable farmers' coping capacities, not to increase national agriculture production.

Mitigation activities reduce the negative aspects of the stressful event, primary or secondary impacts mentioned above. The goal of mitigation is that vulnerable populations are better able to cope with these events and impacts, and that famine situations don't develop.

To lessen the effects of drought's stressful event, water projects such as cisterns, boreholes, water catchments or irrigation might be implemented. Draining pools of water and sanitation improvements reduce vector breeding. For pest infestations, spraying or burying of insects might be implemented. Soil and water conservation, drought resistant seeds, and destocking of livestock are measures which can alleviate the primary impacts of drought; while application of chemicals can alleviate the primary impacts of diseases (cholera, malaria) and pest infestations. At the secondary impact level, food imports, vaccinations and oral rehydration programs are often necessary to respond to hunger and disease. The *Famine Mitigation Intervention Options Manual* for Niger describes selection criteria, implementation procedures and necessary resources, indicators and impacts of interventions with potential for addressing the impacts of disasters in Niger (focusing on drought and food insecurity). The Table of Contents lists these interventions and is attached.

Famine mitigation activities use relief foods as a resource (food for work) for implementing projects with long term environmental or economic benefits. Free distribution is limited to the most at risk: children, lactating and pregnant women, and the elderly.

B. Preparedness

Preparedness is the readiness of host country governments to respond to a disaster should one occur. Most countries develop strategies and action plans for responding to disasters.

Vulnerability assessments and mapping assist in identifying the most vulnerable populations and regions. Good preparedness planning for drought and pest infestations should identify potential interventions which will prevent or mitigate the stressful event, primary and secondary impacts. Countries should have procedures in place for quick implementation of such projects.

Preparedness includes having stocks of necessary equipment, seeds, food, medicines and pesticides in place. Distribution and control systems for these stocks must be developed. Preparedness also includes establishment of an early warning system for monitoring and reporting on the impacts by location. The benefit of an early warning system is that it allows action immediately after the stressful event, hopefully forestalling the primary impact, or action after the primary impacts to prevent or mitigate the secondary ones. Training of regional agents to manage these activities, and for use and application of pesticides is particularly important.

C. Conclusions

The Niger DPM Program promotes preparedness and mitigation through SAP and its intervention program. Through this innovative Program, vulnerable populations will be better identified and relief assistance better targeted and utilized.

IV. References

Much of the above information is taken directly from the Gregory Memorandum. The writer participated in the series of meetings from which the Memorandum derived.

Borton, J. and Nigel Nicholds. 1992. *UN Disaster Management Training Programme: Drought and Famine Module*. London, U.K.: Overseas Development Institute, Regent's Park.

Gregory, L.R. 1993. *Development and Disaster Assistance, and A Framework for Reviewing Disaster Response Proposals*. USAID Memorandums based on a series of meetings between Africa Bureau's Disaster Response Coordination Unit and the Office of U.S. Foreign Disaster Assistance's Prevention, Mitigation and Preparedness Division. Washington, D.C.: U.S. Agency for International Development (USAID).

Office of U.S. Foreign Disaster Assistance (OFDA). 1991. *Concept Paper: Famine Mitigation Activity*. Washington, D.C.: OFDA.

World Food Programme. 1989. *Prevention, Preparedness and Early Warning*. In *Food Aid in Emergencies. Book A: Policies and Principles*. Rome, Italy: World Food Programme.

Tableau 1. Résumé des Interventions

INTERVENTION	COUTS COMPLEXITE	PERIODE D'INITIATION	BENEFICES IMMEDIATS	RESULTATS LG TERME
Ex: JARDINAGE	Elevé	Après récolte

 Appendix 4
Tableau 2. MATRICE DE DEFINITIONS ET INTERVENTIONS

Définition de: Secours d'Urgence Atténuation Développement

Liste des
Interventions:

"

"

"

"

DRAFT (April 10, 1994)

Proj. No. _____

PROJECT PROPOSAL

1. PROJECT TITLE _____

2. PROJECT LOCATION _____
_____ Department Arrondissement Canton

3. IMPLEMENTING AGENCY _____

4. ESTIMATED DURATION _____ (MONTHS)

5. PERSON RESPONSIBLE _____
TITLE _____

6. RESOURCES REQUIRED:

	UNIT	QUANTITY	UNIT COST	COST
Commodities:				
_____	_____	_____	_____	
_____	_____	_____	_____	
_____	_____	_____	_____	
_____	_____	_____	_____	
_____	_____	_____	_____	

TOTAL COMMODITY COSTS: _____

Laborers:

_____	_____	_____	_____	_____
_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

Supervisors:

_____	_____	_____	_____	_____
_____	_____	_____	_____	_____

DRAFT

-2-

Management:

Monitoring:

TOTAL PERSONNEL COSTS: _____

UNIT QUANTITY UNIT COST COST

Transportation:

TOTAL TRANSPORTATION COSTS: _____

In-kind provisions: (estimate value)

TOTAL IN-KIND COSTS: _____

Maintenance Costs: (indicate duration)

TOTAL MAINTENANCE COSTS: _____

GRAND TOTAL PROJECT COSTS: CFA _____

7. ESTIMATED CASH-FLOW

	AMOUNT	FREQUENCY	DATE
Advance	_____	_____	_____
Progress payment	_____	_____	_____
Reimbursement	_____	_____	_____

TOTAL CASH FLOW: CFA _____

DRAFT

-3-

8. JUSTIFICATION/OPERATIONAL PLAN. Attach text, addressing the following issues:

o PROJECT GOALS: Describe project goals and criteria for measuring progress toward reaching the goals. Each project should be designed to achieve measurable objectives within a specified period of time. Specify these objectives and the measures to be used.

o PROJECT DESCRIPTION:

a. Describe the characteristics, extent and severity of the problems that the project will address.

b. Provide a concise statement of specific objectives for each project, and of criteria for measuring progress towards reaching the objectives. If there are several objectives, indicate priorities.

c. Describe the target population by project, including economic/nutrition-related characteristics. Describe the educational and employment characteristics of the target group, if relevant to project objectives; the rationale for selection of the geographic areas where the project will be carried out; the calculation of coverage, and the percent of total population reached.

d. Describe the intervention, including:

(1) Ration composition. A description of rations, rationale for size and composition, assessment of effectiveness (dilution, sharing, acceptance).

(2) Complementary project components and inputs. Identify existing or potential complementary program components, i.e., education, growth monitoring, training etc., that are necessary to achieve project impact, including determination of financial costs and sources of funding (see budget).

(3) Monetization of commodities. Describe to whom the food will be sold, if food is to be sold; the sales price (which shall be not less than the value of the food commodities f.a.s. or f.o.b.) and arrangements for deposit of the monetization proceeds in a special (segregated), interest-bearing account, pending use of the proceeds plus interest for the project.

(4) Intervention strategy. Describe how, as the food monetization proceeds, project income and other project components will address the problems. Indicate the recipient agencies to which commodities, monetized proceeds or project income will be transferred, and identify those recipient agencies which will not be required to execute Recipient Agency Agreements, and provide a brief explanation of the reasons.

DRAFT

-4-

(5) Linkages with other development activities, such as health or agricultural extension services. Describe specific areas of collaboration relative to project purposes.

(6) Monitoring and evaluation. Include a description of the evaluation plan, including information to be collected for the purposes of assessing project operations and impact. Describe the monitoring system for collection, analysis and utilization of information. Include a schedule for carrying out the evaluation as well as a plan for conducting internal reviews.

(7) The Operational Plan should allow enough time for a project to become fully operational and to permit evaluation of its effectiveness, including specific measurement of progress in achieving the stated project goals.

o **PROJECT FUNDING:** See budget. Discuss here any arrangements for voluntary contributions.

o **LOGISTICS:** A logistics plan that demonstrates the adequacy and availability in recipient area of receipt, transportation and storage facilities to handle the flow of commodities, to prevent spoilage or waste.

o **DISINCENTIVES:** Sufficient information concerning the plan of distribution and the target group of recipients so that a determination can be made as to whether the proposed distribution would result in substantial disincentive to domestic food production.

Appendix 6

Participant List
Kollo Niger, May 16-18, 1994

NOM ET PRENOM	: TITRE	: PROVENANCE DEPARTEMENT
MME MAMADOU M.	:ADM FINANCE	: SAP/CAB/PM
KABONGO MAKASA	:COUNTRY REP	: Catholique Relief/BFaso
BALMA YAHAYA	:Prj Mger	: Catholic Relief/ BFaso
YEYE OUSSEINI	:FFP Officer	: USAID/B.F
IBRAHIM BAOUA	:Dir Projet	: DPV/NIAMEY
MAIDOUBOU OUSMANE	:	: DDA/DIFFA
CLEMENT KANE	:Dir Operations	: Vision Mond. Int'l / MALI
HAROUNA DAN-DIGE	:	: ONG ANADER
DASSE MARIKO	:	: COORD.SAP/MALI
MME OUMAROU A.	:	: SAP/CAB/PM
A.NAFOGA	:Information Spc	: SAP/CAB/PM
ABARI CHEGOU S.	:	: SGA/AGADEZ
ABDOU DANGUIWA	:Agro-Pastoralist:	: SAP/CAB/PM
MESRAK YOOSOOF OO	:Assistant Projet:	: FEWS/USAID
CHERIF CHAKO	:Sec. Permanent	: SAP/CAB/PM
DAN-KOBO LAOUALI	:	: SGA/MARADI
EKADE GHALIO	:MFP/DSCN	: STATISTIQUE
SOUMANA SEYNI	:	: SGA/DOSSO
HELEN SOOS	:GDO/USAID/NIGER	: USAID/NIGER
MICHAEL SULLIVAN	:Project Officer	: USAID/NIGER
OUMAR IBRAHIMA T.	:	: CHEF.D.A.U/MALI
IBRAHIM BAKO	:	: CONSEIL.MAE/C/NY
ADAMOU MADO	:	: CONSEIL.MDS/P/PF
MAMADOU DEMBELE	:	: CONS.TEC.MATS/MALI
YEYA HAMADOU	:	: TRES.ADJT.CROIX.R.
ROGER GUICHARD	:	: COP,PROJET/PAC
KONDO MAHAMAN	:	: ASSIST.PROJ.USAID/NY
DAVID LAFRAMBOISE	:	: CONSULT.AFRICARE/NY
HAROUNA OUMAROU	:	: SGA/TILLABERY
YAYE HAMANI	:	: ADJT S/P.KOLLO
IDI WALIO	:	: SSCD/DEIA/MAG/EL
SAIDOU ANATCHE	:	: OPVN
BULUS MAMAN	:	: ADM.DE PROJETS/NY
YABILAN MAMAN	:	: CHEF.S.STA.A. (DA)
AMADOU MAIGA	:	: CARE/Maradi
ISSIFI CHRISTIAN	:	: CARITAS
IBRAHIMA ADAMOU	:	: MSP/SNIS
MARZILLI JEFFREY	:	: SAP/PAC/NIAMEY
TABOR JOE	:Consultant	: U OF ARIZONA
ISIFI CHRISTIAN	:Coordonateur	: CARITAS NIGER
AMADOU MAIGA	:Forestier	: CARE INT'L MARADI
JOHN MCMILLIN	:Consultant	: RONCO/R INT'L
MICHAEL SULLIVAN	:Project Officer	: GDO/USAID/NIGER
Lynnette SIMON	:Fam Mit Special	: OFDA/USDA
Roger Guichard	:Chf d'Equipe/DPM:	: SAP/DPM/USAID
Christy Collins	:Project Mgr/DPM	: USAID/Niger
Patrick THOMAS	:TA /DPM/SAP	: SAP/ NIGER
Jack Pakwood	:TA /DPM/SAP	: SAP/DPM/Niger
Mark McGuire	:Country Reprnt	: FEWS/ USAID
Janet Tuthill:	:	: MSI

Recommendations

The following recommendations for future activities were presented to USAID, the DPM and SAP during two debriefings directly following the workshop.

1. Regional workshops should be conducted soon to allow enough time for preparation of project proposals (projects should be ready for implementation by October). The following items should be addressed prior to workshop implementation:
 - proposal formats and accounting procedures should be revised considering the suggestions from the Kollo workshop and finalized,
 - roles and responsibilities of DPM, SAP central and regional should be clarified,
 - definitions of terms (famine, mitigation) and concepts (community participation, impacts on women) should be clarified,
 - workshop content and methodologies should be tailored to the needs of the target audience, and
 - feedback from the Kollo Workshop suggests that sample project proposals, case studies and small group work would be the most effective means for approaching the issues.
2. A newsletter on famine mitigation could be produced and distributed to regions and to neighboring countries (Mali, Burkina Faso, Chad). Participants of the Kollo workshop expressed interest in receiving the final version of the Options Manual and Workshop Proceedings. The newsletter could include additional intervention designs, appropriate mitigation methodologies (i.e. soil conservation techniques), and reports on mitigation projects. Submissions from the field should be an integral part of such a newsletter.
3. The Options Manual should be updated to include additional interventions that are actually implemented. Regional SAP representatives could be asked to develop these in order to encourage their ownership. It should be a "living" document.

4. Participation of other organizations in Niger (NGOs, research institutions) should be encouraged by DPM/SAP to reach the widest possible audience. The PADD states that the project is open for buy-ins from other donors. The DPM/SAP should determine the level of interest on the part of the other donors and invite their participation early in the process.

**NIGER OPTIONS MANUAL
TRIP REPORT**

Elizabeth Adelski	DESFIL
Maxx Dilley	USAID Office of U.S. Foreign Disaster Assistance (OFDA)
Lynnette Simon	OFDA Famine Mitigation Activity, Team Leader
Joe Tabor	University of Arizona

RECOMMENDATIONS

1) Workshop:

a) Stage the workshop after the Disaster Prevention and Mitigation (DPM) Program team has finalized the procedure for requesting, accepting, reviewing and funding famine mitigation intervention proposals. There is widespread interest among the NGOs and GON in the DPM program. The options manual will be useful during the workshop for giving them examples of the kinds of projects which can be funded through the Emergency Fund. It would be inefficient use of their time, and a lost opportunity for the program, to call the implementing agencies together for a workshop and not include a discussion of the application procedures.

b) The approach to famine mitigation intervention design and implementation presented during the workshop should be based on Participatory Rural Appraisal (PRA) techniques. A theme heard repeatedly throughout our survey was the need to secure beneficiaries' participation through contributions of labor and/or materials. The willingness to make such contributions is an indication that an intervention reflects village priorities. Participation also avoids a "cadeaux mentality" and potential undermining of other development activities in the vicinity. The need for rapid identification and implementation of DPM interventions necessitates PRA techniques with quick results. Several NGOs and the GON (Mano Yaye, Plan) are currently using PRA in their programs. Africare has developed guidelines for conducting PRAs.

c) System d'Alert Precoce (SAP) and experienced NGOs should play prominent roles in the workshop. The team can work with the Mission to identify potential workshop participants whose projects provide good models for others to follow when designing and implementing famine mitigation interventions.

d) DPM/SAP may want to develop a common set of simple indicators and baseline data for projects to collect, perhaps by type of intervention, to standardize monitoring information across projects, and present these at the workshop as well.

2) Given the complexities inherent in project design and implementation, the procedure for requesting Emergency Funds will need be extraordinarily clear, quick and easy for projects to be implemented in time to have an impact.

3) Many projects surveyed stressed the importance of encouraging a self-help orientation. Famine mitigation interventions need to be implemented in coordination with existing projects and be participatory to avoid undermining other projects and encouraging a cadeaux mentality. SAP and GAP could play a valuable role by maintaining up-to-date descriptions and particularly maps of projects country-wide.

4) DPM/SAP needs to carefully screen the implementing organizations and the technical and social merits of their proposals. Knowledge of socio-economic factors such as villagers perceived needs, land tenure rights and local resources are as important as proposals' technical merits. Proven agencies could sponsor less experienced agencies until they are capable of managing interventions independently.

5) Food-for-work (FFW) issues are discussed in the Options Manual. The team does believe that there is a role for FFW in the DPM. It would be desirable to have one agency (perhaps CARE) agree to handle transportation, distribution and monitoring of DPM program FFW.

ITINERARY

- February 6 Arrive Niamey.
Site visit to Guesselbodi National Forest.
- February 7 Meeting with Helen Soos, Michael Sullivan and
Christy Collins USAID/DRU.
- Meeting with Mark McGuire and Mezrak
Youssoufou, FEWS.
- February 8 Meetings: Barry Rands, USAID/ANP.
System d'Alert Precoce (SAP) Cherif Chako,
Director, M. Dazoula, Agro-Pastoralist, M.
Nafoga, Statistics, M. Idi Yakoba,
Agricultural Economist.
- February 9 Brief USAID on Options Manual and TDY.
Meetings: Dr. Reggie Simmons and David
Weight, Africare.
Mounkaila Goumandakoye, Ministry of
Hydraulics and Environment, Director de
l'Environnement.
Bob Winterbottom, Team Leader ASDG Project.
- February 10 Peace Corps African Food Systems Initiative
(AFSI) Volunteers briefing on their
activities.
Meetings: James Stewart and Boubakar Salibu,
U.S. Embassy Self-Help Fund.
David Weight, Africare to discuss GIS for
project monitoring.
Yves Pelletier, Director, Volontaires du
Progress.
INRAN/ICRISAT briefing on CORRA - regional
research and extension program by Dr.
Outtara, Director of INRAN.
- February 11 Travel to Loga: Site visit of Africare well
and garden projects in Mousadeye, Farey-
Gourou, and Madou, Zarma. Niandou Bodo,
Assistant Project Coordinator, and
Agriculture Service Agents.
Meeting with Bill Paine, ICRISAT.

- February 12 Travel to Ouallam - vulnerable area:
Interviewed and toured village with Lauren
Mitchell, AFSI Volunteer in Talkadabeye.
- February 13 Travel to Balayara and Filingue: Market
assessments with Mezrak Youssoufou, FEWS.
Meeting with GTZ/PASPII interns about Toudou
project.
- February 14 Meetings: Mike Godfrey, Director, and Zakari
Madougou, ANR Coordinator, CARE.
Issifi Christian, Director, Caritas and
former President of GAP.
- February 15 Team work session. Work on design papers.
- February 16 Meetings: Bill Paine, Roger Stern and Joost
Braouwer, ICRISAT.
Ken Patterson, AFSI Associate Peace Corps
Director (APCD), Mamadou Issa, Health APCD,
Eric Lindberg, Training Specialist, and
volunteers, Peace Corps.
Margaret Brown, USAID/ANP, on credit schemes.
Silva Etienne, Nutrition Advisor.
Dale Puffenberger, former SAP early warning
advisor.
- February 17 Travel to Tahoua.
- February 18 Tahoua: Meetings: Ali Sani, Secretariat
General de Prefecture and President of SAP.
Swiss Aid; Hato Ailal, Program Director, Ali
Mounkaila, soil specialist, and Adamou Amadou
Diadie, site manager. Site visit to Ezak;
cereal bank, soil erosion control, gambions,
interviewed women.
USAID Health Quality Assurance Project;
Laurie Winters, Project Manager.
Enfants du Monde; Amadou Hama and Nana
Achetou Hassam.
IFAD; M. Abdou, SIDA Program. Site visit to
Badagishire; water harvesting and demi-lunes.

- February 19 Galmi: CARE FFW soil project; Zakari Madougou, Project Coordinator, Abdul Garba, Project Manager, Sani Samaila, Rural Engineers, Assiya Oumarou, Women in Development extension agent. Site visits and interviews with women and men building contours and barrages. Interviewed President and members of the Galmi Onion Farmers' Cooperative.
- February 20 Maradi: Meeting with SAP Nutrition Team, Dr. Noma, Team Leader, Niaudor Seydou, Epidemiologist, Mohammad Morrou, Nutritionist, Marietu Seydou, Information Specialist, and Cherif Chako, Director of SAP. CARE; Colin Beckwith, Regional Director. SIM Natural Resource Management Project; Tony Rinaudo. Catherine Homesom, Peace Corps Nutrition Volunteer, Kanan Bakache. World Food Program; Ibrahim Coly, Assistant Administer.
- February 21 Maradi: Dan-Kolo Laouali, Secretariate General Adjoint and SAP President. GTZ; G. Salzman, Director.
- Mayahi; meeting with Mahrouk Ben Adam, Sous Prefet.
- February 22 Zinder: Oussini Mamane Toumani, Secretariat General Adjoint and President of SAP and Saidou Hindatou, Project Development Office. International Labor Office; Guirguir Abakaga, Cooperative Project Director, and Joao De Azevedo, Technical Advisor, UNDP. Ali Dgigo, Tanout agricultural extension agent. CRS; Balma Yahaya, Tanout Project Manager, Janoussi Elisha, Ibrahim Abdonlaye, Abdonlaye Nati, Caritas, Pere Johan Miltenburg, and Saley Yamdule, Union Regional des Cooperatives (URC).
- February 23 Tanout - vulnerable area: CRS/USAID seed distribution project; Balma Yahaya, CRS, Ibrahim Abdonlaye and Abdonlaye Nati, Caritas, and Saley Yamdule, URC. Site visit to interview farmer and woman's groups, and cereal bank visit and interview of cooperative members.

- February 24 Goure: Africare; Paul and Carol Wild, Coordinators.
Meeting with SAP representatives; Daouda Mamadou Marte, Sous Prefet, Moussa Elhaj Tcnounko, Adjoint Sous Prefet, Idrissa Mahaman Laouali, Plan Economist, Boube Arzika, Agricultural Engineer, Youssef Ibrahim, Sanitation, Moussa Arzika, Livestock, Issoufou Yakouba, Rural Engineer, Salifou Ibrahim, Education, Illo Mahaman, Agriculture.
Site visits to cuvettes near the villages of N'Guikilamba and Sagademiram. One site was a former Africare site for wells, pumps and agriculture production activities.
Site visit to northern village of Kaoutchilim to interview cereal bank cooperative members.
- February 25 Return to Niamey.
- February 26 -
March 4 Final revisions to Design Papers.
- February 28 Meetings: M.V.K. Sivakumar, ICRISAT.
Jim Stewart, U.S. Embassy, to debrief on trip.
Report to USAID on famine mitigation, Options Manual and workshop.
- March 2 Debrief Lawrence Leahy, Peace Corps Director.
- March 3 Presentation to SAP on findings and upcoming workshop.
Meeting with Christy Collins, USAID/DRU and Cherif Chako, SAP Director to plan workshop.
- March 4 Depart Niamey.

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