PD-AAJ-449
ISN 952

UNCLASSIFIED

PROJECT PAPER

NIGER
LITERACY SERVICE TRAINING CENTER
(683-0237)

USAID/NIGER

AGENCY FOR INTERNATIONAL DEVELOPMENT

UNCLASSIFIED

ACTION MEMORANDUM FOR THE MISSION DIRECTOR

FROM: C.Pippitt, Chairman, Project Committee CCP

SUBJECT: Niger Literacy Service Training Center, 683-0237

PROBLEM: Your approval is required to execute a grant of $1,810,000 from the Sahel Development Program (SH) appropriation to the Government of the Republic of Niger for the Literacy Service Training Center Project, 683-0237. Your approval is also required to authorize the attached waivers.

DISCUSSION: The proposed project is part of an overall effort by the Government of Niger to increase the access of the rural population to economic resources and social benefits through materials written in one of their five national languages and through their increased ability to communicate with administrative and technical agents. The purpose of this project is to institutionalize an effective, Nigerien staffed literacy center capable of providing critical training and research support for adult literacy programs actively integrated into the implementation of Niger's rural development projects. In order to achieve a meaningful and sustained participation by the rural population in development activities that affect them vitally, effective linkages will be established, where they do not already exist, between this non-formal education program and organizations such as the cooperative development service (UNCC), the extension services, rural health delivery services, farmer training centers, etc. By the end of the project, these working relationships will have been established, a majority of the Literacy Center's training staff will be Nigerien, the number of literacy training materials available will have increased significantly, and the Literacy Service will be using improved techniques for evaluating the effectiveness of literacy projects throughout Niger.

The project will train seven individuals at the university level and thirty five at the post secondary technical level for employment at the Center and in the field. Instructional materials for the Literacy Service will be produced, providing experience in the preparation of such materials, as well as the readers, teaching and research guides, and manuals themselves. Most importantly, the Literacy Service, in collaboration with the rural development services of cooperative development, health, extension and rural promotion ("animation") will cooperate in the conceptualization and implementation of integrated approaches to the training of the rural adult population, particularly through the cooperative system. In addition, a model for effective literacy training by and for rural women will be developed and the literacy evaluation instrument developed during a recent international seminar in Maradi, Niger will be developed.

AID assistance for the project will amount to $1,810,000 for technical assistance, commodities and equipment, training support and construction. The GON will support this project with some $700,000 for personnel and other costs, and other donors (the Swiss, the French and the Ecumenical Council of Churches) will contribute some $1,225,000, primarily for expatriate personnel. The GON contribution amounts to 28% of combined US and Nigerien costs and 19% of total costs including other donor contributions.

The project has been determined by the USAID Project Committee to be economically, financially and technically feasible. The Government of Niger agencies responsible for project execution, in conjunction with project-provided technical assistance, are judged adequate to provide the administrative capability required for project implementation.

An Initial Environmental Examination submitted with the PID established a negative determination for these activities.

The project is in conformance with, and supports, both the Government of Niger's Development Plan and the Mission's Country Development Strategy Statement. The Mission Director is attesting that sufficient planning and analysis have been performed to provide a reasonably firm cost estimate to the U.S. Government, and that the requirements of Section 611 (a) of the Foreign Assistance Act of 1961, as amended have been met. The statutory checklists have been satisfactorily completed and are included as Annex G to the Project Paper. Appropriate Conditions Precedent and Covenants for inclusion in the Grant Agreement have been prepared.

USAID/Niger and the Government of Niger have collaborated closely in the design of this project. The Government of Niger's official request for assistance from the United States Government was submitted on April 23, 1981.

The Project Committee is requesting that waivers be granted in the project authorization document for the AID Geographic Code 935 procurement of a 30-passenger bus. Justification for this waiver is included in Annex N of the Project Paper.

A Congressional Notification was submitted on May 27, 1981 and expired on June 11, 1981, without objection.

The Project Committee met on May 18, 1981 and concluding that there were no unresolved issues, recommended that the project be forwarded to you for authorization.

In accordance with the Delegation of Authority to the USAID to approve and amend projects contained in Section 3A of African Delegation of Authority No. 141, February 2, 1979, and as amended, the USAID/Niger Mission Director is authorized to approve projects where the life of project funding does not exceed $5,000,000 provided that the Assistant Administrator for Africa has approved the PID. The PID for the Literacy Service Training Center project was submitted to AID/Washington in December 1980, requesting approval and authority to fund the resulting project under the authority cited above. The PID was reviewed and approved by the Assistant Administrator for Africa on January 16, 1981. State 024508 authorized the Mission to prepare the Project Paper for approval and authorization in the field in accordance with the above cited Delegation of Authority.

RECOMMENDATION: The Project Committee recommends that you sign the attached Project Authorization, and thereby approve 1) the proposed grant of $1,810,000 for the implementation of the Literacy Service Training Center Project and 2) the requested waiver.

Clearances: CPippitt, Chairman, Project Committee

HShropshire, Controller
MGolden, Program
WCollins, Engineer
PMcDuffie, PMSU
CSadler, Program
JJohnson, Director 5/26/81

BBarrington, Asst. Regional Legal Advisor BKB

Drafted: CPippitt, PDE, 4/8/81

PROJECT AUTHORIZATION

Country: Republic of Niger

Project : Literacy Service Training Center

Project Number: 683-0237

Pursuant to Part I, Chapter I, Section 103 of the Foreign Assistance Act of 1961, as amended (the "Act"), I hereby authorize the Literacy Service Training Center Project for the Republic of Niger (the "Cooperating Country") involving planned obligations of not to exceed One Million Eight Hundred and Ten Thousand United States Dollars ($1,810,000) in grant funds over a three year period from date of authorization, subject to the availability of funds in accordance with the AID OYB/ allotment process, to assist in financing certain foreign exchange and local currency costs for the Project. No project Grant Agreement shall be executed and no other obligation of funds under this project shall be made until the funds obligated shall have been alloted to the Mission and the waiting period following Congressional notification shall have passed without objection being raised by Congress.

The Project will assist the Literacy Service Training Center, a teacher training institution of the Government of Niger, to provide critical training and research support for adult literacy programs actively integrated into the implementation of Niger's rural development projects. AID assistance will be provided for financing technical assistance, construction, training, commodities and equipment, and certain other costs.

The Project Agreement, which may be negotiated and executed by the officer to whom such authority is delegated in accordance with AID regulations and Delegations of authority, shall be subject to the following essential terms and covenants and major conditions as AID may deem appropriate.

A. Source and Origin of Goods and Services: Goods and services, except for ocean shipping, financed by AID under the Project shall have their source and origin in the Cooperating Country or countries included in AID Geographic Code 941 except as AID may otherwise agree in writing. Ocean shipping financed by AID under the Grant shall, except as AID may otherwise agree in writing, be financed only on flag vessels of the United States or the Cooperating Country.

B. Conditions Precedent to Initial Disbursement of Funds:

1. Prior to any disbursement under the grant or the issuance of any commitment documents pursuant to which disbursement will be made, the Cooperating Country, shall furnish to AID in form and substance satisfactory to AID, evidence that a Nigerien Project Director has been assigned and delegated all necessary authorities required to implement the project.

C. Covenants :

The Cooperating Country covenants the following:

(a) The Grantee agrees to (1) assign all staff members for the Literary Services Training Center, as specified in Annex I to this Agreement, within 60 days following execution of this Agreement and (2) assign all other project staff members within 120 days following execution of this Agreement.

(b) In order to maximize the long-range efficiency of the Project's implementation the Grantee further agrees to maintain the continuity of personnel by assigning them to the Literary Services Training Center for a period of not less than three years. The continuation of such long-term assignments will be based on the efficient and effective performance of duties by these personnel.

(c) The Grantee further agrees that the Ministry of National Education will select and contract with a qualified American to fill the position of Educational Planner/Evaluator on a long term basis. That contract will eligible for financing under this project.

D. Waivers:

Notwithstanding paragraph A above, and based upon the justification set forth in Annex N of the Project Paper, I hereby approve a procurement source/origin waiver from Niger and AID Geographic Code 941 to Geographic 935 (Free World) for one 30-passenger bus, provided that the amount of such procurement shall not exceed $25,000 and certify that the exclusion of such procurement from Free World countries other than the Cooperating Country and countries included in Code 941 would seriously impede attainment of U.S. foreign policy objective and the objectives of the foreign assistance porgram, and further certify that special circumstances exist which justify waiver of the requirements of Section 636(i) of the Foreign Assistance Act.

Jay P. Johnson
Mission Director

26 May 1981
Date

Clearances: As shown on Action Memorandum

UNITED STATES GOVERNMENT

memorandum

DATE: May 20, 1981

REPLY TO ATTN OF: Cameron Pippitt, Chairman, Project Committee CP

SUBJECT: Literacy Service Training Center Project 683-0237

TO: Jay P. Johnson, Mission Director, USAID/Niger

Handbook 10, Chapter 17, requires that international travel for participant trainees under AID grants be paid by the cooperating country unless the Mission Director justifies an exception to this rule. I recommend that you find by your signature below that the financial situation of the Republic of Niger justifies AID financing of international travel costs for participant trainees under the above-reference project.

Jay P. Johnson
Mission Director
USAID/Niger

26 May 1981
Date

Drafted: BBarrington, A/RLA

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10
(REV. 7-76)
GSA FPMR (41 CFR) 101-11.6
5010-112

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: 683-0237

4. BUREAU/OFFICE: AFR — 06

5. PROJECT TITLE (maximum 40 characters): Literacy Service Training Center

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 09 DD 30 YY 84

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 81 B. Quarter 3 C. Final FY 84

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

A. FUNDING SOURCE	FIRST FY 81 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total	1085	725	1810	1085	725	1810
(Grant)	(1085)	(725)	(1810)	(1085)	(725)	(1810)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country	-	700	700	-	700	700
Other Donor(s)	-	1225	1225	-	1225	1225
TOTALS	1085	2650	3735	1085	2650	3735

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) SH	610	611	-	-	-	1810	-	1810	-
(2)									
(3)									
(4)									
TOTALS				-	-	1810	-	1810	-

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each): 615 | 614 | 670

11. SECONDARY PURPOSE CODE: 613

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

A. Code	BR	BS	COOP	PART	TNG		
B. Amount	1810	1810	600	1810	1810		

13. PROJECT PURPOSE (maximum 480 characters)

To institutionalize an effective, Nigerien staffed literacy center capable of providing critical training and research support for adult literacy programs actively integrated into the implementation of Niger's rural development projects.

14. SCHEDULED EVALUATIONS
Interim MM 12 YY 82 | MM YY | Final MM 06 YY 84

15. SOURCE/ORIGIN OF GOODS AND SERVICES
☐ 000 ☒ 941 ☒ Local ☐ Other (Specify) ____

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

17. APPROVED BY
Signature: Jay P. Johnson
Title: Mission Director USAID/Niger
Date Signed: MM 05 DD 26 YY 81

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

AID 1330-4 (8-79)

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I. Recommendations and Summary

A. Grant: $ 1,810,000

B. Waiver: From Geographic Code 941 (Selected Free World) to Codes 935 (Special Free World) for the purchase of a 30-passenger bus.

C. Summary Findings.

A grant in the amount of $1,810,000 is to be authorized to the Government of the Republic of Niger in FY 1981 for the execution of the Literacy Services Training Center Project as described in the following sections of this Project Paper. Under Delegation of Authority No. 141, the USAID/Niger Mission Director was delegated authority to approve projects where the life of project funding does not exceed $5,000,000 provided that the Assistant Administrator for Africa has approved the PID. The PID for this project was submitted in December 1980 and approved by the Assistant Administrator on January 16, 1981. State 024508 authorized the Mission to prepare a Project Paper for approval and authorization in the field in accordance with DA 141.

All of the issues, raised at the PID review have been satisfactorily resolved during final project design. The project has been determined to be economically, financially and technically feasible. The GON agencies responsible for project execution, with the support of project-provided technical assistance, have been found to be adequate to provide the necessary administrative capability for project administration.

The USAID/Niger Mission Director attests that sufficient planning and analysis have been performed to provide a reasonably firm cost estimate to the U.S. Government and that a determination can be made that the requirements of 611(a) of the Foreign Assistance Act of 1961, as amended, have been met. An Initial Environmental Examination has been completed and a negative determination has been recommended and approved.

The project is in conformance with and supports both the GON's Development Plan and the Mission's Country Development Strategy Statement. The Social Soundness and Economic Analyses indicate that the beneficiaries of this project will ultimately be the rural population of Niger who are among the poorest people in the world. As a consequence, this project also conforms to the Congressional Mandate.

The project meets all other applicable statutory criteria with the exception listed above in Section B, for which a waiver is being requested. The statutory checklist can be found in Annex G.

D. Summary Project Description.

The goal of this project is to increase the access of rural people to government resources through materials written in one of the five national languages and through their increased ability to communicate with administrative and technical agents. In order to achieve this goal, an effective, Nigerien-staffed Literacy Training Center will need to be institutionalized which can provide the critical training and research support for adult literacy programs integrated into the implementation of Niger's rural development projects. In order to achieve a meaningful and sustained participation by the rural population in development activities that affect them directly, effective linkages will be established, where they do not already exist, between this non-formal education program and organizations such as the cooperative development service (UNCC), the extension services, rural health delivery services, farmer training centers, etc.

By the end of the project, these working relationships will have been established, a majority of the Literacy Center's training staff will be Nigerien, the number of literacy training materials available will have significantly increased, and the Literacy Service will be using improved techniques for evaluating the effectiveness of literacy projects throughout Niger.

There are five outputs which should be achieved by the project:

1. In order to effectively Nigerienize the Literacy Center, training at the Master's, undergraduate and post-secondary levels will be sponsored, including training and experience at the Literacy Center itself and in the field.

2. Instructional materials (such as readers, teaching and research guides, and manuals) for the Literacy Service will be produced providing experience in the preparation of multilingual materials.

3. The Literacy Service, in collaboration with the rural development services of rural promotion, cooperative development, health, and extension, will cooperate in the conceptualization and implementation of integrated approaches to the training of the rural adult population, particularly through the cooperative system.

4. A model for effective literacy training by and for rural women will be developed.

5. The literacy evaluation instrument developed during a recent international seminar in Niger will be refined and employed on an experimental basis.

The US will deploy resources valued at $1,810,000, the GON will support this with some $700,000 for personal and other costs, and other external donors will contribute some $1,225,000 to accomplish this project. The US will fund an educational planner/evaluator for three years, construct and equip several buildings at the Literacy Center, sponsor the training of middle and high level personnel and support certain other costs of the training center.

E. Relationship of the Project to the Country Development Strategy and Host Country Priorities.

1. The USAID strategy for development assistance to Niger focuses on the strengthening of national level institutions which will become the nuclei required to support the delivery of services required at the local levels. The target group for USAID assistance is the rural population engaged in basic food production activities. The emphasis of AID-assisted projects is in five basic areas: Agriculture, Livestock and Range Management, Human Resource Development, Rural Health and Ecology. Projects in these areas are complemented and reinforced by support projects - activities which strengthen or feed into the core projects of the AID program strategy.

An important aspect of USAID/Niger's human resource development strategy is the development of cross-fertilization and the promotion of linkages between the various rural development institutions supported and assisted by AID. The objective of increasing local participation in rural development activities is facilitated by literacy training which provides a basic educational tool to those persons who have not been to formal school. This training provides the minimal skills which the populace needs in order to manage their economic affairs, to communicate more effectively among themselves and with the government, and to acquire the supplementary skills and knowledge necessary for rural development.

Small-scale literacy activities are included in several on-going AID-assisted activities such as the Niamey Department Development and Niger Cereals projects. The Literacy Service Training Center activities will be coordinated with other AID-assisted human resource

development activities such as the Maternal Language Texts project, the Agriculture Production Support Project, Niger Range and Livestock, Rural Human Resource Development (Kolo Project) and Niamey Department Development II.

The project to provide support to the Literacy Service Training Center was included within the Niger CDSS and follows the strategy outlined within that approved document.

2. During the UNCTAD meetings in 1975, Niger was classified as being one of twenty-five poorest countries in the world according to such economic indicators as per capita income, agriculture production educational opportunities, natural resources development, health services and facilities, life expectancy, etc.

The Government of Niger has identified three long-term development objectives: (1) self-sufficiency in food production and marketing; (2) installation of a "development society", and (3) economic independence. Self-sufficiency in food is defined as a level of food production sufficient to satisfy the needs of the population and to establish adequate stocks to provide for years of poor climatic conditions and low food production. The "development society" calls for the establishment of a socio-political system intended to increase participation by the population in national development. Economic independence is defined as Niger's ability and capacity to control and direct its own development by decreasing financial and technological dependency on outside assistance, while recognizing the necessity for inter-dependence required in international relations and forums. Thus, the goals and priorities of the Niger Government are complementary to AID's 1973 "New Directions" policies and strategies in reaching the poorest of the poor in the developing world.

The adult literacy program, which is directly linked to integrated rural development activities and projects, is designed to provide the rural population with new tools and non-traditional concepts required to increase participation in national development, policies and decision-making processes. Although Niger's adult education service was established in 1963, the implementation of literacy programs did not receive active government support at the national level until after the change of administration in April 1974. Since 1977, the Government has placed a high priority on adult literacy training in local languages, thus giving new impetus to the literacy training center. The Government of Niger has requested USAID assistance in this institution-building activity. The AID contribution to this project will focus on two major problems requiring solutions to increase the effectiveness of literacy programs. These contributions will be (1) to train

Nigerien technical personnel to supervise literacy training programs and (2) to provide construction and equipment for an expanded training facility to house literacy service personnel and students. The project has the full support of the Government of Niger as evidenced by its willingness to support an expanded, strengthened Literacy Service in its task of fostering literacy on a significant scale.

F. Alternative Project Strategies.

During the design of this project, numerous types of assistance to the Nigerien Literacy Service have been proposed and considered. Briefly presented below are the major strategies and project components that USAID/Niger and the Literacy Service have considered and have rejected or modified for the reasons stated.

Alternative 1: Given the lack of trained manpower to staff the various training institutions in Niger and the similarities in the types of training programs needed for field-level agents working in the various rural development programs, it might be more appropriate to centralize field-level staff training programs into a larger, unified training institution. Such a training facility could train agricultural extension agents, cooperative development agents, rural health service agents, and rural promotion ("Animation") and Literacy Service field staff. A centralized training center (1) could economize on the human and financial resources required for operations, (2) could produce field agents having a broad perspective of rural development, and (3) provide field staff with the training to perform a multi-functional role.

Comment: While the theoretical merits of this approach cannot be denied, such a strategy would present insurmountable implementation difficulties. Most of the rural development services currently have some type of staff training facility which, while often inadequate in size, is firmly established. Secondly, the above mentioned services are attached to several different ministries and each service has individually established personnel categories, advancement/promotion procedures and staff training programs with entry and exit levels that are not uniform between the different services. Thirdly, the institutional development process of the major rural development process of the major rural development services has not progressed uniformly, creating differing personnel profiles and staffing patterns and, consequently, different training requirements.

In designing this project, however, flexibility has been provided for the sharing of training staff with other Nigerien training institutions. Moreover, at least in the case of the Literacy and Animation Services, training facilities are also being shared. Sharing training staff and facilities with other

training institutions will economize somewhat on the human and financial resources required to operate these facilities and will provide a mechanism for further integrating the different rural development services.

Alternative 2: One of the objective of the project is to create a training facility for upper-level staff of the Literacy Service. Given the relatively small number of upper-level staff, and the diversity of skills needed at this level, it might be more cost effective to send such staff to institutions of higher learning outside Niger rather than attempt to establish an in-country training capacity.

Comment: Unfortunately, there is no institute of higher education in sub-Saharian West Africa that offers course work and degree programs in non-formal adult education, and little training is available which is applicable to the planning, management and evaluation of such programs. Some U.S. and European institutions might be able to provide such training, but the practical context in which such training must be applied in Niger would render much of that training irrelevant. U.S. or European training is relevant however for a limited number of persons to be assigned to teaching positions within the teacher training section of the University. Such highly specialized graduate education is required to develop indigenous capacity at the University for the training of upper echelon personnel for Niger's formal and non-formal education system.

Alternative 3: This project was originally intended to be a component of a larger human resources development project designed by USAID/Niger in 1978. This approach was subsequently rejected by AID/W as initially presented. The support to the Literacy Service component, as then proposed, included the establishment of post-literacy centers in the Maradi and Zinder regions to provide villagers the means of retaining and strengthening newly acquired literacy skills. A post-literacy program might have been included in this project.

Comment: This project has deleted the post-literacy component on the grounds that to be effective and successful, such village centers must be an integral part of a rural development program in the area. The Mission views the regional productivity projects as the most appropriate means of providing the integration and support required between such centers and rural development activities. USAID/Niger has and will continue to support village-level literacy programs (both literacy training and post-literacy activities) within the Niamey Department Development project. The NDD Project

management unit is insuring that the proper integration can and will take place. The Mission is not prepared, however, to finance village-level post-literacy activities in areas where another donor is assisting the GON implement a regional productivity project or in areas which are not yet covered by a regional productivity project.

G. Project Issues.

Several issues were raised during the Washington PID review which the Mission has resolved as follows:

1. Relationship of Swiss and U.S. Technical Assistance

Technical assistance is being furnished to the Literacy Service by several international donors. The first and most important of these donors are the Swiss. They are supplying construction funds, operating funds and personnel to the Literacy Directorate, particularly to the new Training and Evaluation Office for which they are the chief sponsor and donor. At the Literacy Service Training Center, two of the eight faculty members, instructors in economics and French literature, are financed by Switzerland. Currently a joint Swiss-Nigerien evaluation of the literacy program is being undertaken which is expected to 1) evaluate the success of literacy activities, particularly in the field, 2) make recommendations to the Swiss government as to future staffing and funding levels of Swiss literacy activities in general, and 3) to examine the performance of the Literacy Directorate's Training and Evaluation Office (See Annex B for a description of the functions of this office). The U.S. Educational Planner/Evaluation Specialist is being asked to participate in the establishment of this office in the Directorate. However, the specialist will be dividing his time between teaching and training functions at the University and at the Training Center, where he will have an office (See Annex E for a detailed job description).

2. The Role of the Peace Corps

The Peace Corps in Niger has a history of collaboration with the Literacy Service that goes back some fifteen years. Early Peace Corps participation concentrated on the production of post-literacy materials in the rural areas. Several rural newspapers written in the national languages have their origin in Peace Corps initiatives which utilized the Volunteers' linguistic ability, editorial skills and printing know-how in order to produce what was and still is a rare commodity: reading material in one of the maternal languages. Many of these newspapers have continued on their own once the volunteers departed and some are presently receiving limited technical support from the Swiss Government.

Informal talks have been held recently between senior officials of Peace Corps/Niger and the CFCA regarding the desireability of renewed cooperation. Further Peace Corps assistance must be the result of a new written request from the GON which has not been forthcoming. The GON has requested a U.S. technical specialist for this project who should not only have Peace Corps experience but also advanced degrees and specific skills in the fields of educational evaluation and planning. While Peace Corps participation in the project would not be incompatible with the project purpose, for the moment GON priorities are elsewhere. The project contains sufficient flexibility to permit future collaboration between AID, Peace Corps and the GON should this be desireable as the result of continuous tripartite discussions.

3. The Suitability of an Educational Planner

The Government of Niger has requested an educational planner cum evaluation specialist as the one technical assistance input from the United States on this project. They have given considerable thought to the question and have provided a thorough, substantive job description to support their request (See Annex E). The Literacy Service realizes that it is often difficult to recruit technically and academically qualified Americans who can also meet the rigorous language requirements that such a position necessitates. However, the Mission is aware of at least two individuals who might meet these requirements and so is supportive of the GON request. No Peace Corps Volunteer could be expected to meet the combination of experience, education and language ability that this position requires. The design team considered possible alternatives to furnishing such a highly qualified individual. The team could find no advantage in providing less qualified personnel. The alternative of not providing any technical assistance at all was also considered by the team and rejected on the grounds that the absence of American technical assistance would diminish the chances for effective utilization of US material inputs and reduce the likelihood of achievement of the project purpose.

4. Foreign Student Housing

The CFCA charter stipulates (Article 11 of Decree 77-119) that Nigerien students attending that institution be day students and not boarders. The purpose of the article is to avoid the closed, isolated situation which is common among many, if not most, African educational institutions. Nigerien students are required to obtain their own housing just as they will be required to do when they are teachers in the field. It is the policy of the CFCA that their students be in near-constant contact with the people that they will be teaching (and learning from) and, therefore, dormitory conditions are considered inappropriate. Consequently, it is incompatible with the present philosophy and regulations to house Nigerien students

at the CFCA. Housing has not been a problem, however, for Nigerien students. All Nigerien students at the CFCA benefit from a full GON scholarship. This scholarship, currently fixed at 20,000 CFA francs (approximately $80) per month, is designed to cover subsistence costs (food and housing). The Nigerien student therefore fends for himself in seeking suitable accomodations on the basis of his monthly allotment.

Foreign student attendance at CFCA is encouraged within the spirit of the educational and cultural cooperation which links the GON to other African nations. The CFCA charter itself encourages foreign student participation (Article 26). The Literacy Center is the sole training facility for teachers of local languages anywhere in francophone West Africa and therefore it attracts considerable interest throughout the region. Since foreigners are not expected to take teaching positions in Niger following their graduation, the requirements for social integration which the Nigeriens must meet, do not apply to them. The foreign students will return to their own countries where different working and living conditions will prevail. If the student housing arrangements appear to be adequate for Nigeriens, the same, however, cannot be said for these foreign students. The CFCA is now handling the foreign student housing problem as follows: Eight foreign students financed by UNESCO are currently being housed in four residential apartments belonging to the African Regional Training Center for Weather Mapping and Aviation in Niamey. A portion of the UNESCO scholarship provides the 15,000 CFA francs per person per month rent of these facilities which include furnishings, electricity, and water. An alternative for housing foreign students has been to use the GON procedure for Nigerien students. Presently, two Togolese students under UNESCO scholarhsip for the second year have made their housing arrangements on their own in Niamey and have their monthly rental fees calculated into their subsistence payments.

While these arrangements for foreign students have been workable in the past, the CFCA intends to increase the number of foreign students slots over the next few years. Housing possibilities at the University of Niamey has been considered, but openings are extremely rare. It has been planned that the foreign student dormitory at CFCA could serve three user groups. First, foreign students enrolled in long-term CFCA training programs. Second, foreign students sent by various governments and international organizations (UNESCO) for specific short-term study. Third, foreign professors or seminar leaders invited for short-term inputs. Residence in the new facilities would be on a paying basis and, thus, little if any recurrent cost burden is expected. Under the same sound management that characterizes all of the Center's operations, and with high likelihood of full

occupancy, the new housing capability of CFCA is expected to enchance the total effectiveness of the institution as well as strengthen its role as the unique institution in Francophone West Africa providing literacy teacher training.

5. Third Country Pedagogical Training

The design team has looked into the adult education program being offered at Ahmadu Bello University in Zaria, Northern Nigeria. Ahmadu Bello has a Department of Nigerian and African Languages which specializes in Hausa linguistics and literature. There is also an adult literacy program within the School of Education. Maiduguri University in Nigeria also has a language program in Kanuri, one of the five principle Nigerian languages. Bayeso University in Kano has a Center for the Study of Nigerian Languages which has worked in Hausa, Kanusi, Fulfulde and other languages spoken in Northern Nigeria, as well as in Niger.

A limited number of Nigerien students have gone to Nigeria to study under related U.S. assistance projects. The Rural Sector Human Resources Development Project (683-0226) will shortly be sending at least one, and possibly two or three, participants to ABU for graduate level programs. One student will be enrolled in Rural Sociology Department and as part of his program will take courses in reading and writing of Hausa and perhaps one other African language.

However, some care must be exercised in these exchange programs. Niger has attempted in the past to send students to the Department of Nigerian and African Languages at ABU in Zaria. They had to return home because they found themselves unable to handle their course work, as well as the administrative procedures of the University, due to insufficient competency in English. Although some courses may be taught in Hausa, Kanuri, etc., English is as vital to a degree program in Nigeria (readings, examinations, etc.) as French is at the University of Niamey. Without rigorous training in English, Nigerien students are at a severe disadvantage in the English-speaking universities of Nigeria.

6. Language of Instruction

The design team considered the very basic question of the continuation of usage of the five maternal languages in Niger and whether AID should be involved in such a program. The argument against the encouragement of maternal languages is that the use of French is a modernizing and unifying force within Niger which should be promoted as being consistent with Nigerien social, political and economic objectives. On the other hand, most Nigeriens do not and never will speak more than a very few words

in French. They think, speak and communicate in one or more of the national languages. Moreover, these people are the basic food producers and rural poor which both the GON and AID are commited to assist under their respective mandates. In order that these people become the more productive and contributory members of society that Niger needs to become truly self-sufficient, literacy is a requirement. Unfortunately literacy in French is an impossible goal for the overwhelming majority of Nigeriens over the age of 15. Literacy in a national language, however, can be taught relatively easily and quickly to a significant number of adults outside of the formal school system. The GON has made the firm decision to foster literacy and has demonstrated its willingness to support the programs financially to the best of its ability. The GON has therefore, requested AID assistance to make functional literacy and numeracy a reality for adult Nigeriens. Fortunately, the US is in a position to assist in a material way this commendable goal.

II. Description of the Project

A. Introduction.

In 1980, Niger had an estimated population of 5.5 million persons, of which approximately 90% are illiterate. Such a condition renders it difficult and costly to implement programs introducing new techniques and ideas to rural populations. Literacy skills serve as a tool greatly facilitating the circulation, exchange and acceptance of new ideas in rural populations. More importantly, however, literacy skills are a necessary precondition for meaningful and sustained local participation in rural development.

The Government of Niger (GON) is in the midst of laying a foundation on which to build a broad-based participatory development society. Such efforts are very commendable but not easily achieved. Niger is aware of this fact and in comparison with other West African countries has considerable experience on which to base its future efforts. Niger's past experience has clearly shown that rural populations can be motivated to become literate and, once literate, can play a dynamic role in their own development. Niger's experience also indicates that literacy activities must be specifically geared to the communities' aspirations, well integrated with other development programs and implemented by trained and motivated literacy workers.

The project herein proposed is intended to strengthen the institutional capacity of the National Literacy Service to conduct literacy programs. This objective will be achieved by transforming the National Literacy Service Training Center (CFCA) into a largely Nigerien staffed institution capable of providing critical training and research support for a literacy program actively integrated into the work of rural development.

B. Background.

At independence in 1960, Niger was one of the poorest and least developed countries in the world. Extremely low levels of education - 95% illiteracy and less than 10% of school age children in school - were among the many indices of underdevelopment characterizing the new nation. Along with expanded efforts in the areas of primary schooling, the Government of Niger decided to launch, with UNESCO help, a program of adult literacy in the five African languages spoken by the vast majority of the population: Hausa, Zarma, Kanuri, Peulh and Tamasheq. Reqional Literacy Service offices were created in the principal administrative headquarters of the country staffed by Nigerien school teachers reassigned to do literacy work and by Peace Corps Volunteers. This staff, with the help of

local support committees, set up literacy centers in several dozen villages of each geographic area. The choice of villages was largely dictated by the availability of local school teachers to assume the function of literacy instructor and by the willingness and interest of the population. Courses were held several nights a week throughout the dry season in rude shelters built by the villages. No target population was defined for these early literacy programs and anyone over fifteen years of age was admitted. The regional offices provided instructional materials produced by the Literacy Service in Niamey, trained instructors, and periodically inspected the centers.

This first campaign provided valuable experience for the Literacy Service. It also established a thin support network across the country, led to some important innovations like rural newspapers, and resulted in the training of a certain number of previously illiterate young village people in selected villages of every geographical region. However, overall statistical results were very modest: though some 300 centers were created in rural areas by the end of 1966 and better than 10,000 adults were enrolled in courses, the numbers who actually stuck by their studies and became literate did not exceed 1000.

A number of reasons could be cited for this limited impact. For one, the Nigerien Literacy Service staff were few in number and relatively inexperienced. Most came from a background of primary school teaching and had little explicit training in adult literacy techniques. Moreover, in an effort to cover the entire country, they had been spread very thinly over a vast area. Secondly, the material supply line proved to be highly uncertain, due both to the distances involved and to lack of experience in the production centers of the national literacy office. Thirdly, it became increasingly evident that most Nigerien villagers saw little reason to invest effort in becoming literate in their ownlanguage when materials were nearly unavailable and local conditions offered few opportunities to put literacy to use in other activities.

In an attempt to remedy these problems, various regional literacy programs began in 1967-68 to experiment with forms of literacy training more closely related to ongoing rural development activities. These programs, termed "functional literacy" in reference to the specific skill-oriented training methods strongly recommended by the 1965 UNESCO literacy conference in Teheran, were first developed in the Maradi and Zinder Departments. There the Nigerien Cooperative Union (UNCC) was in the process of creating, with the collaboration of the Services of Agriculture and of Rural Animation, multi-functional and locally-managed rural farm cooperatives. In the cooperative development process, it became evident

to all involved that the local population could not assume full responsibility for cooperative marketing, credit and supply activities if a significant number of village people did not become literate in the process. As a consequence, the Literacy Service found a natural role for itself in this rural development effort and gradually began to work out methods for training cooperative members simultaneously in literacy skills and in their new cooperative duties. Subsequently, a nationally-sponsored functional literacy project was initiated in the rice-growing region of Tillabery and similar efforts were likewise introduced in cotton-growing areas and into rural public health campaigns.

Some impressive early results were obtained by these efforts, but they encountered several obstacles: (1) their continuation and expansion required a degree of operational integration among rural development services which proved impossible without strong government support, and that proved not to be forthcoming at the time; (2) the initial projects were organized in large part by foreign technical assistance and Nigeriens were insufficiently involved in their concpetion, partially because of a dearth of national staff with the requisite planning abilities; and (3) the Sahelian drought soon intervened drastically reducing all rural development activities.

An official transcription for the five principal African languages spoken within Niger's borders (Hausa, Zarma, Kanuri, Tamasheq, Peulh) was adopted in 1966 for use inthe adult literacy campaign and the five were given the status of "national languages." The educational reform of 1975 provides for their gradual introduction as languages of instruction in the first three years of primary school and as an elective subject matter in the normal schools and at the national university. This year, 14 primary schools covering all 5 linguistic regions of the country will try out the national language curriculum, and courses in Hausa and Zarma are being offered at the University and in 5 normal schools. The question of printing official documents and communications in bilingual form (French plus the regionally predominant national language) is under study. Many technical, cultural and political questions are involved in this gradual transition to a greater use of African languages. However, a basic assumption of this project is that the Niger government will continue to pursue its policy of establishing an important and functional status for the five national languages in its educational and administrative systems.

While experimenting with these functional literacy projects, the Niger Literacy Service continued its small scale "traditional literacy" program which survived the drought in a much reduced scope. Following the drought, a number of "productivity projects"

were launched in the major rural areas of the country to help Niger attain self-sufficiency in food production. For the most part the productivity projects did not adopt the same "functional literacy" and cooperative management approaches characteristic of earlier integrated rural development programs but, instead, put relatively more emphasis on the distribution of agricultural inputs and extension activities and less emphasis on developing self-managing rural organizations.

Nonetheless, the Government of Niger in the meantime decided that cooperative forms of economic development would be the keystone of its rural development strategy and, as mentioned above, new emphasis was placed on the importance of wide-spread literacy. The Three Year Plan (1976-1978) called for a program of "massive literacy" to make 30% of the nation's population literate. The Literacy Service was not yet in a position to organize such a program however, and some confusion remained about the proper methods to employ, given the highly variable results of past efforts.

To help give the Literacy Service the necessary resources, the Government of Niger, with aid from Switzerland and the World Council of Churches, created in 1977 the National Training Center for Literacy Agents (Centre de Formation des Cadres de l'Alphabetisation). The first task of the CFCA was to retrain the field staff of the Literacy Service for expanded duties in rural development and to increase the size of the service's staff by the recruitment and training of a sizeable number of middle school graduates (recipients of the BEPC). Experienced field staff with C level status in the Nigerien Civil Service (mostly assistant school teachers or "institueurs adjoints") were to receive courses for a duration of one year in literacy methods and development sociology and economics to become B level "assistant literacy counselors." Middle-school graduates without prior professional experience were to undergo three years of training in the CFCA to arrive at the same level. See Annex M for entry and exit levels of CFCA training programs and for training program contents and schedules. Also see the Technical Analysis for a fuller definition of the literacy terminology used in this section.

C. Goal.

The goal of this and other literacy projects in Niger is to increase the access of rural people to government resources through materials written in one of the five national languages of Niger and through their increased ability to communicate with administrative and technical agents. Local populations having basic literacy skills are considered by the Nigerien government as a necessary precondition for continued and sustainable economic and social development especially if local participation and initiatives are to become

realities. This project will encourage the development of literacy skills in national languages among adults while other projects will continue other literacy training efforts through the public school system. The two approaches, when combined, create a balanced strategy for developing the literacy skills of Niger's population. A major assumption in achieving this goal is that local population will be motivated to learn and utilize national languages. To date there is some preference to learn French over the national languages as the knowledge of written and spoken French increases non-rural employement possibilities. On a few occasions communications between rural people now literate in a local language and government agents have been hampered by some government agents' present inability to write and read the local language, particularly where the government agent has been assigned to an area where he is not a native speaker. Such difficulties are to be expected in the course of implementing a major reform in the national education system. The popular acceptance of national languages will, to a large extent, depend on GON efforts to promote the use of these languages. Currently the GON is promoting the use of national languages in numerous ways and it is anticipated that such levels of support for literacy programs will continue.

The considerable experience gained by the Nigerien government in rural development over the last 18 years demonstrates that while literacy is not in itself a strict precondition to individual improvements in agricultural production, it is a sine quo non for effective local participation in the organization and implementation of rural development activities (market management, food and equipment supply, agricultural extension, health service delivery, etc.) and that the level and nature of this local participation is in turn an important determinant of project success.

Moreover, the GON has recently given dramatic expression to the importance which it attaches to local participation in the management of development activities by the announcement that forms of cooperative organization will be extended to the entire country and will assume many of the local functions and responsibilities heretofore assigned to government agencies.

The exact form which will be taken by this cooperative network, collectively baptized the "societe du developpement", is not yet clear. Previous Nigerien experiments in locally managed cooperatives and credit institutions offer a wealth of models to follow and of pitfalls to be avoided. In light of this past experience, the government is proceeding slowly and deliberately in the formulation of plans. A series of commissions appointed in June 1980 have been given two years to come up with concrete proposals for the implementation of the proposed "development society". In an

interim session, (September 6-12, 1980) these commissions have already suggested that the service s of Literacy, Agriculture, Rural Cooperatives (UNCC) and Rural Animation be requested to develop a joint strategy for the wide spread development of locally managed rural cooperatives.

One of the appointed commissions for developing proposals for the implementation of the proposed "Development Society" deals with providing adult education programs to permit local communities to play a greater role in their own development. This particular commission is chaired by the Director of the Literacy Service. The support provided by this project will assist in the development of appropriate adult education programs to be implemented within the framework of the "Development Society".

A critical assumption of achieving this goal is that the government will follow through in one form or another on its declared intention to foster local self-management of development activities by decentralizing service operations, according reasonable profit margins, credit and investment possibilities to local cooperative entitites, etc. Steps taken in this direction will provide increased motivation and direction for the extension of the literacy campaign.

D. Project Purpose.

The purpose of this project is to institutionalize an effective, Nigerien-staffed literacy center capable of providing critical training and research support for adult literacy programs actively integrated into the implementation of Niger's rural development projects. Organizational effectiveness will be achieved by strengthening each of the following institutional functions: training, production of instructional materials, the development of integrated training strategies, the women's program, and evaluation, research and testing. These functions are also considered to be the major outputs of the project.

The firm establishment of the Center will advance the use of the five national Nigerien languages as vehicles for cultural, technical and administrative communication within the country alongside French, the national official language. The motivation of rural adults to become literate in their regional tongue is in some measure dependent on the degree to which that written language is used by government services, in official and commercial documents, and on the quantity of written materials in the national language in circulation. Moreover, the ability of government services to communicate with rural villagers can be significantly enhanced by use of written texts and communications. National language literacy is the only short or medium term option for creating such forms of local communication.

In brief, this project aims to increase the number of Nigeriens who are literate in their maternal language. To date, the number of people who have developed literacy skills is woefully small. This fact is attributable to the lack of trained staff, lack of motivation on the part of rural populations, and lack of effective committment by the GON in the past to promote wide spread usage of national languages.

The motivation to become literate exists now to a certain extent and can be expected to increase. Experience in Niger and elsewhere in the Sahel indicates that rural people are very much interested in learning literacy skills which offer them a means of dealing with the world outside their immediate environment. Rural people are already strongly motivated to learn elementary arithmetic skills, measures and weights, economic transactions and after these are acquired, skills tend to progress rather quickly toward reading and writing. In Niger most of the literacy and numeracy skills learned find immediate application inthe rural cooperative system that has been in existence since the mid-1960's and which in the last several years has been expanded upon. The establishment of the "development society" predicated on developing a participatory democracy is giving further impetus for rural people to develop literacy skills. Furthermore, the GON has recently taken small but important steps to advance the use of national languages. This trend is expected to continue and as important iniatives to induce greater participation in government come to fruition the government can and will make greater use of its national languages.

Such future developments require that Niger have a Literacy Service staffed with motivated and trained personnel who understand the important advantages that literacy skills in national languages can afford to rural populations, understand what motivates rural populations to become literate, and who can organize and implement well-focused literacy programs within a context where these newly acquired skills can be used.

An end-of-project evaluation should indicate that the purpose of this project will have been achieved when 1) effective working relationships are established between the Literacy Service and the Nigerien development agencies as evidenced by collaborative agreements in effect or in negotiation, 2) a majority of the training staff at the CFCA are Nigeriens, 3) a significantly increased number of literacy training materials are available to language teachers, and 4) the improved literacy evaluation techniques are being used by the Literacy Service.

E. Project Outputs.

There are five outputs expressed in terms of the institution-building nature of the project.

1. Training. Three levels of training are envisioned under this project. The first and highest level of training is Master's Degree training at a U.S. university for two Nigeriens who will provide leadership to the CFCA in the areas of educational planning/administration and adult non-formal education/literacy evaluation. The second level of training involves "A" level training in the Literacy Section of the School of Education at the University of Niamey. During the course of the project, five Nigeriens will receive university training for two years in Literacy evaluation and planning, teacher training, or education administration. In addition, these students will receive in-depth experience in field survey methodologies and techniques. These individuals will staff the evaluation and planning divisions of the CFCA and the Literacy Directorate. The third level of training pertains to the thirty-five mid-level ("B") literacy students to be trained at the CFCA. Twenty six of them will be selected from the present corps of literacy agents already functioning in the field. They are currently "C" level school teachers with no formal training in literacy techniques. Following their one year training, they will be assigned to staff the regional (departmental and arrondissement) offices of the Literacy Service. This will permit the full staffing of the 12 existing field offices of the service and permit the opening of at least 8 of the 12 new offices called for in the Five Year Plan. An additional nine students recruited at the BEPC level (four years of secondary school) will be trained at the CFCA to become "B" level literacy agents after a three year course of study. (See Annex M for a description of the training programs offered by the CFCA).

2. Production of Instructional Materials.

Production of quality printed materials is of paramount importance in order to carry out a successful literacy campaign. The CFCA has in the past produced a number of training materials for use by literacy instructors in the field. Under this project, the CFCA students and staff will develop, test and disseminate one reader for each of the four principal rural development services (cooperatives, rural promotion, extension and health) in each of the five languages. These publications will be designed to address areas of particular interest to the rural population and the concerned services. The CFCA can produce two of these readers per year in the five languages. They are prepared initially in French and then translated and printed in the five maternal languages. Additional materials will include:

- teaching guides for use by Literacy Service personnel in training local literacy instructors (based on notes prepared by instructors at the CFCA and the literacy section of the University's School of Education);

- a simple manual for the evaluation of literacy programs;

- elements for the development of a women's literacy program;

- research guide to be used for field trips, etc.

3. Integrated Literacy Training Strategies.

Outreach in the case of the present project can be defined as the efforts undertaken by the Literacy Service staff to offer their services to external groups which have different mandates, other concerns, and normally lie within different Ministries. Outreach could alternatively be defined as extension to the regional and local levels of the literacy hierarchy. This vertical extension process, however, is regularly carried out anyway due to the mandate of the Literacy Service to reach illiterate populations. Much less automatic is the horizontal functional relationship between the Literacy Service and other development activities.

Outreach in this project will concern itself particularly with cooperative development. CFCA students and staff, in collaboration with staff of the services of Agriculture, Rural Promotion, the UNCC and Public Health, will begin to develop and test cooperative training programs to give a progressively larger number of the members of rural cooperatives the skills and knowledge necessary to manage their economic activities and reinvest the proceeds in selected development undertakings. Cooperatives in at least two different farming sectors will be chosen and analyses experiments will be carried out within the guidelines of the existing cooperative movement and the "societe du developpement".

The Literacy Service and the CFCA are also developing linkages with the University's School of Education, a natural, but not inevitable, development. This link from one Education Ministry (National) to another (Higher) Education Ministry is a significant one. The creation of a literacy section within the School of Education in 1980 not only implies the recognition of literacy as a bonafide discipline worthy of high level instruction but it also for the first time permits a major upgrading of senior literacy staff. The addition of the literacy section should also provide some sensitization regarding literacy matters for professionals in the School of Education.

4. Women's Programs

With the exception of the various productivity projects, literacy programs for women in Niger are virtually non-existent. As is being pointed out in the Women in Development section of this project paper, a special effort is being made to train women as literacy agents. Within the present project, women's literacy material will be prepared, tested and analyzed. CFCA students and staff will do a needs assessment followed by an experimental attempt to work out a model for literacy training for rural women. Women students at the CFCA, who will assume regional administration responsibilities upon their graduation, will take the lead in this effort.

5. Evaluation, Research and Testing

Independent of AID or GON evaluations of project results, the project will produce an internal evaluation model for literacy activities. Until 1981, evaluation was the most neglected of literacy program functions. However, a dozen Nigeriens participated in a month-long regional seminar held February - March 1981 in Maradi, sponsored by the francophone cooperation organization, "Agence de Cooperation Culturelle et Technique (ACCT)." Following up on this initiative, the Literacy Service will develop within the project a simple literacy evaluation instrument. this instrument will be designed to help measure among other items:

- performance levels in reading;
- performance levels in writing;
- performance levels in mathematics;
- administrative efficacy of a literacy campaign;
- aspirations and realities regarding literacy as a means toward enhanced employment;
- projections and realities regarding literacy and increased productivity;
- relationship between becoming literate and improved communication with government services.

As in the Maradi seminar, the type of evaluation instruments developed will require the direct participation of the literacy trainees in the rural centers. In addition to the creation of the evaluation model, there will be an increasing "evaluation mentality" demonstrated by Literacy Service staff as they undertake the routine development of literacy materials. As a result of AID-furnished technical assistance, this new evaluation sensititivity will be

reflected in the CFCA, in the new Office of Training and Evaluation within the Directorate and in the literacy section of the University's School of Education.

Research and testing will also receive increased emphasis as an indispensable aspect of literacy curriculum and materials development. In the women's program, the evaluation instruments, the training program, training guides and readers, and periodic testing of literacy materials in selected locations will be initiated.

F. Project Inputs:

1. Technical Assistance.

A U.S. Educational Planner/Evaluator will be engaged under a host country contract to work at the CFCA and at the University's School of Education, as well as at the Literacy Directorate. The Planner/Evaluator will teach courses in French in education planning and literacy evaluation methodology, organize training programs for literacy instructors, assist in the establishment of an evaluation unit within the Directorate, and participate in the evaluation of rural development projects that have a literacy component. A full job description can be found in Annex E. Three person-years of technical services are estimated to cost $300,000. Six person-months of short-term technical assistance will also be required at a total cost of $90,000.

2. Training.

Two participants will be sent to a U.S. graduate school of education for Master's level studies in the field of planning and evaluation of non-formal education for development. Five students will be sponsored at the School of Education of the University of Niamey. Students at the CFCA will undertake observation tours to other West African countries' literacy projects. Three interservice seminars will be sponsored by this project. The project will also support short-term guest lectures at the CFCA and at the University by personnel from foreign institutes of literacy, education or rural development. The cost of these activities will be $165,000, $20,000 of which will be contributed by the GON.

3. Local Personnel.

The GON's major contribution to these activities will be for local personnel which includes the staff and employees of the CFCA, the Directorat of Literacy, and the literacy section of the School of Education of the University of Niamey, as well as the field staff of the Literacy Service. Total cost of this part of the GON contribution is $443,000.

4. Commodities.

Commodities to be purchased by the GON and AID under this project include educational materials and equipment, administrative furnishings, equipment and supplies, printing and publishing equipment, camping equipment, dormitory and classroom furnishings and vehicles. For a more detailed description, see the Procurement Plan, Section V.B. The GON will provide $15,000 of the total $320,000 for this component.

5. Construction.

The project will construct additional facilities for training and applied research activities at the CFCA. The buildings to be financed by AID include a classroom, a materials production workshop, a library and reading room, a block of administrative offices, and a dormitory for foreign African students. The GON will be financing the completion of other classrooms, a small student center and faculty offices. during the course of the project the GON will finance $100,000 of the $655,000 required.

6. Other.

This component includes costs for vehicle operations and maintenance, expenditures for field research and training programs, as well as the cost of program evaluations. The U.S. will allocate $97,000 of its financial resources to this input, while the GON will contribute $30,000.

7. Contributions of Other Donors.

There have been three major external donors to literacy activities in Niger: the Swiss government through Fonds Suisse, the French government through the FAC, and the Ecumenical Council of Churches headquartered in Geneva.

1. Swiss Government. Swiss assistance is currently in its third phase. The first phase from 1971 to 1975 provided three technicians as well as an offset printing press for literacy and post-literacy materials development in Tillabery. Cost of Phase I was approximately one million dollars. Phase II from 1975 through 1979 cost approximately 2.4 million dollars. Two technicians were provided for Tillabery along with additional printing equipment and materials. The Swiss also financed construction of CFCA classroom buildings in Niamey plus furnishings and equipment. The Swiss are currently in the third phaseof their efforts, covering the period from 1979 to 1982. A project agreement for 4.5 million dollars

has been signed which will provide for three technicians, some local operational expenditures for field activities, more construction, equipment and furnishings for the CFCA in Niamey and a post-literacy animation and training program in Tahoua.

The Swiss specialist currently in Tillabery is an offset press technician who will be completing his tasks in April 1981. At that time, he will move to Niamey where he will supervise the setting up of the newly acquired UNESCO offset press which is currently still in its crates. The Tillabery printing function will continue, benefiting from periodic visits by the Niamey-based technician.

In Tahoua, the Swiss contribution is that of a training specialist who has established "foyers d'education permanente" in twelve villages. Following an accelerated literacy instruction program lasting three months, the Swiss trainer is beginning a post-literacy program in three of the twelve villages in a subject area agreed upon in advance by the villagers. There are approximately a total of 30 villagers in the three villages who are involved in these post-literacy activities.

The third Swiss-financed position is for a Togolese teacher at the CFCA in Niamey.

In the future, the Swiss will no longer place technicians in the field but only in Niamey. A Swiss-financed expert may be placed in the newly established Office for Training and Evaluation at the Literacy Directorate. This person would be responsible for the programming and evaluation of literacy activities. He will be assisted, and in principle eventually replaced, by one of the first graduates of the literacy section of the University's School of Education. The American Educational Planner/Evaluator will be working part-time with this individual on the evaluation aspects of the literacy program.

2. French Government. The French, through the FAC, are currently providing professors of socio-economics and pedagogy to the CFCA. In 1981-82, a third expert will be added. The FAC has also donated books and a 16 mm film projector.

3. Ecumenical Council of Churches. This Geneva-based organization contributed through 1980 some $65,000 to cover various costs of equipment, books, furnishings and some field research expenditures plus the salaries of several part time faculty at the CFCA. Under the current agreement for $32,000, the Council is supporting the costs of scholarships for short-term training, books, and the production of materials in the field of rural economy.

4. Other. UNESCO donated the offset printing press for the CFCA in Niamey and the Agence de Cooperation Culturelle et Technique (ACCT) donated the offset printing press for the literacy office in Zinder. ACCT also sponsored the month long seminar in literacy evaluation which recently took place in Maradi.

III. Project Analyses

A. Technical Analysis.

1. Definition of some common terms used in literacy:

a) Traditional literacy - Refers to the establishment of literacy centers and the training and remuneration of instructors for villages which have requested to be included in a literacy campaign. Recruitment of students is relatively random and courses are generally held at night during the dry season months for a period of two to four years. Curriculum focuses on the "3 r's", though notions of improved agriculture, public health and cooperative organization may be introduced. Traditional literacy implies a gradual extension and intensification of staff and facilities across the country as warranted by demand. Administratively and conceptually, traditional literacy is based on the primary school model and requires personnel with general teacher-training competence and classroom-oriented pedagogical specializations.

b) Functional literacy - Though the term has been greatly abused, "functional literacy" in Niger generally refers to training sessions organized, often on an intensive basis (e.g., two weeks straight at several different periods during the year) in connection with some rural development activity to teach a specified group of adults the particular literacy and technical skills necessary for mastery of the activity. Functional literacy requires focusing training activities on areas where other significant rural development projects are underway and it implies the integration of the teaching program into the overall strategy of economic and social change. Staff for functional literacy campaigns must not only have pedagogical competence, but must also be conversant with the programs and technical concerns of other rural development specialities like agriculture, livestock, health and cooperative management in order to help the related services devise training programs to transfer these skills and responsibilities to local participants.

c) Massive literacy ("alphabetisation massive") - A term of more recent vintage in Niger used to designate an intensive and officially supported effort to make the majority of people in a given area minimally literate within a short period of time. Massive literacy supposes a major short-term effort to cover an entire country or region with literacy staff and to mobilize both the population and government services. The organizational strategy is based on the notion of a chain reaction of self-sustaining propagation. Newly literate groups or individuals train others in turn. Literacy personnel for such an effort must generally have strong organizational and administrative capacities and political training, as well as skills in pedagogy and the functional applications of literacy.

d) Post-Literacy - Not a competing approach but a complement to any of the above. It most often involves the provision of reading material to newly literate adults, but may also involve their employment in the local management of rural development activities and the institution of a series of opportunities for "advanced" training in technical specialties for the new literates. "Post-literacy" implies a more intensive and long-lasting approach to the campaign, in which the concern is not simply to make specific percentages or segments of the population minimally literate at a given point in time, but to provide for the productive employment of their new skills and to furnish them with opportunities to maintain or improve their training levels. It necessitates, therefore, a gradual extension of the campaign not only geographically but organizationally into new levels and types of adult education and puts a premium on the periodic retraining of staff.

e) Extension education - ("vulgarisation"), refers to instruction in a local language of the basic technical packages of rural development agencies with the support of demonstrations and audio-visual materials, but not necessarily literacy instruction *per se*. To date, extension education has been largely handled by each of the concerned rural development agencies individually, though efforts have been made to integrate it with literacy training both within the framework of the cooperative movement and in the regional productivity projects. Available evidence suggests that literacy and adult education centers contribute most to the work of extension not simply by creating another facility for one-way dissemination of new methods, but by providing a context within which villagers can receive the additional training which will enable them to test, evaluate and modify proposed technical packages and manage the distribution, marketing and credit functions entailed. A more general integration of extension education with literacy would require that the geographical strategy of the Literacy Service be carefully harmonized with that of the other rural development agencies.

f) There is a final literacy term that requires definition and that is campaign. A campaign in the field of literacy takes place over a limited time when resources are marshalled in an all-out effort to achieve some prescribed goal. An example is the well documented "Man is Health" literacy campaign in Tanzania. Campaigns and other features may constitute a literacy program. In Niger, however, the word "campaign" is used to refer to the annual duration of field literacy efforts during the dry season, that is, January to June. The Literacy Service refers to the 1980 campaign, the 1981 campaign, etc.

2. Technical Publications in Maternal Languages:

One of the most important practical experiences in which CFCA students will participate during the course of the project is the development of a series of booklets or readers, in maternal languages, in each of four sector areas (cooperatives, agriculture, health, and rural promotion). The readers will be developed through a close collaboration between literacy and sector staffs. It is especially important that the booklets be initially drafted with field inputs from literacy instructors and sector extension agents rather than be put together exclusively by Niamey headquarters personnel. The users of the readers will be sector extension agents, although in some cases a more general dissemination to village literacy students may be appropriate.

For the development of the booklets, a certain number of chronological steps must be followed. These steps have been incorporated into the implementation plan of this project. Basically, then involve the following:

a. Preliminary talks between literacy staff/students and sector (UNCC, agriculture, health, animation) staff;

b. Outline of reader content produced by the joint working group and circulated to supervisors for comment and approval;

c. Field visits to flesh out contents and syle of reader;

d. Draft reader prepared by joint staffs;

e. Planning of field testing;

f. Field testing;

g. Analysis of field testing;

h. Final drafts of readers prepared in French;

i. Preparation of accompanying graphic material;

j. Approval by superiors of final text;

k. Simultaneous translation into the five maternal languages;

l. Preparation of reader layout;

m. Printing and binding;

n. Instruction inuse of reader (seminar);

o. Distribution;

p. Utilization;

q. Evaluation of utilization.

B. Administrative Analysis.

The success of the project depends upon many factors, one of the most important being the effective collaboration among a particularly large, and thus potentially confusing, number of institutions. These are Nigerien public institutions, which involve first of all the educational sector at various levels, and most importantly, the sub-sector of literacy. The institutions are centralized in the capital, but due to the goal of attempting to reach rural populations, there exist regional and village literacy offices and centers as well. Secondly, the Nigerien public institutions involve sectors outside of education. The type of literacy being pursued by the GON is "functional" in that the subject of literacy lessons, exercises, and written materials is often a "sector" in which the learner is engaged professionally. Thus, collaboration exists with other institutions during the preparation phase of the literacy materials as well as during the utilization phase. For example, a reader used for literacy instruction in maternal languages may be developed in the health sector. In the development of this reader, the specialists from the health sector (Ministry of Health) determine the technical content while the literacy specialists are responsible for the pedagogical framework and the rendering in written vernacular.

In sum, there is a series of vertical institutional relationships (national, regional, village) and a series of horizontal institutional relationships (ministries). To complete the picture, within the Ministries there are administrative departments (the "directions") and semi-autonomous institutes and training centers. Following this brief introduction, the next section will introduce each of the major institutions involved in the project and will delineate the collaborative relationships between those institutions. The annexes will include detailed breakdowns of certain institutions in tabular or figural form.

1. The Literacy and Lifelong Education Directorate (Direction de l'alphabetisation et de la formation permanents - DAFP)

This is one of nine directorates within the Ministry of National Education (consult complete list in Annex A). Created in 1963, the DAFP since 1979 has been composed of five offices:

- Director's Office and Secretariat

- Inspection Bureau

- Financial Administration and Personnel Management

- Pedagogy and Production

- Training and Evaluation

The responsibilities of the last two offices, of special concern to the project, are presented in Annex B. It must be noted, however, that at this point the Training and Evaluation Office exists in name only. Training activities are carried out by the "Centre de Formation des Cadres d'Alphabetisation" (CFCA), i.e. the Literacy Service Training Center, attached to the DAFP. The future role of the Training and Evaluation Office should be determined in the near future, following a joint Swiss-Nigerien experts mission in February-March 1981. The DAFP headquarters are located in Niamey, currently in the INDRAP building. The construction of new separate facilities, financed by the GON, is nearing completion on an adjacent lot. DAFP organizes literacy activities within the country through a regional and village-level network. On the regional level, each of the seven departments has its literacy inspector and twelve of the thirty-five arrondissements have literacy inspectors. On the village level there are currently 986 literacy centers.

2. The Training Center for Literacy Officers ("Centre de Formation des Cadres de l'Alphabetisation" - CFCA)

The CFCA was created in 1977 by Decree 77-119. The Center, the Director of which is named by the Minister of National Education, is attached as a special entity to the Literacy Directorate. Its prime tasks are pre-service training and in-service training. The CFCA staffing position is presented in Annex C. Students at the CFCA follow a three-year "direct cycle" after recruitment at the BEPC level or a one-year "professional cycle" after an initial professional experience.

3. The Literacy Section, School of Education, University of Niamey

The "Ecole de Pedagogie" is the principal training center for the Ministry of National Education personnel. As a part of the University, the school itself belongs within the Ministry of Higher Education and Research. The school contains four streams. It trains (in parenthesis is the studen enrollment for 1980-81):

- primary school pedagogical advisors (38) and higher level literacy agents (7);

- primary school inspectors (9);

- secondary school pedagogical advisors (7);

- CEG (general secondary education) teachers (216).

The literacy section of the School of Education was created in an official agreement between the two Education Ministries. The first cohort was recruited in September 1980. It is specifically charged with training literacy agents.

4. National Institute for Pedagogical and Applied Research (Institut National pour Recherche de l'Animation et Pedagogie or INDRAP)

INDRAP is a semi-autonomous educational research institute under the general direction of the Ministry of National Education. INDRAP has traditionally been involved in developing primary and secondary school curriculum and textbook selection. It has also been active in teacher training and a number of INDRAP staff double as teaching staff in the teacher's training colleges. INDRAP has also played a major role in promoting the reform of the public school system.

Organizationally, INDRAP has developed on a piece-meal basis with new internal sections and subdivisions being created as the need arose. In the past, each of these sections has answered directly to the Director of INDRAP. In 1979, a new organizational plan was developed creating two major divisions answering to the Director's office. One division deals with scientific education (math, physics, natural sciences, etc.) and a second division deals with social, human and literary sciences. This second division contains the maternal language, pedagogical methods, French language, and sociology sections of INDRAP.

5. Collaboration among institutions.

Effective collaboration among institutions is essential for the present project. It is insufficient to presume that collaboration will take place automatically. Mechanisms for collaboration already exist and are utilized; others can be created. This section describes some of those collaborative mechanisms.

One mechanism to assure collaboration between training institutions is the joint appointment. As can be seen in Annex C, many of the staff at CFCA also work half-time at INDRAP. This officially sanctioned collaboration also links other institutions. It avoids duplication of staff, avoids under-utilization of staff, and assures close contact among specialists of the same field who work in different institutions. There are three other reasons for particularly close collaboration between INDRAP and CFCA. 1) The CFCA has trained most of the INDRAP staff, 2) the two facilities are contiguous, and 3) the maternal languages section of INDRAP habitually puts its transcribers/translators at the disposal of the CFCA for the harmonization of printed materials in adult as well as in in-school educational programs.

The Literacy Directorate is currently occupying part of the INDRAP's second floor, but will soon (Aug. 1981) be moving to new adjacent facilities built by the GON. The Directorate and CFCA will be working together especially on the planning of literacy programs and on the development of evaluation instruments. There are also joint appointments between the Directorate and CFCA.

The link between CFCA and the literacy section in the University's School of Education bridges two Ministries and also a geographic separation.

While INDRAP, CFCA, and the Directorate occupy the same lot, the part of the University housing the School of Education is in another district of Niamey. An official link has united the two training institutions, and it is reinforced by the close ties between the Dean of the School of Education and the CFCA Director. Collaboration between the two institutions takes several forms. CFCA senior staff are part-time faculty members in the School of Education. The two directors together develop admission criteria for the literacy students. The University also makes a classroom available, and provides paper, stencils, etc. During the first year a core curriculum is followed, whereby literacy students take general education courses (statistics, economics, sociology, linguistics, etc.) taught by the University's faculty. The long-term technical assistant to be supplied under the present project will work part-time as faculty member in the School of Education as professor of planning and evaluation for the literacy students, and part-time at the CFCA (see job description, Annex E).

Both CFCA and the School of Education confront a common problem when their faculty are either too few or unqualified to teach a particular subject. The two institutions are obliged to call on part-time teachers, called "vacataires". In Niger, accumulating hours of work, that is adding a limited number of supplementary remunerated work hours to one's full-time responsibilities, is officially allowed. This add-on requires a Minister's authorization and specifies exactly how many hours the individual may teach, in what institution, in what subject, and at what rate of pay. For instance, an official from the Planning Ministry has been authorized to teach economic planning at the CFCA for 2,000 CFA francs per hour. Both the CFCA and the School of Education use this mechanism.

Another mechanism has been possible between the CFCA and the National School for Administration (ENA). One member of the ENA faculty teaches a course in administration in exchange for a CFCA staff person's equal time as a part-time teacher at ENA. Such a

reciprocal arrangement grew out of the circumstance of the CFCA Director being a member of the "Study Council" of the ENA. This pooling of professionals from different institutions and fields allows close and fruitful official and unofficial faculty exchanges.

Were the School of Education to require services of a part-time faculty member in a literacy-related field from outside of Niger, it has the authority to draw up and sign a contract with a foreign institution.

It appears evident that within the GON numerous mechanisms for collaboration not only are theoretically possible but also are in fact operational. While in some individual instances Ministerial authorization is required, there does not appear to be a necessity in the present project for special written contractual agreement between institutions. Nonetheless, collaboration will happen only if all parties are willing. To be sure that the necessary thought and planning on this subject does occur, the task of "encouraging collaboration" will figure among the job responsibilities of the long-range US technical assistant.

6. Coordination and Linkages with Rural Development Services.

The Literacy Service, in general, and the Training Center, in particular, have established relations at every levelwith other organizations concerned with Niger's development, including the private sector. At the national level, representatives of the Ministries of Rural Development, Plan, and Public Employment and Labor, the University of Niamey, and the Literacy Directorate itself sit upon the CFCA's Council which is presided over the by Minister of National Education. The Council, equivalent to a board of trustees, meets at least twice a year to 1) establish policy goals for the Training Center, 2) ratify the proposed budget, 3) determine the number of students and teachers for the coming year, and 4) coordinate the Literacy Center's training program with other Nigerien organizations and programs.

Also at the national level, the Literacy Service has developed a "common strategy of intervention" with the UNCC and the Rural Promotion Service ("Animation") as well as with the rural health services of the Ministry of Health. The UNCC and the Rural Promotion services meet several times a year with the Literacy Service to plan this coordinated program of action. As a result, the Literacy Service plays a significant role in the system of delivery of technical services and information to the rural population. In practice,it is the literacy agent who most often interacts directly with the farmers whether in the formalized structure of a farmer

training center or through the extension network at the village level. This close interaction with the rural population is occuring because the literacy agents have had the extensive training in teaching methodologies and, more importantly, the teaching practice which is generally lacking in the Agricultural Service agents. Moreover, the Agricultural Service agents have a number of technical duties, dissemination of technical information being only one of them. Numerous evaluations have found the Agriculture agents to be ill-prepared to carry out their extension duties because of a lack of teaching skills or ability or because of a disinclination to interact directly with rural producers. On the other hand, fully one-third of a literacy agent's training is spent in practical field exercises (i.e., a total of one year out of three) working directly with the rural population. Thus, the literacy agent, by virtue of his teaching experience, his maternal language skills and his access to specially prepared instructional materials has become the principal agent for the transfer of technical knowledge to the farmer. In this multi-organizational effort, the literacy agent is supported in his teaching functions by the Agricultural Directorate which is responsible for providing technical material and physical inputs.

In addition, the Literacy Service plays a crucial role in farmer training the Productivity Projects. At each of the Farmer Couple Training Centers (CPT's or CPR's), a Literacy Service agent is assigned as Training Chief (Chef de Formation). This individual is responsible for all classroom activities of whatever nature (literacy training, lectures on agricultural topics and cooperative development, etc.) which supplement the students' field work. Usually the Training Chief is the only professional level person in permanent residence at the training center other than the Director. Additional but infrequent classroom lectures are also provided by visiting agents of the various Rural Development Services posted at the nearby arrondissement centers.

The lectures by the Training Chief are supported by a growing number of relevant local language documents. These documents have been specially created for the use of the literacy instructors and students and their subject matter primarily concerns agriculture and cooperative development. The documents are also used at the post-literacy village centers and whereever literacy training is offered. A system of libraries containing some 40 local language books has been assembled and distributed to each Farmer Training Center and to numerous villages.

The UNCC, which perhaps plays a much more active and direct role vis-a-vis the rural population than does the Agricultural Service, is also supported in its education functions by the Literacy Service with which it has agreed to undertake joint

programs. During their three years at the Center, Literacy Service trainees are given courses in cooperative development and training so as to prepare them for their work instructing cooperative members. It is the Literacy Service agent who most often is the chief instructor at the cooperative centers.

As part of their training program, the Literacy Service has organized literacy centers in the Niamey area, including a number of nearby villages. There are some seventy-seven literacy centers within the Niamey Arrondissement teaching literacy in the maternal languages as well as in French.

In addition, private sector organizations are obligated to set aside a location and a scheduled time for their employees to take literacy lessons. As a result, centers have been established in most major private sector work places for teaching literacy to their employees. In some cases, due to the mixture of various Nigerien ethnic groups at a particular work site, the employees have requested French literacy training rather than maternal language literacy. However, in the villages the request is nearly always for literacy in the predominant language of that village rather than French. See Annex L for a list of private organizations and villages in the Niamey area offering language training.

It is also in the Niamey area that one of the very few successes in the literacy training of women is being achieved. At several maternity centers, programs have been instituted which will permit these women to cope with the forms and documentation they must utilize to obtain services. Although for the time being this training is aimed at literacy in French (all of the forms and documents being in French), invaluable experience in the teaching of women is being gained. It is possible that this functional approach to providing literacy capability to women may eventually be generalized on a larger scale.

C. Social Soundness Analysis

1. Sociocultural feasibility

The Nigerien economy is one in which the agricultural production of rural producers-- cultivators, pastoralists, fishermen, artisans, etc.-- occupies a central role. Since the mid-1970s the increased importance of the mining sector has somewhat displaced the former importance of agriculture in Niger's overall economic picture, and increased revenues derived from uranium sales have contributed to increases in expenditures for "social infrastructure." Despite these changes, Niger remains overwhelmingly a rural economy in which access to education is extremely limited. The percentage of rural school-age children actually enrolled in primary schools remains low-- 17% in 1978; literacy rates in the rural areas of the country are lower still-- well under ten percent (and very possibly under five per cent) in most regions of the country.

This is the setting in which the National Literacy Service has functioned since shortly after Independence in 1960, promoting rural non-formal educational programs for adults in all of Niger's major maternal languages. In the vast majority of cases, the educational content of these rural-based literacy programs has remained closely linked with the agrarian realities of the peasantries involved. Peasants were taught numeracy and national language literacy in rural areas and literacy instructors were drawn from among the ranks of Niger's ex-primary school students from the rural areas.

In all cases these programs were organized - and literacy instructors trained - by small numbers of literacy agents, who, for the most part, were inadequately trained in literacy work themselves. Their training was the result of experience. In some cases Literacy Service activities were conducted in a semi-autonomous fashion, alongside but not always in close collaboration with Niger's other technical services. Since the late 1960s, literacy operations have also occurred within the regional productivity projects, in which the different technical services collaborated more closely than was their custom in order to promote specific project goals.

As suggested above, however, the National Literacy Service has suffered from an inadequate supply of persons properly trained in the particular perspectives and methods so essential for effective educational work with adults in rural areas. In large part, this was the result of an absence of facilities specifically designed to train persons for work in literacy. This absence in turn reflected the very meagre financial resources allocated to the National Literacy Service until the late 1970s, from which time, budget allocations to the Service have increased.

With the creation of the CFCA, the National Literacy Service enjoyed for the first time in its history a training institution specifically designed to respond to the needs of literacy work. From the beginning, the CFCA has provided the Literacy Service with a means of securing more and better-trained literacy agents - men and women - while at the same time seeking to assure an optimal fit between the improved training capacity it provides, the realities of literacy work and the socio-cultural features of the rural milieux in which literacy agents work.

From the viewpoint of sociocultural possibility, the assistance being proposed to the National Literacy Service's CFCA is completely acceptable and highly commendable.

2. Spread effects

The CFCA project is an institution-building endeavor. As such, it will make an important contribution to the National Literacy Service's capacity to better execute its mandate of literacy promotion in rural areas. Specifically, this will occur through support of the CFCA and the promotion of its capacities for:

1. Development of applied literacy research and enhanced capability to provide continuing support to yearly literacy programs (campaigns) throughout Niger:

2. Accommodation of the increasing numbers of individuals needed for literacy work throughout Niger (and elsewhere in West Africa);

3. Provision of the higher-level training so badly needed in order to satisfy the teaching and staff needs of the CFCA and the Central Office of the Literacy Service.

As such, the organizational effects of the Literacy Service Training Center project will be most immediately manifest at the level of the CFCA and the National Literacy Service. In addition to providing for needed expansion of the CFCA's physical plant, the CFCA project will contribute importantly to the spread of knowledge, teaching expertise, and the capacity for greater organizational effectiveness whereever the National Literacy Service conducts literacy programs.

3. Social consequences and benefit incidence

As Section 2 above indicates, the immediate direct beneficiaries of the CFCA project will be the individuals associated with the CFCA and the National Literacy Service at the national level. The increased organizational effectiveness which the project will engender will enable them to be better prepared as literacy agents to work throughout Niger, and will make for more adequate planning, execution, follow-up, evaluation, and reorientation of literacy training strategies whenever necessary.

Thus the direct beneficiaries will be the literacy agents who will be trained, upgraded and assigned to field posts in the departments, arrondissements, and the communes of Niger.

A second category of beneficiaries will be the hundreds of adult literacy instructors located throughout Niger who will receive better training, follow-up and upgrading thanks to increased numbers of better trained agents at the department and arrondissement levels of organization. In addition to these benefits which will accrue through better literacy agent training, regional literacy agents and instructors, as well as the rural populations involved in literacy programs, will benefit from the yearly out-reach and experimentation made possible by the CFCA's requirement that all persons in CFCA training programs participate in practically oriented field training sessions as an integral part of the curriculum.

Finally, and most importantly a third category of beneficiaries will be Niger's rural populations wherever literacy programs are offered. Thanks to more effective training and follow-up of literacy instruction in each of Niger's major (maternal) languages, numeracy and literacy will become increasingly available to rural populations which do not presently have access to formal education. Given the priority which GON presently assigned to the installations of cooperative organizations throughout Niger, increased access of rural populations to literacy as a means of more effective local organization will contribute significantly to their capacity to manage their own economic affairs.

The CFCA Project will likewise contribute modestly to greater accessibility of employment throughout Niger. First, the Literacy Service will be better able to satisfy its personnel requirements with appropriately trained individuals, as well as hire and effectively utilize an increasing number of villager-level literacy instructors. In addition, rural populations will have more effective local cooperative organizations at their disposal thanks in part to the acquisition of the essential numeracy and literacy skills of their leaders.

It is not anticipated that the CFCA project will contribute directly or indirectly to displacement, migrations, or to urbanization processes in areas where literacy programs are offered.

In like manner, no short-term effects on the distribution of local power or participation patterns are anticipated as the result of the CFCA project. On the other hand, to the extent that literacy in rural areas is linked to viable local economic organization cooperatives, we may anticipate that as one of several contributing factors, more effective

rural literacy programs resulting from the CFCA project will contribute indirectly to long-run alterations in local power relations and patterns of participation in rural areas. It is necessary to emphasize that these changes will be complex in nature, and will not occur as the result of literacy alone, but due to a constellation of factors. Despite a sober realization of these complexities, the contribution of the CFCA project as a valuable exercise in institution-building for rural development is expected to promote and support on a widespread scale the increased expression of local initiative and its translation into development-oriented organizational forms among the rural populations of Niger.

D. Economic Analysis

The outputs of this project relate to the development of institutional, training and planning capabilities which in turn are intended to impact upon agricultural productivity. Given the uncertainty and difficulty in quantifying the benefits and costs of a "soft sector" activity such as the Literacy Service Training Center project, and because the impact of the project on its ultimate intended beneficiaries is indirect, a quantitative cost-benefit analysis has not been attempted in this paper. Nevertheless, the indirect benefits are considerable and can at least be discussed in qualitative terms. This section of the analysis will descriptively treat the impact of the project on employment, income generation, absorptive capacity and social welfare benefits.

1. Employment The short-term direct employment effect of the project -- training of literacy service agents - will not be major in terms of numbers. The project will promote employment opportunities for an estimated 120 "A" and "B" level agents who will be trained at the CFCA during the life of the project. More significantly, the major objective of the project is to have an impact upon small farmers and other members of the rural population who will ultimately benefit from increased agricultural services through their cooperatives. These rural people are already employed in subsistence agriculture. But the overall program of the Literacy Service, in conjunction with the efforts of other agricultural extension organizations who are introducing new techniques and input packages, will increase the efficiency of farm labor, especially during the peak planting and harvest seasons.

2. Income By increasing the institutional capacity of Niger's agricultural training services and ultimately by raising farmers' literacy skills, this project will give small farmers access to production inputs, technological packages and marketing channels. Access to increased government services and greater opportunity should stimulate increased production among rural producers resulting in increased incomes for them.

3. Absorptive Capacity Literacy programs will enhance the rate at which Niger's population, particularly rural farmers, can absorb new ideas and benefit from innovative technologies and government-provided services. Local and village-level cooperative and development activities can be more effectively planned and organized, with fuller participation from a broader spectrum of the rural populace. An increased capability of the GON to deliver agricultural services and inputs to the rural populations should increase the amounts of foreign economic assistance that the GON can effectively use in its rural development program. Literacy

training will serve as one element in the attempt to reduce the bottleneck in agricultural services that currently limits the amounts of project assistance that is available to and which can be effectively absorbed by rural producers. This project will enhance the GON capability to absorb greater amounts of assistance and increase the pace of the rural development effort.

4. Social Welfare Benefits Literacy training through this project will include basic health, sanitation and nutrition education information which will ultimately benefit rural populations. Improved rural health can be included as an indirect benefit of the project. Given the advantages available to a literate person compared to illiterate persons, the enhanced "quality of life" through literacy education is an unquantifiable benefit of this project.

When the broad and full range of economic benefits of this project are taken into account, notwithstanding the fact of their being relatively unquantifiable, the total benefits are certain to exceed project costs by considerably more than the opportunity cost of capital.

E. Women in Development

The number of women that attend the approximately 1000 literacy centers in Niger is pitifully small. In fact, in a recent survey carried out in eight villages around Maradi in March 1981, no women were reported among any of the literacy students attending programs. Traditionally in Niger few women have been associated with literacy programs because:

1) The traditional status of women has deprived them of access to education in general;

2) Women are generally overworked and occupied (preoccupied) with heavy household tasks such as grinding and drawing water. Their expressed needs have been for alleviating this workload through accessible water supplies, grinding mills, etc. not literacy training;

3) An almost total lack of women instructors. It is not acceptable in many villages that a man teach women (except in the formal school system). Since there are few literate women, there are few women candidates for literacy instructor. Since women cannot teach men, where there are limited funds available and only one village instructor can be hired, that instructor will be a man.

4) Functionality - do they need it? There is less utility in literacy programs for women since they are rarely found to be members of cooperatives and do not receive credit. Until rural development programs place more emphasis on women, they will have little use for developing literacy skills.

There is some potential for training women in literacy at the farmer couple training centers known as CPT's or CPR's. Although the percentage of women becoming literate through the programs being made available at these centers is currently less than one percent, there is some hope that the "captive audience" nature of the attendees will see a growing percentage of literacy skills acquired.

In view of the difficulty in recruiting women literacy students, another approach is to train women literacy instructors, planners, evaluators, etc. There are currently only six women literacy instructors active in the field. In 1977, the CFCA recruited twelve women at the BEPC level. They will graduate in June 1981. In addition to the ordinary tasks of CFCA stud-nts, they have embarked upon the following special program:

a) Conducted a survey on women's literacy needs (1978);

b) Studied the theme of sanitation in connection with Niger's PMIs (Maternal and Child Health Centers) (1979); and

c) Examined the impact of the literacy programs on the few women participants (1980).

In 1978, six additional women were recruited for the CFCA. By 1982 there will be 18 women graduates. There have been no dropouts among the original twelve women, six of whom will remain in Niamey to work in the new evaluation office to be created within the Literacy Directorate and twelve of whom will be assigned to the three departments which have had the most success in reaching women (Maradi, Niamey, Zinder). Hopefully, with more relevant, specially designed curricula, the new women literacy agents in the regions will be able to launch more successful recruitment efforts for women.

F. ENGINEERING ANALYSIS

1. Introduction

The Government of Niger is striving to increase the access of the rural population to economic resources and social services through materials written in one of their five national languages and through their increased ability to communicate with administrative and technical agents. In this regard, literacy training is presently being offered through the Literacy Center in Niamey. However, in order to provide some impetus to the various rural development activities underway in Niger, it is necessary to accelerate the rate of literacy training and to provide effective linkages with the organizations administering and operating these activities such as the Cooperative Development Service (UNCC), the extension services, rural health delivery services and farmer training centers. To accommodate such an expansion in the national literacy effort, additional facilities will be required, namely: an administration building, library, reproduction/photo laboratory and a dormitory.

2. Site

The site, about 1 hectare in area, is located within Niamey and adjacent to the offices of INDRAP. It presently houses administrative offices, some classrooms and a newly constructed print shop. Drainage occurs naturally by a moderate slope to the east. Roughly two-thirds of the land is unoccupied and is available for construction of the proposed facilities. Access to roads, water and electricity is fully developed. A "Plan de Masse" and preliminary floor plans showing the layout of the buildings have been prepared and are to be found in the USAID Engineering Office and Project Office files.

3. Design

Preliminary layouts for each of the buildings have been prepared by the Literacy Training Center. However, final building designs will be prepared by Travaux Publics in the Ministry of Public Works, Transportation and Urbanism. Except for the dormitories, the design will be similar to that of the buildings which presently exist on the site, that is, single story concrete block buildings. Two-story dormitories are planned because of a lack of adequate space to provide the minimum number of rooms desired. Plans and specification developed by Travauc Publics will be approved by USAID.

4. Construction Materials

Construction materials will be standard for simple, single story structures in Niger, that is, of the integrated beam and column (chainages-poteaux) grid framing with concrete strip foundations, tiled concrete

floors, concrete block or brick walls, corrugated metal roofing, ceiling insulation and metal window and door frames. Except for the corrugated metal roofing and reinforcing steel for concrete, all other building items are produced locally.

Because the site is entirely within the city of Niamey there will be easy access to sand and gravel required for the concrete work. These aggregates are routinely mined out of Niger River and from numerous quarries in the vicinity of Niamey.

5. Cost Estimates

Analysis of construction costs for similar projects of the same order of magnitude that were constructed within the last year in the Niamey area indicates that $500 per square meter would be a reasonable unit price estimate for this project, before inflation is considered and with no regard to external and other supplementing works such as grading, paving, water and electrical connections and air conditioners. Assuming ten percent for external and supplementary work and ten percent for contingencies gives an approximate cost of $600 per square meter. It is estimated that the project will be ready for construction in the first quarter of FY 82 and would take four to six months to complete. Therefore, inflation needs to be considered for one year only. Taking into account an inflation factor of about twenty-five percent per year results in a unit price of $750 per square meter.

These cost estimates are made assuming that the contract will be awarded on a fixed price basis eliminating the concern of a higher payment to the contractor on account of increases in material or labor costs during construction.

As can be seen from the following table, the administration building will have an area of 216 square meters, the library 189 square meters, the reproduction photo lab 142 square meters and the dormitories 336 square meters for a total of 883 square meters.

AREAS OF PROPOSED FACILITIES

Workshop		Library	60 m2
15 places	50 m2	Reading room	40 m2
Storeroom	16 m2	Classroom	40 m2
Office	14 m2	Office	20 m2
Reproduction room	30 m2	Toilet	9 m2
Photo Lab	25 m2	Files and Secretariat	20 m2
Toilet	7 m2		
Totals	142 m2	Totals	189 m2

Administrative Block		Dormitory	
Direction- 2 Bureaus	32 m2	6 Blocs of 4 persons each	
1 Bureau	20 m2	56 m2 x 6	336 m2
Formation -5 Bureaus	120 m2		
1 Bureau	12 m2	incl.cuisine-toilet-shower	
Small Conference Room	24 m2		
Toilet	8 m2		
Totals	216 m2		

Cost estimates for construction are therefore as follows:

Buildings - 883 m2 @ $500 per m2	=	$441,500
External and supplementary work @ 10%	=	44,150
		$485,650
Contingency at 10%		48,565
		$534,215
Inflation at 25%		133,554
TOTAL CONSTRUCTION COSTS		$667,769

Construction cost estimates do not include the cost of furniture or other equipment which is considered under the cost of commodities.

6. Construction Contract

Standard GON procedures for tendering and award of contract will be followed. A notice of future construction will be published in the Commerce Business Daily as soon as the Project Grant Agreement is signed by USAID and the GON. In this way prospective US contractors can furnish evidence of their interest in the proposed construction. It is anticipated that only U.S. contractors with French language capability and West African construction experience would respond to such a notice; that is, the response is expected to be minimal at best. It is more likely that Nigerien contractors already located in Niger would bid for this project. USAID will review and approve the final plans and specifications which are to be prepared by the Ministry of Public Works, Transportation and Urbanism. Quantity estimates and tender (bid) documents will then be prepared within the same Ministry. USAID requirements such as the source/origin of materials and services will be stated in the Project Agreement to insure that such provisions are included in the tender documents. The supervisory and administrative control (Chef d'Oeuvre) will be provided by the Ministry of Public

Works, and most likely will be Travaux Publics. Tenders will be submitted to the Ministry of Public Works for analysis and award recommendation. USAID review of the analysis and concurrence with the award recommendation will be required before award can be made.

7. Implementation Schedule

The time required for the various steps leading up to the tendering and construction of the project is estimated as follows:

1. Approval of Project Paper - May 1981
2. Preparation and signing of Project Agreement - May 1981
3. Preparation of Final Design Plans and Specification (5 months) - October 1981
4. Preparation of Bid Documents and Invitation for Bids (1 month) - November 1981
5. Bid Preparation and Submittal by Contractors - December 1981
6. Bid Analysis, Recommendation and Award - December-1981
7. Construction of Project (4-6 months) - June 1982

8. Supervision

Day to day supervision of the work will be performed by the Chef d'Oeuvre. The USAID Engineer will also periodically monitor construction activities.

9. Contract/Payment Procedure

It is anticipated that a fixed price contract will be utilized for the construction element of this project. No payment will be made unless the work has been approved by the USAID Engineer as acceptable, nor will payment be made by USAID in excess of the contract price except as conditions may warrant which had been agreed to in writing between AID and the GON. The GON will be responsible for any costs that AID cannot finance and/or that exceed the $665,000 budgeted in this construction project.

10. 611(a) Requirements

The USAID Engineer has reviewed the preliminary designs, the site, contracting procedures, and schedules and considers the planning done to be adequate and technically sound. The construction cost estimates are believed to be reasonable and firm. Therefore, the projectmeets the 611(a) requirements of the FAA Act of 1961 as amended.

C. Initial Environmental Examination
(IEE)

Project Country: Republic of Niger

Project Title: Literacy Service Training Center Support Project (683-0237).

Funding: Sahel Development Program FY 81: Life of Project Funding - $1,810,000 (AID).

Period of Project: 42 months (4/81 to 9/84).

IEE Prepared by: Murl R. Baker, USAID/Niger.

Environmental Action Recommended: Negative Determination.

Concurrence: Jay P. Johnson, Mission Director USAID/Niger.

Date: 24 Dec. 1980

Bureau Environmental Officer's Decision:

Approved James S. Hester

Disapproved _____

Date 9 April 1981

Clearance:
GC/AFR

I. Description of Project:

This project will be part of a multi-faceted effort by the Government of Niger (GON) to increase the access of the rural population to economic and social benefits through materials written in their national languages and through their increased ability to communicate amoungst themselves and with administrative and technical services. The purpose of the project is (a) to develope the applied research and program support activities of the Literacy Service's National Training Center (CFCA); (b) to expand the center's facilities in order to accomodate annual quotas of trainees and (c) to help establish a higher level cycle of literacy related training which will provide upper-level specialized staff required by the CFCA and by the planning, management and evaluation branches of the Literacy Service. These are three facets of a single purpose: the transformation of the CFCA into a largely Nigerien staffed institution capable of providing critical training and research support for a literacy program integrated with other rural development activities.

To assist the Literacy Service and the CFCA attain these objectives, AID will provide various commodities and educational equipment, funds for the construction of additional physical infrastructure, technical assistance for program development and evaluation, funds for long-term academic training and short-term non-academic training and finally, funding for specific operational costs related to establishing an applied research program, practical field training of trainees and acquiring part-time teaching staff to give courses at the training center.

II. Examination of the Nature, Scope and Magnitude of Environmental Impacts:

The environmental impact of this institutional building project is minimal. Direct impact of the project on the physical environment of Niger and its natural resource base is limited to waste disposal from the training center and the accompanying small dormitory for foreign students. This potentially negative impact will be eliminated by safe waste disposal systems included in the construction plans to be prepared and approved by GON officials and AID engineers. Land on which additional buildings are to be constructed is GON property and is unoccupied. In the long-term future and as an indirect consequence of this project, it is anticipated that the

project will have small but beneficial impacts on Niger's social environment. The primary indirect impact envisioned is that rural communities will be able to participate to a greater extent in managing and directing their own development.

III. Recommended Environmental Action:

Based on Definitions in the A.I.D. Handbook 3, Appendix 4B, Section 216.2 (A and C) of 1976 and as amended in 1978, it is hereby recommended that a Negative Determination be made for this project.

IMPACT IDENTIFICATION AND EVALUATION

Impact Areas and Sub-areas:	Impact Identification/ Evaluation 1/
A. Land Use	
1. Changing the character of the land through:	
a. Increasing Population	N
b. Extracting Natural Resources	N
c. Land Clearing	N
d. Changing Soil Character	N
2. Altering Natural Defenses	N
3. Foreclosing Important Uses	N
4. Jeopardizing Man or His Works	N
B. Water Quality	
1. Physical State of Water	N
2. Chemical and Biological States	N
3. Ecological Balance	N
4. Excreta Pollution of Water	N
C. Atmospheric Quality	
1. Air Additives	N
2. Air Pollution	N
3. Noise Pollution	N

1/ Use of Symbols:
N- No environmental impact
L- Little environmental impact
M- Moderate environmental impact
H- High environmental impact
U- Unknown environmental impact

D. Natural Resources

1. Diversion/altered use of water ..... N
2. Irreversible/inefficient commitments.. N

E. Cultural

1. Altering Physical symbols ..... N
2. Dilution of cultural traditions ..... N
3. Altering Traditional Power Structure.. N

F. Socio-economic

1. Changes in economic/employment pattern. L
2. Changes in population ..... N
3. Changes in cultural patterns L

G. Health

1. Changing a natural environment ..... N
2. Eliminating an ecosystem element ..... N

H. General

1. International impacts ..... N
2. Controversial impacts ..... N
3. Larger program impacts ..... U

IV. Cost Estimate and Financial Plan

A. Cost Projections

The budget projections for this project reflect the estimated cost of inputs required to achieve the five outputs described in the project design. Given the relatively small quantity of financial resources to be utilized in the project, the entire amount will be authorized and obligated in the first year. The AID project costs total $1,810,000 of which approximately $725,000 will be for local currency costs, primarily construction. The GON will contribute approximately $700,000 to the project primarily for the salaries of the permanent staff of the Literacy Service Training Center, the routine operational costs of the center and a portion of the construction. The value of Swiss technical assistance, UNESCO and ACCT support is expected to total some $350,000 per year or $1,225,000 for the life of the project. Local inflation has been calculated at 25% for construction cost increases per year and 15% for other costs. The inflation factor for the U.S. has been estimated at 18% per year.

B. Recurrent Cost Analysis

In an attempt to insure the ongoing success of the Literacy Service after USAID has withdrawn its funding, certain financial planning aspects must be covered. It will be critical to the success of this project that the GON have established a mechanism to assure a Nigerien capability to carry on independently. Throughout the project's implementation of the training and technical assistance components, focus will be on establishing with the Literacy Service itself either a means of generating revenue or confirmed intentions on the part of the GON to fund any replacement of classroom or dormitory equipment as required. This latter course is what the GON intends to do. Outside of the training and technical assistance items, the recurring cost implications with respect to AID's inputs are small and seem to be manageable in light of the fact that the Service is currently totally funded by GON. The GON regularly appropriates funds to the Literacy Service and the CFCA to support and maintain their activities.

Table 1

Summary Cost Estimate and Financial Plan

($000)

	AID FX($)	AID LC	GON	Total	%
Technical Assistance Personnel:					
Long-term Personnel (36 p.m.)	265	35	-	300	12.0
Short-term Personnel(6 p.m.)	75	15	-	90	3.6
Local Personnel	-	-	443	443	17.6
Training	125	20	20	165	6.6
Commodities	245	60	15	320	12.7
Construction	250	305	100	655	26.1
Other	20	77	30	127	5.0
Subtotal	980	512	608	2100	83.6
Contingencies	80	40	25	145	5.8
Inflation*	25	173	67	265	10.6
TOTAL	1085	725	700	2510	100.0

*U.S Inflation 18% average all costs

Local inflation 25% for construction
15% other costs

Table 2 Costing of Project Outputs/Inputs

	1	2	3	4	5	Total
Technical Assistance						
LT (36 p.m.)	100	–	100	–	100	300
ST (6 p.m.)	30	30	–	10	20	90
Local Personnel	105	183	40	40	75	443
Training	115	10	20	–	20	165
Commodities	155	55	60	20	30	320
Construction	158	188	103	103	103	655
Other	15	15	46	15	36	127
Subtotal	678	481	369	188	384	2100
Contengencies	47	33	25	13	27	145
Inflation	86	61	46	24	48	265
Total	811	575	440	225	459	2510

1. Training
2. Production of Instructional Materials
3. Integrated Strategies
4. Women
5. Evaluation, Research, Testing

TABLE 3 CONT'D

	YEAR 1		YEAR 2		YEAR 3		TOTAL	
	U.S.	GON	U.S.	GON	U.S.	GON	U.S.	GON
OUTPUT 3 (Strategies):								
TA Personnel								
LT	55	-	30	-	15	-	100	-
ST	-	-	-	-	-	-	-	-
Local Personnel	-	10	-	15	-	15	-	40
Training	-	-	10	-	10	-	20	-
Commodities	30	-	20	-	10	-	60	-
Construction	50	-	53	-	-	-	103	-
Other	3	1	15	11	15	1	33	13
Subtotal	138	11	128	26	50	16	316	53
OUTPUT 4 (Women):								
TA Personnel								
LT	-	-	-	-	-	-	-	-
ST	-	-	5	-	5	-	10	-
Local Personnel	-	10	-	15	-	15	-	40
Training	-	-	-	-	-	-	-	-
Commodities	10	-	10	-	-	-	20	-
Construction	50	-	53	-	-	-	103	-
Other	3	1	4	1	5	1	12	3
Subtotal	63	11	72	16	10	16	145	43

Table 3

Yearly Cost Estimates

	YEAR 1		YEAR 2		YEAR 3		TOTAL	
	U.S.	GON	U.S.	GON	U.S.	GON	U.S.	GON
OUTPUT 1 (Training):								
TA Personnel								
LT	50	–	40	–	10	–	100	–
ST	15	–	15	–	–	–	30	–
Local Personnel	–	35	–	35	–	35	–	105
Training	25	6	60	7	10	7	95	20
Commodities	75	–	60	–	20	–	155	–
Construction	50	50	58	–	–	–	108	50
Other	3	1	5	1	4	1	12	3
Subtotal	218	92	238	43	44	43	500	178
OUTPUT 2 (Production):								
TA Personnel								
LT	–	–	–	–	–	–	–	–
ST	–	–	15	–	15	–	30	–
Local Personnel	–	60	–	60	–	63	–	183
Training	3	–	7	–	–	–	10	–
Commodities	15	5	15	5	10	5	40	15
Construction	50	50	88	–	–	–	138	50
Other	3	1	5	1	4	1	12	3
Subtotal	71	116	130	66	29	69	230	251

TABLE 3 CONT'D Page 3 of 3

	YEAR 1		YEAR 2		YEAR 3		TOTAL	
	U.S.	GON	U.S.	GON	U.S.	GON	U.S.	GON
OUTPUT 5 (Evaluation):								
TA Personnel								
LT	45	-	30	-	25	-	100	-
ST	-	-	10	-	10	-	20	-
Local Personnel	-	25	-	25	-	25	-	75
Training	-	-	13	-	7	-	20	-
Commodities	25	-	-	-	5	-	30	-
Construction	50	-	53	-	-	-	103	-
Other	5	2	11	4	12	2	28	8
Subtotal	125	27	117	29	59	27	301	83
TOTAL 5 OUTPUTS	615	257	685	180	192	171	1492	608
Contengencies	50	-	50	25	20	-	120	25
Inflation	-	-	123	27	75	40	198	67
GRAND TOTAL	665	257	858	232	287	211	1810	700

V. Implementation Arrangements

A. Implementation Plan and Schedule

Actions taken after the approval of the Project Paper and authorization by the USAID Mission Director will have the principal objective of getting the project underway with a minimum of delay. It is expected that the project will be approved early in the third quarter of FY 1981 and a grant agreement signed by the end of May 1981.

The following implementation schedule is envisaged:

1. Project Authorization

The project paper should be approved and the project authorized in May 1981.

2. Project Grant Agreement Signed

As soon as the project is authorized and an allotment of funds provided, the project agreement can be finalized with the Government of Niger. Since 1) the project is supported strongly by the GON and the ministries involved, 2) the Literacy Service and the ministries are familiar with US grant agreement requirements as a result of the recent INDRAP Project (625-0937.06) grant agreement, and 3) the grant agreement draft has been discussed in depth with the individuals involved, a relatively prompt signing can be anticipated. The USAID is treating these negotiations as a priority matter and the Grant Agreement will be signed by the end of May 1981.

3. Preparation and submission of PIO/C's

In view of the lengthy lead time required for the ordering of US equipment, commodity lists and specifications are being readied now for rapid processing at an early date. It is anticipated that a number of PIO/C's will be sumbitted as soon as the grant agreement is signed.

4. Recruitment of US Contract Personnel

The project intends to use a host country contract to engage the educational planner/evaluator. Two individuals are already known to the GON and the USAID who could qualify for the position. Satisfactory housing in Niamey will be made available to the contractor upon his arrival. The person selected should be engaged so as to arrive before the beginning of the school year in September 1981.

5. University Training

The first cohort of seven students at the literacy section of the School of Education, University of Niamey, began their studies in September 1980. They will be starting their second year in October 1981 and finish in June 1982. The second cohort, starting every other year, will be recruited in March of 1982 to begin their university program in October 1982.

6. Literacy Agent Training at CFCA

The recruitment of 9 students for the three year course plus 13 students with teaching experience for the one year course has already begun. The school year at the CFCA will begin in October 1981 and will run through June 1982 when the 13 students will be assigned to the field. In March of 1982, an additional 13 students will be recruited to start in September when the original nine students are going into their second year. By the time these original nine students have finished their program (June 1984), some 39 experienced teachers will have completed their one year programs and will have been assigned to teaching positions in the field.

7. Participant Training

The recruitment of two students to go to the United States for Master's degree training will begin in November 1981. Final selection, application to US universities and acceptance of the participants into graduate school will have been accomplished by March 1982. From March to August 1982, the accepted students will undergo English language instruction to prepare them for their graduate school studies which start in September 1982. Having received Master's degrees, the participants will return to Niger in August 1983.

8. Construction Program

Following the signature of the Grant Agreement, the CFCA will begin negotiations with the Public Works ministry for the preparation of final building plans and specifications. It is hoped to have these arrangements completed in order to begin construction by the end of calender year 1981. Construction will take approximately one year but some buildings should be completed by September 1982.

9. Production of Instructional Materials

a) A revised 50-page literacy instructors' manual is in preparation. Additional graphic work and final layout of a new

mathematics section will be accomplished during the first four months of the project. The manual will be printed on the UNESCO-donated printing press to be set up in Tillabery in late 1981. The manual will be printed, bound and distributed from this new regional office.

b) Four readers in five languages will be produced during the course of the project. The literacy service will produce two readers per year under the following schedule:

August 1981 - February 1982 "Cooperatives"
March 1982 - August 1982 "Agriculture"
August 1982 - February 1983 "Health"
March 1983 - August 1983 "Animation"

c) Following upon the February-March 1981 international seminar on evaluation methodology in Maradi, guidelines for the evaluation of literacy activities in rural areas will be prepared and distributed. This evaluation instrument will be completed and ready for utilization by May 1983.

d) The women trainees of the CFCA have been carrying out since 1978 a series of studies impacting upon efforts to provide literacy to women. Following further efforts to develop an effective approach for women, a synthesis report will be drafted and published by October 1982.

10. Development of Outreach Strategies

The Literacy Directorate and the UNCC will be developing two joint integrated programs of cooperative formation. The joint activities will involve the fishery cooperatives in Tillabery and grain (sorghum, millet and groundnuts) cooperatives in Zinder. Program development and details of this integrated cooperative approach will be worked out during the first eighteen months of the project.

11. Evaluation

Besides the evaluation guidelines, described above in 9.c, which will be produced, there will be two project evaluations funded by AID. The first, a mid-project evaluation, will take place in December 1982. The final project evaluation is scheduled to be carried out in the fourth quarter of FY 1984.

12. Completion Date

The project assistance completion date is September 30, 1984.

B. Procurement Plan

1. U.S. Technical Assistance

One long term position, the Educational Planner/Evaluator,will be filled utilizing a host country, personal service contract. Given the fact that only one individual is called for in this project, an institutional contract with an organization would have the unfortunate effect of doubling the costs of the contract without a commensurate increase in benefits to Niger. The second consideration motivating the GON is their desire to be actively involved in the recruitment and review of the individual to fill the technical assistance position. It is also the Mission's preference that the GON be involved to the maximum in the management of this and other projects. Thus, the GON has decided, and the USAID Mission supports this decision, to engage a contractor under an AID-financed host country personal service contract.

The Literacy Service and the USAID are aware of at least two Americans who could meet the qualifications for this position. They are in contact with the Literacy Service and one or the other will be engaged as soon as the Grant Agreement is signed so as to be available to begin the school year in September 1981. Some individuals have also been identified who might serve as short term consultants (6 person-months) during the course of the project.

2. GON Personnel

Key Nigerien personnel to staff the CFCA, the Directorate of Literacy, and the University's School of Education are already in place. Their positions are legally established by the GON and filled by permanent Nigerien government staff. A number of support personnel, particularly teachers and University faculty members, are being furnished by other donors. As more Nigeriens are trained and educated, these expatriates will be replaced on a gradual basis. The recurrent cost burden represented by these replacements is considered moderate and bearable. No separate or autonomous management unit is to be created by this project and, therefore, all local personnel are already being entirely financed by the GON and are considered to be permanent government employees. The total life of project cost to the GON for these local personnel is estimated at $443,000.

3. Commodities

The authorized source and origin for commodities financed by AID under this project are to be AID Geographic Code 941 and the host country. A waiver is being requested for Code 935 purchase of a 30 passenger bus to transport students. The Afro-American Purchasing Center (AAPC) will continue to be the Government of Niger's authorized procurement services agent under APPC's contract with the GON. The AID General Development

Officer (Project Manager) will assist the Nigerien Director of the Literacy Service Training Center with the preparation of commodity lists and other required procurement documentation to be processed by the Project Management Support Unit. The PMSU is organized to assist all of the AID projects in their commodity, overseas training, and contractual concerns.

All Geographic Code 899 (Free World) shelf-item procurement will be conducted in accordance with AID Handbook 15, Sections 11.B.3 and 11.B.4. Additional AID funds will be used for the local purchases of indigenous goods (as defined in Handbook 15, Section 11.B.2) and petroleum products. All of these goods will be purchased through the assistance of the Mission's Project Management Support Unit in accordance with normal commercial practices followed by the GON. All goods will be purchased duty-free except for those miscellaneous, over-the-counter shelf items for which the supplier has already paid the taxes.

A major obstacle encountered in other AID projects in Niger has been the variability of the time required for the shipment of US goods to Niger. The following circumstances make it almost impossible to anticipate delivery times:

(1) U.S. suppliers are rarely able to meet the established terminal delivery dates.

(2) The availability of U.S. shipping to the West African ports serving Niger is deficient.

(3) The delays encountered moving goods through the overburdened ports vary widely.

(4) The insufficiency of transport carriers between the ports and Niamey.

(5) The poor state of sections of the inland road system.

Delivery times in other projects for surface shipments vary from 8 to 16 months and for air freight from 4 to 6 months. Rarely does a shipment arrive that has not been pilfered or partially broken. For this project's planning purposes, a 12-month delay from the time the order is sent for surface shipments, a 5-month delay for air shipments and a 4% lossrate are being employed for all U.S. orders. It is evident from the above that the landlocked geographic position of Niger will continue to pose formidable and very expensive obstacles to project implementation during the next few years.

4. <u>The Project Management Support Unit</u>

The Project will be assisted to a great extent with its procurement and construction requirements by the Project Management Support Unit

(PMSU). This unit was created by the USAID mission in 1978 to provide administrative support to all of the Mission's projects. A direct hire Supply Management Officer currently directs this unit, and working under him, are four direct hire U.S. employees (an engineer, a training officer, an assistant supply manager and one secretary). There is also a TCN financial assistant, and several local hire employees are serving as translators and typists. The PMSU prepares all PIO's and provides various other administrative services to USAID projects as required.

MAJOR COMMODITY PROCUREMENT SCHEDULE

Commodity Group and Item	Quantity	Unit Cost	Total Cost	Source Code	Comments
Vehicles:					
Bus, 30-person	1	30,000	30,000	899	Waiver requested
4-wheel light vehicle	2	15,000	30,000	000	Vehicle plus replacement for American technician
Two wheel motorbike	2	700	1,400	941	For messenger, incl.replacement motorbike
Camping equipment	10 sets	500	5,000	000	
Photocopier	2	3,000	6,000	941	
Mimeograph	1	3,500	3,500	000	
Transparency Projector	1	1,400	1,400	000	
Light Table	1	2,200	2,200	000	
Book Binder	1	5,000	5,000	000	
Edge cutter, electric	1	4,500	4,500	000	
Heavy Stapler	1	3,500	3,500	000	
TV tape recorder, camera, monitor	1	6,600	6,600	000	
Typewriter, electric	4	2,500	10,000	000	
Library bookshelves	30	200	6,000	941	May be 000 if local purchase not economic
Classroom desks and chairs	20	600	15,000	941	May be 000 if local purchase not economic
Classroom supplies and equipment	--	--	6,600	941	
Dormitory beds, lockers, chairs & tables	20	600	12,000	941	
Other dormitory supplies and equipment	--	--	5,000	941	
Photo laboratory equipment	--	--	10,000	000	
Drafting tables and stools	15	300	4,500	941	May be purchased 000 if not available locally
Drafting equipment	--	--	9,000	000	
Office furniture and supplies	--	--	35,000	000 and 941	

C. Evaluation Arrangements

The Evaluation function is carried out most successfully when two different types of evaluation are operative. The first is short-term and constant and can be called "formative" evaluation. This type must be carried out on a routine basis by project staff and be available for reference during the periodic "summative" evaluations, (type two). These summative evaluations should involve at least one evaluation team member from outside the project and AID mission to increase the chances of objectivity. One other member of the evaluation team should be from the CFCA itself. Summative evaluations are carried out infrequently and for a specific purpose, such as a crisis situation, end of project, or an impending decision on continued funding. While the formative evaluation permits rapid modification of internal project elements which may be functioning at sub-standard levels, the summative evaluations can lead to major project redirections or conformations of outstanding project performance, as the case may be.

Within this framework, both types of evaluation in the present project should be focused on the project outputs. Examples of questions to be addressed would be the following:

Training: How has the training function improved at CFCA andthe Literacy Section at the University, in quality and in quantity? In facilities? In field experience? Is there more effective participation of foreign students? More qualified technical staff (managers, instructors, agents)?

Production of Instructional Materials: Were the full twenty maternal language readers produced? How adequately were they field tested? How are they being utilized? How are they appreciated?

Integrated Strategies: Has there been more and better collaboration with other development sectors, both in the preparation of didactic materials and in the subsequent teaching using the materials in the field? For future collaborations, what are the factors which favor or impede collaboration between literary specialists and subject matter specialists (incidents of success and failure)?

Women's Programs: How many more women are involved in either the development of literacy materials, or the staffing of literacy training centers? Have the new women's literacy materials been printed, distributed, and used and if used with what results? Has recruitment of women literacy trainees improved? Are more women receiving literacy training? Are they becoming literate? Does literacy training for women meet an expressed need of women?

Evaluation, Research and Testing: What has been the evolution of literacy program evaluation instruments? Has a simplified evaluation strategy

been developed? If so, have literacy agents been trained in its use? Have field trials attested to its effectiveness? Have CFCA publications been pre-tested on a routine basis? Is research methodology receiving more significant coverage in the CFCA and Literacy section curricula?

As one of the outputs of this project is "evaluation", a continuous process of evaluation is inherent in the project design and accomplishment of the evaluation output is important to the achievement of the project purpose. Other evaluation requirements are as follows:

1. Annual Work Plans

The educational Planner/Evaluator will submit a tentative work plan to the Project Manager within 30 days following his/her arrival in Niger, subsequently and at one year intervals. This plan will outline the specialist's work objectives as they are viewed at the outset of each work year. The work plans will be finalized within 90 days of the start of work. Each annual work plan should provide specific measurable indicators of progress and detail the criteria to be used to determine the achievement of the objectives. The results should form the basis which the following year's work plan is developed. Such work plans should be in conformity with the scope of work in the specialist's contract.

2. Quarterly Progress Reports

In addition to the annual work plans, the specialist will submit a quarterly report which will detail the progress made to date in achieving the annual work plan plus recommended modifications of that work plan. This report will be submitted through the Directorate of Literacy to the USAID, the Ministry of National Education and the Ministry of Higher Education and Research so that personnel at that level can provide useful input into what actions need to be taken to resolve issues.

3. Interim Project Evaluation

The USAID Project Manager will submit an evaluation and appraised report (the PES) which will demonstrate progress being made toward achieving the goal, purpose, outputs and inputs of the project. This evaluation, undertaken after consultation with GON officials, will assist in examining the project strategy and identifying corrective actions to be taken in the second half of this project. The Interim Project Evaluation is scheduled for December 1982.

4. Final Project Evaluation

Within four months of the planned termination of the project, an evaluation team should be fielded to determine whether the project was

sufficiently successful to warrant the funding of a successor project. The evaluation team will assess: 1) whether the CFCA has been established as an effective, efficient training center capable of supporting the maternal languages instruction program, 2) whether USAID activities in an expanded literacy training center would be worthwhile and 3) whether USAID should assist in the "post-literacy" maternal languages program.

The terms of reference for the evaluation team will be prepared by the USAID project manager in consultation with the GON and the Educational Planner/Evaluator.

VI. Conditions and Covenants

The Mission, in consultation with the REDSO Legal Advisor, recommends the following conditions precedent to any disbursement under the Project Agreement:

1. Prior to any disbursement under the grant or the issuance of any commitment documents pursuant to which disbursement will be made, the Cooperating Country shall furnish to AID in form and substance satisfactory to AID, evidence that a Nigerien Project Director has been assigned and delegated all necessary authorities required to implement the project.

2. Prior to any disbursement under the grant or the issuance of any commitment documents pursuant to which disbursement will be made, the Cooperating Country shall furnish to AID in form and substance satisfactory to AID, evidence that the Ministry of National Education has selected and offered a long term contract to a qualified American to fill the position of Educational Planner/Evaluator.

The Mission and the REDSO Legal Advisor also recommend the following covenants to the Project Agreement:

1. The Government of Niger covenants to provide to the Project these personnel and faculty necessary to the operations of an effective and permanent Literacy Service Training Center within 120 days following execution of the Project Agreement and to assign these persons for a period of not less than three years.

2. The Government of Niger covenants to make available on a timely basis sufficient financial resources to carry out the physical construction requirements of the project and to implement those actions identified in the project description of the Project Agreement.

3. The Government of Niger covenants to establish an account to hold revenues from the residents of the dormitory, constructed with AID funds, withholdings will be used for maintenance and repair of this facility and other purposes which may be mutually agreed upon between the two parties.

4. The Government of Niger covenants to establish within 150 days following the date of execution of this Agreement, an evaluation plan as part of the project actions to be accomplished. Except as the parties may otherwise agree in writing, the evaluation plan will include:

(a) evaluation of progress toward attainment of the objectives of the Project;

(b) identification and evaluation of problem areas or constraints which may inhibit such attainment;

(c) assessment of how such problems may be overcome; and

(d) evaluation of the overall efficiency and effectiveness of the Project.

ANNEX A

Directorates in the Ministry of National Education

1. Secondary and Technical Education
2. Primary Education
3. Administration and Personnel
4. Finance and Accounting

*5. Literacy and Lifelong Education

6. Arabic Education
7. Examinations
8. Guidance
9. Educational Planning and School Construction

Note: University education is part of a separate ministry: the Ministry of Higher Education and Research

Source: Arreté 031 MEN/SG of June 19, 1979

ANNEX B

Responsibilities of the "Direction de l'alphabetisation et de la formation permanente":

1. Pedagogy and Production Office:

- is responsible for pedagogical research in the areas of literacy and lifelong education
- is responsible for the conceptualization and development of didactic material
- studies pedagogical documents emanating from literacy inspections and from external sources
- works in liaison with the language section of INDRAP
- is responsible for the production of all didactic material from the Director
- produces a "liaison journal" in collaboration with the Press and Film Service of the State Secretariat in charge of Information
- centralizes orders of didactic material emanating from inspection bureaus
- works in liaison with the printing office at INDRAP

2. Training and Evaluation Office:

- trains literacy personnel at all levels
- retrains staff in various fields in connection with other services in the Direction
- conducts research and experimentation in techniques, methods, and procedures of different literacy activities in liaison with the pedagogy and production office
- assists inspection bureaus in their training and retraining activities of instructors
- develops evaluation instruments for literacy activities
- evaluates literacy activities
- undertakes sociological studies and sensitization campaigns among the population in order to increase the effectiveness of literacy activities

*With the exception of the Director's Office, the Inspection Bureau, and the Financial Administration and Personnel Management Office.

Source: Arreté 031 MEN/SG of June 19, 1979

ANNEX C

CFCA: Staffing Pattern (1980-81)

Director's Office

1 Director
2 Secretaries
1 Librarian
1 Messenger
1 Guard
2 Chauffeurs

Number	Full-time Faculty by Field	Level
1	Linguistics	A
1	Literacy techniques	B
1	Economics (Cameroonian, local contract)	A
1	Women's activities (Malagassy local contract)	B
1	Socio-economics (FAC)	A
1	Pedagogy (FAC)	A
1	French literature (Togolese, Swiss Government Contract)	A
1	Economics (Swiss Govt.)	A
	Part-time Faculty by Field	
1	Psychology (half time at INDRAP)	A
5	Transcription/translation (half time at the Literacy Directorate)	B
1	Economic planning (functionary from Planning Ministry)	A
2	Mathematics, statistics, (FAC)	A
1	Sociology (half time at INDRAP)	A
1	Audio-visual aids (half time at Literacy Directorate)	A
1	Domestic economy (half time at INDRAP)	A
1	Administration (functionary from ENA)	A

A signifies "maîtrise" degree or more advanced

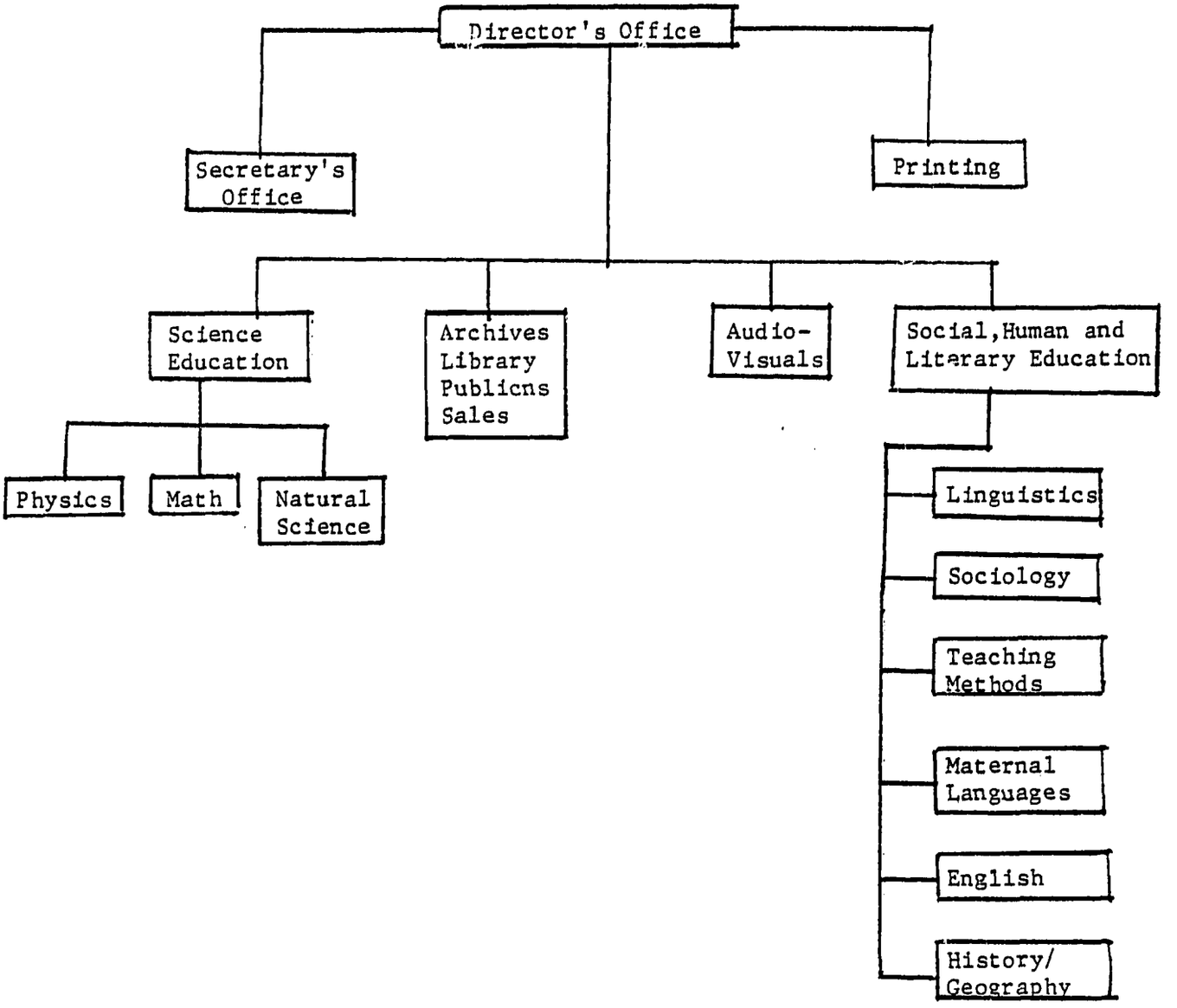
B signifies equivalent of baccalaureat degree

C signifies equivalent of BEPC

Annex D

I N D R A P

(Institut National pour Recherches de l'Animation et Pédagogie)



Annex E

CFCA
Mar 11, 81

JOB DESCRIPTION
SPECIALISTE DE L'EVALUATION (1/2 time)

TACHES A ACCOMPLIR

- Formation au C.F.C.A. (Cycle Direct et Professionnel) et à l'Université (Cycle Supérieur) aux différentes méthodes d'évaluation applicables à des actions spécifiques à l'alphabétisation et au développement rural.

  (évaluation d'actions de formation, de méthodes et de campagne d'alphabétisation; évaluation d'alphabétisation intégrée aux projets et de l'impact de l'alphabétisation;).

- Organisation de stages pratiques portant sur l'évaluation
- Participation à la mise en place d'une cellule d'évaluation à la Direction de l'Alphabétisation et de la Formation Permanente.
- Participation avec d'autres services, ou en équipe intégrée, à l'évaluation de projets de développement comportant un volet alphabétisation.
- Participation au fonctionnement général du C.F.C.A.

COMPETENCES REQUISES

Etre capable :

- D'élaborer de nouvelles méthodes d'évaluation
- De travailler en équipe avec les autres formateurs du C.F.C.A. et de l'Université, les cadres de la direction et des autres services ;
- De former les stagiaires et les cadres aux méthodes d'évaluation et d'organiser leur mise en application
- D'analyser la formation dispensée aux cadres de l'Alphabétisation et de proposer des réajustements, si nécessaires.

.../...

FORMATION

- Formation universitaire en évaluation et en sciences humaines (Sociologie, Economie, Psycho-Pédagogie ...)

- Bonnes connaissances des techniques d'organisation et des problèmes d'évaluation dans les pays du tiers Monde et notamment africains.

- Bonnes connaissances de la langue française.

EXPERIENCES PREALABLES

- Dans l'éducation et l'animation en Afrique (animation de groupes d'adultes, alphabétisation ou éducation de base ...);
- En évaluation de programmes d'éducation ou de projets de développement ;
- Dans l'enseignement et la formation des cadres.

CFCA
Mar 11, 81

PLANIFICATEUR DE L'EDUCATION (1/2 time)

Tâches à accomplir

- Formation au C.F.C.A. et à l'Université à la planification en éducation :
  - définition et analyse des objectifs pédagogiques en matière d'alphabétisation et d'éducation des adultes (En fonction de chaque projet);
  - élaboration de programmes d'éducation
  - conception du matériel didactique approprié
  - mise en place de structures d'application (encadrement et formation des encadreurs)
  - statistiques appliquées à l'éducation; calcul des projections et des prospectives de l'éducation.
- Organisation de stages pratiques portant sur la formation et le recyclage des instructeurs, des animateurs de foyers d'éducation permanente etc ...
- Participation à l'analyse de la formation au C.F.C.A. et à son amélioration.
- Participation à la planification du fonctionnement et des activités de la Direction de l'Alphabétisation et de la Formation Permanente (organigramme, planning de travail, interventions sur le terrain etc...)

COMPETENCES REQUISES

Etre capable de :

- Concevoir des méthodes de planification propres à l'alphabétisation et à l'éducation des adultes ;
- Former les stagiaires et les cadres à ces méthodes et d'organiser leur mise en application ;
- Analyser les objectifs d'éducation définis par la Direction de L'Alphabétisation et de la Formation Permanente et le C.F.C.A.

.../...

et de proposer un programme d'actions permettant d'atteindre ces objectifs ;

- Travailler en équipe avec les autres formateurs du C.F.C.A. et les cadres de la Direction de l'Alphabétisation et de la Formation Permanente.

FORMATION

- Formation universitaire en planification de l'éducation
- Bonnes connaissances des problèmes de l'enseignement et de l'éducation des adultes en Afrique.
- Bonnes connaissances des problèmes de développement des pays du tiers monde et notamment de l'Afrique-sahélienne.
- Bonnes connaissances de la langue française.

EXPERIENCES PREALABLES

- Expérience dans l'enseignement et la formation de formateurs
- Expérience dans la planification d'actions d'éducation en Afrique (alphabétisation et éducation des adultes).

Annex F

UNITED STATES GOVERNMENT

memorandum

DATE: 8 April 1981

REPLY TO ATTN OF: (1)SC Winfield S. Collins, General Engineering Officer

SUBJECT: Literacy Service Training Center Project, 683-0237

TO: Jay P. Johnson, Mission Director

I have reviewed the preliminary plans of the facilities to be constructed for the subject project. I have also reviewed pertinent schedules and estimates of costs. Based on these reviews, I verify that the technical planning necessary for carrying out this project has been accomplished, and that the schedules and estimates of cost are reasonable.

Drafted: CPippitt, PDE

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

OPTIONAL FORM NO. 10
(REV. 7-76)
GSA FPMR (41 CFR) 101-11.6
5010-112

5C(1) - COUNTRY CHECKLIST

Listed below are, first, statutory criteria applicable generally to FAA funds, and then criteria applicable to individual fund sources: Development Asistance and Economic Support Fund.

A. GENERAL CRITERIA FOR COUNTRY ELIGIBILITY

1. FAA Sec. 116. Can it be demonstrated that contemplated assistance will directly benefit the needy? If not, has the Department of State determined that this government has engaged in a consistent pattern of gross violations of internationally recognized human rights?	Affirmative. This project and the USAID/ Niger development assistance program in general direclty benefit the needy. (See CDSS 1982, PES 80-5, PES 80-6). Furthermore, the GON has not violated internationally recognized human rights on a consistent basis (See Niamey 4498 of 09/25/80).
2. FAA Sec. 481. Has it been determined that the government of recipient country has failed to take adequate steps to prevent narcotics drugs and other controlled substances (as defined by the Comprehensive Drug Abuse Prevention and Control Act of 1970) produced or processed, in whole or in part, in such country, or transported through such country, from being sold illegally within the jurisdiction of such country to U.S. Government personnel or their dependents, or from entering the United States unlawfully?	Negative.
3. FAA Sec. 620(b). If assistance is to a government, has the Secretary of State determined that it is not controlled by the international Communist movement?	Affirmative.
4. FAA Sec. 620(c). If assistance is to government, is the government liable as debtor or unconditional guarantor on any debt to a U.S. citizen for goods or services furnished or ordered where (a) such citizen has exhausted available legal remedies and (b) debt is not denied or contested by such government?	Negative.
5. FAA Sec. 620(e)(1). If assistance is to a govenment, has it (including government agencies or subdivisions) taken any action which has the effect of nationalizing, expropriating, or otherwise seizing ownership or control of property of U.S. citizens or entities beneficially owned by them without taking steps to discharge its obligations toward such citizens or entities?	Negative.

A.

6. FAA Sec. 620(a), 620(f); FY 79 App. Act, Sec. 108, 114 and 606. Is recipient country a Communist country? Will assistance be provided to the Socialist Republic of Vietnam, Cambodia, Laos, Cuba, Uganda, Mozambique, or Angola?	Negative.
7. FAA Sec. 620(i). Is recipient country in any way involved in (a) subversion of, or military aggression against, the United States or any country receiving U.S. assistance, or (b) the planning of such subversion or aggression?	Negative.
8. FAA Sec. 620 (j). Has the country permitted, or failed to take adequate measures to prevent, the damage or destruction, by mob action, of U.S. property?	Negative. The GON has consistently taken adequate measures to insure the protection of U.S.G. personnel and properties.
9. FAA Sec. 620(l). If the country has failed to institute the investment guaranty program for the specific risks of expropriation, inconvertibility or confiscation, has the AID Administrator within the past year considered denying assistance to such government for this reason?	Negative. GON investment guaranty program covers all three categories and has no outstanding disputes with American interests. (See Investment Climate Statement - Niamey 2829 of 06/30/80).
10. FAA Sec. 620(o): Fishermen's Protective Act of 1967, as amended, Sec. 5. If country has seized, or imposed any penalty or sanction against, any U.S. fishing activities in international waters:	Negative.
a. has any deduction required by the Fishermen's Protective Act been made?	
b. has complete denial of assistance been considered by AID Administrator?	
11. FAA Sec. 620; FY 79 App. Act, Sec. 603. (a) Is the government of the recipient country in default for more than 6 months on interest or principal of any AID loan to the country? (b) Is country in default exceeding one year on interest or principal on U.S. loan under program for which App. Act appropriates funds?	Negative.
12. FAA Sec. 620(s). If contemplated assistance is development loan or from Economic Support Fund, has the Administrator taken into account the percentage of the country's budget which is for military expenditures, the amount of foreign exchange spent on military equipment and the	~~Negative. Contemplated assistance is economic development assistance is provided by the U.S.G. on a grant basis.~~ Not Applicable.

amount spent for the purchase of sophisticated weapons systems? (An affirmative answer may refer to the record of the annual "Taking Into Consideration" memo: "Yes, as reported in annual report on implementation of Sec. 620(...)." This report is prepared at time of approval by the Administrator of the Operational Year Budget and can be the basis for an affirmative answer during the fiscal year unless significant changes in circumstances occur.)

13. FAA Sec. 620(t). Has the country severed diplomatic relations with the United States? If so, have they been resumed and have new bilateral assistance agreements been negotiated and entered into since such resumption?

Negative. Bilateral Assistance Agreement signed on 05/26/61 remains in effect. (See: Treaties and Other International Acts Series 4786).

14. FAA Sec. 620(u). What is the payment status of the country's U.N. obligations? If the country is in arrears, were such arrearages taken into account by the AID Administrator in determining the current AID Operational Year Budget?

The GON is not in arrears in its obligations to the United Nations.

15. FAA Sec. 620A, FY 79 App. Act, Sec. 607. Has the country granted sanctuary from prosecution to any individual or group which has committed an act of international terrorism?

Negative.

16. FAA Sec. 666. Does the country object, on basis of race, religion, national origin or sex, to the presence of any officer or employee of the U.S. there to carry out economic development program under FAA?

Negative.

17. FAA Sec. 669, 670. Has the country, after August 3, 1977, delivered or received nuclear enrichment or reprocessing equipment, materials, or technology, without specified arrangements or safeguards? Has it detonated a nuclear device after August 3, 1977, although not a "nuclear-weapon State" under the nonproliferation treaty?

Negative.

B. FUNDING CRITERIA FOR COUNTRY ELIGIBILITY

1. Development Assistance Country Criteria

a. FAA Sec. 102(b)(4). Have criteria been established and taken into account to assess commitment progress of country in effectively involving the poor in development, on such indexes as: (1) increase in agricultural productivity through small-farm labor intensive agriculture, (2) reduced infant mortality, (3) control of population growth, (4) equality of income distribution, (5) reduction of unemployment, and (6) increased literacy?

Criteria for such an assessment have been established and referenced below are reporting cables containing the mission's assessment in accordance with the specified criteria.
(A) Niamey 4980 of 10/15/79.
(B) AoAID A-2 of 01/27/79.
Also see Niger CDSS FY-82.

B.1.

b. FAA Sec. 104(d)(1). If appropriate, is this development (including Sahel) activity designed to build motivation for smaller families through modification of economic and social conditions supportive of the desire for large families in programs such as education in and out of school, nutrition, disease control, maternal and child health services, agricultural production, rural development, and assistance to urban poor?

USAID/Niger's development assistance program seeks to raise rural incomes, promote the utilization of appropriate agricultural production technologies, improve rural health and increase the educational ooportunities of Nigeriens. All of these program objectives offer the potential motivation to decrease Niger's current population growth rate. In addition to project activities, USAID/Niger has begun a dialogue with GON officials on population concerns which hopefully will result in the GON taking a positive public stance in favor of voluntary family planning. (See (A) Population Impact Analysis USAID/Niger Program ToAID A-36 of 11/28/78 and (B) Niger CDSS FY-82).

5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable generally to projects with FAA funds and project criteria applicable to individual fund sources: Development Assistance (with a subcategory for criteria applicable only to loans); and Economic Support Fund.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? Yes
HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PRODUCT? Yes

A. GENERAL CRITERIA FOR PROJECT

1. FY 79 App. Act Unnumbered; FAA Sec. 653 (b); Sec. 634A. (a) Describe how Committees on Appropriations of Senate and House have been or will be notified concerning the project; (b) is assistance within (Operational Year Budget) country or international organization allocation reported to Congress (or not more than $1 million over that figure)?	(a) This project was included in the FY 1981 Congressional Presentation (b) yes
2. FAA Sec. 611(a)(1). Prior to obligation in excess of $100,000, will there be (a) engineering, financial, and other plans necessary to carry out the assistance and (b) a reasonably firm estimate of the cost to the U.S. of the assistance?	(a) Yes (b) yes
3. FAA Sec. 611(a)(2). If further 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?	Further legislative action is not required.
4. FAA Sec. 611(b); FY 79 App. Act Sec. 101. If for water or water-related land resource construction, has project met the standards and criteria as per the Principles and Standards for Planning Water and Related Land Resources dated October 25, 1973?	This project is not for water or water related construction.
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and all 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?	Construction costs in this project do not exceed $1 million.
6. FAA Sec. 209. Is project susceptible of 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.

A.

7. FAA Sec. 601(a). Information and conclusions whether project 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.

This project is specifically designed to improve the capacity of individuals to use and properly manage their cooperative orgaizations.

8. FAA Sec. 601(b). Information and conclusion 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).

8.
As this project is designed to foster literacy at the grass roots level, it will neither encourage nor discourage U.S. trade and investment. However, U.S. firms will be encouraged to bide on the construction elements in the project.

9. FAA Sec. 612(b); Sec. 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 to meet the cost of contractual and other services.

9.
The GON will pay personnel costs for Nigeriens associated with the project pluss much of the local support costs for project activities amounting to at least 19% of total costs. GON budgetary constraints require that a portion of the grant funds be used to meet some local currency costs.

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?

10.The US owns no excess foreign currencies in Niger.

11. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise?

11. Yes

12. FY 79 App. Act Sec. 608. 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?

Assistance is not for the productionof a commodity.

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FAA Sec. 102(b); 111; 113; 281a. 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, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained

(a) This project is focused upon involving the rural poor in development by providing them with the literacy and numeracy skills to allow them to properly understand, manage and control their cooperative organizations,
(b) The project has been specifically designed to assist villages develop their cooperative organizations,
(c) This project encourages self help activities by furnishing literacy and numeracy skills.

B.1.a.

basis, using the 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?

(d) An important component of the project is designed to assist women in developing literacy and numeracy skills,
(e) This project encourages regional cooperation through exchange programs with nearby countries and increases the capacity of the literacy training center to house African students.

b. FAA Sec. 103, 103A, 104, 105, 106, 107. Is assistance being made available? (Include only applicable paragraph which corresponds to source of funds used. If more than one fund source is used for project, include relevant paragraph for each fund source.)

(1) [103] for agriculture, rural development or nutrition; if so, extent to which activity is specifically designed to increase productivity and income of rural poor; [103A] if for agricultural research, is full account taken of needs of small farmers;

N/A

(2) [104] for population planning under sec 104(b) or health under sec 104(c); if so, extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems and other modes of community research.

N/A

(3) [105] for education, public administration, or human resources development; if so, extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, or strengthens management capability of institutions enabling the poor to participate in development;

This activity is an adult, non-formal education project which is oriented toward the rural poor and this capacity to manage and participate in cooperative organizations.

(4) [106] for technical assistance, energy, research, reconstruction, and selected development problems; if so, extent activity is:

N/A

(i) technical cooperation and development, especially with U.S. private and voluntary, or regional and international development organizations;

(ii) to help alleviate energy problems;

(iii) research into, and evaluation of, economic development processes and techniques;

(iv) reconstruction after natural or manmade disaster;

B.1.b.(4).

(v) for special development problem, and to enable proper utilization of earlier U.S. infrastructure, etc. assistance;

(vi) for programs of urban development, especially small labor-intensive enterprises, marketing systems, and financial or other institutions to help urban poor participate in economic and social development.

c. [107] Is appropriate effort placed on use of appropriate technology?

c.
Yes. To the extent that non-formal education is an aspect of appropriate technology.

d. FAA Sec. 110(a). Will the recipient country provide at least 25% of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or has the latter cost-sharing requirement been waived for a "relatively least-developed" country)?

d. The recipient is providing 19% of total costs of this project. However, Niger is a "relatively least developed" country.

e. FAA Sec. 110(b). Will grant capital assistance be disbursed for project over more than 3 years? If so, has justification satisfactory to the Congress been made, and efforts for other financing, or is the recipient country "relatively least developed"?

This is not a capital project.

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 and political processes essential to self-government.

This project recognizes the needs of the rural people of Niger for literacy and numeracy skills which will allow them to participate fully in their cooperative organizations.

g. FAA Sec. 122(b). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase or productive capacities and self-sustaining economic growth?

Yes.

3C(3) - STANDARD ITEM CHECKLIST

Listed below are statutory items which normally will be covered routinely in those provisions of an assistance agreement dealing with its implementation, or covered in the agreement by imposing limits on certain uses of funds.

These items are arranged under the general headings of (A) Procurement, (B) Construction, and (C) Other Restrictions.

A. Procurement

1. FAA Sec. 602. Are there arrangements to permit U.S. small business to participate equitably in the furnishing of goods and services financed?	Yes, through AID's normal procurement practices.
2. FAA Sec. 604(a). Will all commodity procurement financed be from the U.S. except as otherwise determined by the President or under delegation from him?	Yes
3. FAA Sec. 604(d). If the cooperating country discriminates against U.S. marine insurance companies, will agreement require that marine insurance be placed in the United States on commodities financed?	Niger does not discriminate against U.S. Marine Insurance companies.
4. FAA Sec. 604(e). If offshore procurement of agricultural commodity or product is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity?	Yes.
5. FAA Sec. 608(a). Will U.S. Government excess personal property be utilized wherever practicable in lieu of the procurement of new items?	Yes.
6. FAA Sec. 603. (a) Compliance with requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percentum of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S.-flag commercial vessels to the extent that such vessels are available at fair and reasonable rates.	Yes.
7. FAA Sec. 621. If technical assistance is financed, will such assistance be furnished to the fullest extent practicable as goods and professional and other services from private enterprise on a contract basis? If the	Yes.

BEST AVAILABLE DOCUMENT

A.7.

facilities of other Federal agencies will be utilized, are they paritcularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs?	
8. International Air Transport. Fair Competitive Practices Act, 1974. If air transportation of persons or property is financed on grant basis, will provision be made that U.S.-flag carriers will be utilized to the extent such service is available?	Yes.
9. FY 79 App. Act Sec. 105. Does the contract for procurement contain a provision authorizing the termination of such contract for the convenience of the United States?	Yes.

B. Construction

1. FAA Sec. 601(d). If a capital (e.g., construction) project, are engineering and professional services of U.S. firms and their affiliates to be used to the maximum extent consistent with the national interest?	This is not a capital project.
2. FAA Sec. 611(c). If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable?	Yes.
3. FAA Sec. 620(k) If for construction of productive enterprise, will aggregate value of assistance to be furnished by the United States not exceed $100 million?	This project is not for the construction of a productive enterprise.

C. Other Restrictions

1. FAA Sec. 122 (g). If development loan, is interest rate at least 2% per annum during grace period and at least 3% per annum thereafter?	N/A
2. FAA Sec. 301(d). If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights?	N/A
3. FAA Sec. 620(h). Do arrangements preclude promoting or assisting the foreign aid projects or activities of Communist-bloc countries, contrary to the best interests of the United States?	Yes
4. FAA Sec. 636(i). Is financing not permitted to be used, without waiver, for purchase, long-term lease, or exchange of motor vehicle manufactured outside the United States, or guaranty of such transaction?	Yes

C.

5. Will arrangements preclude use of financing:

a. FAA Sec. 104(f). To pay for performance of abortions or to motivate or coerce persons to practice abortions, to pay for performance of involuntary sterilization, or to coerce or provide financial incentive to any person to undergo sterilization?	Yes
b. FAA Sec. 620(g). To compensate owners for expropriated nationalized property?	Yes
c. FAA Sec. 660. To finance police training or other law enforcement assistance, except for narcotics programs?	Yes
d. FAA Sec. 662. For CIA activities?	Yes
e. FY 79 App. Act Sec. 104. To pay pensions, etc., for military personnel?	Yes
f. FY 79 App. Act Sec. 106. To pay U.N. assessments?	Yes
g. FY 79 App. Act Sec. 107. To carry out provisions of FAA sections 209(d) and 251(h)? (Transfer of FAA funds to multilateral organizations for lending.)	Yes
h. FY 79 App. Act Sec. 112. To finance the export of nuclear equipment, fuel, or technology or to train foreign nations in nuclear fields?	Yes
i. FY 79 App. Act Sec. 601. To be used for publicity or propaganda purposes within United States not authorized by the Congress?	Yes

VV FGS740EH7221
PP RUFHYC
DE RUEHC #4509 0310402
ZNR UUUUU ZZH
P 310115Z JAN 81
FM SECSTATE WASHDC
TO AMEMBASSY NIAMEY PRIORITY 3882
BT
UNCLAS STATE 024508

NOTICE COPY
Action taken: NIAMEY 0691
Date
Initials

Annex H

683-0237

31 JAN 81
TOR: 1038
CN: 03248
ACTION: AID
INFO: AMB DCM
CERON

ACTION: PDE
INFO: DIR
J. LOVAAS
ADO
PROC
PROC
PROC
PROC
PMSU
CONT
CHRON
RF

ACTION DUE 2-5-81

AIDAC

E.O. 12065: N/A

TAGS:

SUBJECT: PID REVIEW - LITERACY SERVICE TRAINING CENTER SUPPORT PROJECT (683-0237)

1. SUBJECT PID REVIEWED AND APPROVED 16 JANUARY 1981. MISSION IS TO BE COMMENDED FOR PREPARATION OF EXCELLENT PID WHICH IS IN LINE WITH AFRICA BUREAU EDUCATION STRATEGY OF FACILITATING RURAL PRODUCTION THROUGH EDUCATION.

2. PRIOR TO PP DEVELOPMENT AND APPROVAL AID/W WISHES TO HAVE A CABLE RESPONSE TO THE FOLLOWING:

--- A. IEE APPROVAL: A BRIEF DESCRIPTION OF PROPOSED BUILDING SITES IS REQUIRED TO COMPLETE IEE PRIOR TO APPROVAL.

--- B. US D/H HUMAN RESOURCES OFFICER: THE PID MAKES A CASE FOR AN ADDITIONAL D/H HUMAN RESOURCES OFFICER. IT DOES NOT APPEAR LIKELY AT THIS TIME THAT THE MISSION CEILING WILL BE RAISED TO ALLOW FOR THIS OFFICER. PRIOR TO PP APPROVAL, CABLE MISSION PLANS TO PROVIDE ADEQUATE BACKSTOPPING TO EXPANDED HUMAN RESOURCES SECTOR.

3. AID/W CONCURS IN THE NEED TO ADDRESS THE ISSUES CITED IN THE PID DURING PP DEVELOPMENT. IN ADDITION, THE DESIGN TEAM SHOULD CONSIDER THE FOLLOWING ISSUES DURING PP DEVELOPMENT.

--- A. TECHNICAL ASSISTANCE: (1) THE TECHNICAL SPECIALTIES OF THE THREE TO FOUR SWISS ADVISORS SHOULD BE LAID OUT IN PP AND U.S. TA SHOULD BE PLANNED ACCORDINGLY. (2) IT IS SUGGESTED THAT USAID ASK THE PEACE CORP COUNTRY DIRECTOR TO PARTICIPATE ON THE DESIGN TEAM. IT WOULD APPEAR THAT THIS PROJECT WITH ITS NUMEROUS TECHNICAL PROBLEMS IN THE EDUCATIONAL AREA WOULD BE A PERFECT PROJECT FOR AID/PEACE CORP COLLABORATION. (3) THE SUITABILITY OF AN EDUCATIONAL PLANNER TO FILL THE ONE FULL-TIME POSITION ON THIS PROJECT WAS QUESTIONED. IT IS SUGGESTED THAT THE DESIGN TEAM ANALYZE THE PROBLEMS WHICH MUST BE DEALT WITH, AND THE TECHNICAL SPECIALTIES OF SWISS AND PEACE CORP PERSONNEL WHO COULD BE MADE AVAILABLE IN DETERMINING THE APPROPRIATE TYPES OF AID/CONTRACT TECHNICAL ASSISTANCE TO BE MADE AVAILABLE UNDER THE PROJECT.

--- B. FOREIGN STUDENTS'/DORMITORY: THE ROLE OF THE FOREIGN STUDENTS (STUDENTS VS RESOURCE PERSONNEL) WAS NOT MADE CLEAR IN THE PID. THE PP SHOULD ADDRESS THE CONTRIBUTION OF THE FOREIGN STUDENTS AND THE NEED FOR AN EXPENSIVE DORMITORY SHOULD BE DESCRIBED AND JUSTIFIED IN RELATION TO PROJECT OBJECTIVES.

--- C. THIRD COUNTRY PEDAGOGICAL TRAINING: THE DESIGN TEAM SHOULD LOOK INTO THE ADULT EDUCATION PROGRAM BEING OFFERED AT AHMADO BELLO IN FARIO NIGERIA. PROGRAMS ARE BEING OFFERED IN THE HAUSA AND KANURI LANGUAGES.

--- D. LANGUAGE OF INSTRUCTION: THE TEAM, CONSIDERING THE FACT THAT FRENCH IS THE OFFICIAL COMMUNICATION LANGUAGE, SHOULD EXAMINE THE DESIRABILITY OF CONTINUING THE USAGE OF FIVE REGIONALLY POPULAR LANGUAGES. WILL PERPETUATION OF THESE LANGUAGES GENERATE CONFLICT IN THE SOCIETY OR IMPEDE THE PROCESS OF MODERNIZATION.

5. CONSTRUCTION:

--- A. ENGINEERING ANALYSIS: THE ENGINEERING ANALYSIS MAY BE BRIEF IN BODY OF PP, HOWEVER, AN APPENDIX SHOULD BE INCLUDED WHICH CONTAINS ESTIMATES OF A AND E COSTS, SQUARE FOOTAGE OF ROOMS - BUILDING AND COST ESTIMATES FOR VARIOUS TYPES OF CONSTRUCTION SITE DEVELOPMENT, UTILITIES AND TRANSPORTATION OF MATERIALS TO SPECIFIC SITES, ETC.

--- B. CONSTRUCTION WAIVER: AFR/DR/ENGR DOES NOT CONCUR IN AID SOURCE CODE 935 WAIVER LIMITING BIDDING TO FRENCH AND NIGERIEN FIRMS. IT IS RECOMMENDED THAT A CONDITIONAL WAIVER BE PROCESSED TO ALLOW AID TO ADVERTISE SIMULTANEOUSLY TO CODE 941 AND NIGERIEN FIRMS AND CODE 935 FIRMS. IF A QUALIFIED CODE 941 OR NIGERIEN FIRM FAILS TO BID IT WILL THAN BE POSSIBLE TO MAKE AN AWARD TO A CODE 935 FIRM. NOTE, THAT IN THE EVENT A U.S. FIRM WAS INTERESTED, REGULATIONS PROVIDE THAT UP TO A FIFTY PERCENT INCREASE IN PRICES OVER NON-U.S. 935 FIRMSMAY BE ACCEPTABLE. HAIG
BT
#4508

NNNN

VV FGN748EHV217
RR RUFHYC
DE RUEHC #4735 1040602
ZNR UUUUU ZZH
R 140517Z APR 81
FM SECSTATE WASHDC
TO AMEMBASSY NIAMEY 4752
BT
UNCLAS STATE 094735

ACTION COPY
Action taken: ea
NAN:
Date 4/14/81
Initials

683-0237

14 APR 81
TOR: 0820
CN: 01614
ACTION: AID
INFO: AMB DCM
CHRON

ACTION: PDE
INFO: DIR
A/DIR
PROG
PMSU
CHRON
RF

ACTION DUE 4-24-81

AID AC

E.O. 12065:N/A

TAGS:

SUBJECT: PROJECT 0237 - LITERACY SERVICE TRAINING CENTER SUPPORT
REF: NIAMEY 01311
IEE FOR SUBJECT PROJECT APPROVED BY BUREAU ENVIRONMENTAL OFFICE ON 9 APRIL 1981. COPIES BEING POUCHED. HAIG
BT
#4735

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AID 1020-26 (1-72)

PROJECT DESIGN SUMMARY
LOGICAL FRAMEWORK

Annex I

Life of Project:
From FY 81 to FY 84
Total U.S. Funding $1,810,000
Date Prepared:

Project Title & Number: Literacy Service Training Center (683-0237)

NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	IMPORTANT ASSUMPTIONS
Program or Sector Goal: The broader objective to which this project contributes: To increase the access of rural people to Government resources through materials written in one of the national languages of Niger and through the increased ability to communicate with administrative and technical agents.	Measures of Goal Achievement: Increase in the flow of written communications between local village institutions and government technical services. Increased availability of printed materials available in the national languages.	1. Observation and discussion with local GON officals and villagers 2. Discussions with Literacy service personnel.	Assumptions for achieving goal targets: GON will continue to support non formal adult education in the national languages GON will continue efforts for post-literacy activities
Project Purpose: To institutionalize on effective Nigerien staffed literacy center capable of providing critical training and research support for adult literacy programs actively integrated into the implementation of Niger's rural development projects.	Conditions that will indicate purpose has been achieved: End of project status. 1)Effective working relationships are established between the literacy service and development agencies as evidenced by collaborative agreements in effect or in negotiation. 2)a majority of CFCA training staff are Nigerien 3)significantly increased number of literacy training materials available 4)improved evaluation techniques being used by the Literary Service	Project Evaluation	Assumptions for achieving purpose: 1. Adequate resources are provided to the CFCA to assure training and to carry out the applied research and campaign support. 2. The Literacy Service to continue to coordinate its activities with UNCC, agriculture, health and animation services, 3. The GON will continue to encourage and support cooperative organization in rural areas.
Outputs: 1. Masters, A level, B level, training carried out. 2.Reader in five languages for GON services and other materials produced 3. Integrated training strategies 4. Model for literacy training for rural women. 5. Evaluation, research and testing.	Magnitude of Outputs: 1. Masters - 2 in U.S. A level - 5 at U. of Niamey B level - 26 for one years trng 9 for three years 2. 4 areas x 5 languages -20 readers 3. Working agreements with UNCC, agriculture,health and animation services 4.Needs assessment and trng model completed 5. evaluation system in use	Visits to training center; Visits to university; Visits to Directorate of Literacy; Contractor reports; Discussions with literacy agents.	Assumptions for achieving outputs: 1. Qualified students available. 2. Technical services desire cooperation with literacy service 3. Qualified women available and interested in working in literacy.
Inputs: 1. Technical assistance 2. Construction 3. Commodities and equipment 4. Training 5. Other (operational costs)	Implementation Target (Type and Quantity) 1. one educational planner/evaluator for 36 months; 6 p/m of short term T.A. 2.Literacy center (classroom, materials production workshop, reading room, admin office, dormitory) 3. printing materials, classroom furniture and supplies; 1 bus, 2 vehicles; camping equipment 4. 2 participants to U.S.; 5 observations tours in 3rd country and 3 seminars 5.Mid- and end-of-project evaluation; vehicle operations applied research programs.	Controller's records and on-site inspections.	Assumptions for providing inputs: Timely arrival of inputs, particularly education planner.

Annex J

HY/ZRP
REPUBLIQUE DU NIGER

CONSEIL MILITAIRE SUPREME

MINISTERE DES AFFAIRES ETRANGERES
ET DE LA COOPERATION

DIRECTION DES AFFAIRES
POLITIQUES ET CULTURELLES

N° MAE/C/DAPC/2

Niamey, le .....

4-23-81
ACTION: PDE
INFO: DIR
A/DIR
PROG
CONT
CHRON
RF

ACTION DUE 4-30-81

Le Ministère des Affaires Etrangères et de la Coopération de la République du Niger présente ses compliments à l'Ambassade des Etats-Unis d'Amérique au Niger et à l'honneur de soumettre à son aimable attention une requête relative à un projet d'assistance au centre de formation des cadres de l'alphabétisation (C.F.C.A.) de Niamey. Ce projet qui entre dans le cadre du developpement des ressources humaines, répond aux prévisions du plan quinquennal de développement 1979-1983.

Il vise essentiellement :

- Une extension des infrastructures du C.F.C.A.
- l'Equipement matériel et didactique du Centre.
- Le développement des structures de formation aux niveaux moyen et supérieur.
- Une assistance technique en personnel spécialisé dans le domaine de l'Education des Adultes.

Le Directeur du C.F.C.A. est chargé de l'exécution de ce projet.

Le Ministère des Affaires Etrangères et de la Coopération de la République du Niger remercie l'Ambassade des Etats-Unis d'Amérique de l'appui qu'elle ne manquera pas d'apporter à cette demande et saisit cette occasion pour lui renouveler les assurances de sa haute considération.

AMBASSADE DES ETATS-UNIS D'AMERIQUE
/)/ I A M E Y

Annex K

REPUBLIQUE DU NIGER

CONSEIL MILITAIRE SUPREME

MINISTERE DE L'EDUCATION NATIONALE

DECRET N° 77-119 /PCMS/MEN

du 29 SEPTEMBRE 1977

Portant création et organisation du Centre de Formation des Cadres de l'Alphabétisation.

LE PRESIDENT DU CONSEIL MILITAIRE SUPREME,

CHEF DE L'ETAT

VU La proclamation du I5 Avril I974

VU l'Ordonnance N° 74-I/PCMS du 22 Avril I974 portant suspension de la Constitution du 8 Novembre I960, fixant les attributions du Conseil Militaire Suprême et créant un Gouvernement Provisoire.

VU Le décret N° 76-24/PCMS du 2I Février I976 portant nomination des Membres du Gouvernement Provisoire, modifié et complété par le décret N° 76-84/PCMS du 7 Juin I976.

VU La loi N° 59-6 du 3 Décembre I959 relative au statut général de la Fonction Publique.

VU Le décret N° 60-054/MFP/T du 30 Mars I960 portant modalité d'application du statut général de la Fonction Publique et les textes modificatifs subséquents.

VU Le décret N° 6I-I20/MEN du 28 Juin I96I portant statut particulier des personnels de l'Enseignement du premier Dégré.

VU Le décret N° 76-I49/PCMS/MEN du 26 Août I976 déterminant les attributions du Ministre de l'Education Nationale.

VU Le décret N° 76-I82/PCMS/MEN du 2I Octobre I976 portant organisation du Ministère de l'Education Nationale modifié par le décret N° 77-029/PCMS du 3 Février I977.

VU Le décret N° 60-055/MFP/T du 30 Mars I960 portant règlement sur la rémunération et les avantages matériels divers alloués aux fonctionnaires des administrations et des établissements publics de l'Etat et les textes modificatifs subséquents.

VU Le décret N° 70-2I3 MEN/MFP/T/MF/ASN du 23 Septembre I970 complété par le décret N° 77-63/PCMS/MEN du 4 Mai I977 fixant le taux des indemnités allouées pour des fonctions administratives dans les établissements d'enseignement du second dégré.

VU Le décret N° 75-I0/PCMS/MFP/T du 7 Janvier I975 fixant les taux des allocations aux élèves des Etablissements de formation professionnelle.

Sur proposition du Ministre de l'Education Nationale
Le Conseil des Ministres entendu.

D E C R E T E

TITRE I : CREATION ET OBJET

ARTICLE Ier : Il est créé à Niamey un établissement denommé Centre de Formation des Cadres de l'Alphabétisation (C.F.C.A).

ARTICLE 2 : Le C.F.C.A est chargé de la formation avant l'emploi et du perfectionnement en cours d'emploi des Agents de l'Alphabétisation et de la Formation Permanente des catégories C et B.

TITRE II : ADMINISTRATION :

ARTICLE 3 : Le C.F.C.A est placé sous l'autorité du Ministre de l'Education Nationale. Il est dirigé par un Directeur nommé par arrêté du Ministre de l'Education Nationale, assisté d'un Conseil de Formation et de Perfectionnement.

ARTICLE 4 : Le Conseil de Formation et de Perfectionnement est composé comme suit :

- Le Ministre de l'Education Nationale ou son représentant, Président.
- Le Directeur de l'Alphabétisation et de la Formation Permanente.
- Le Directeur du C.F.C.A, qui en assure le Secrétariat.
- Deux représentants de la Section Pédagogique du service d'Alphabétisation et de la Formation Permanente.
- Deux représentants de l'Université de Niamey dont un chercheur de l'Institut de recherche en Sciences Humaines.
- Un professeur du C.F.C.A.
- Deux représentants du Ministre de la Fonction Publique et du Travail dont un professeur de l'E.N.A.
- Un représentant du Ministre du Plan
- Un représentant du Ministre du Développement Rural.

La voix du Président est prépondérante en cas de partage.
Les Membres du Conseil de Formation et de Perfectionnement sont nommés par Arrêté du Ministre de l'Education Nationale.

ARTICLE 5 : Le Conseil de Formation et de Perfectionnement a compétence pour :

I-donner des avis et formuler des suggestions en vue de la définition par voie réglementaire des orientations du Centre,

2-fixer les règles générales relatives au bon fonctionnement et à l'administration de l'établissement,

3-approuver les programmes et les méthodes pédagogiques appliqués au C.F.C.A ;

4-constater les résultats obtenus par les élèves et les stagiaires et proposer leur classement de sortie,

5-donner un avis au sujet des sanctions et des propositions d'exclusion d'élèves ou stagiaires pour inaptitude à suivre les enseignements du Centre.

Il se réunit au moins une fois par an sur convocation de son Président.

TITRE III : ORGANISATION DES ETUDES :

ARTICLE 6 : La Formation dispensée au C.F.C.A comprend :

I°)-un cycle A de trois années d'études, de formation avant l'emploi pour les candidats titulaires du B.E ou du B.E.P.C ou d'un diplôme reconnu équivalent par le Ministère de l'Education Nationale.

2°)-un cycle B de formation en cours d'emploi, d'une année pour le perfectionnement du personnel de la catégorie C du Ministère de l'Education Nationale affecté à la Direction de l'Alphabétisation et de la Formation Permanente.

ARTICLE 7 : Les enseignements au C.F.C.A sont assurés par des professeurs ou chargés de cours permanents et par des moniteurs à titre partiel.

La pédagogie au C.F.C.A est fondée sur les méthodes actives et la participation des élèves ou stagiaires. Elle se fait en alternance théorie-pratique.

ARTICLE 8 : La Formation au C.F.C.A comprend :

- Un enseignement de culture générale
- Un enseignement technique professionnel
- Une formation civique
- Des stages pratiques.

ARTICLE 9 : Le contrôle des connaissances est effectué périodiquement.
La moyenne des notes de contrôle et la moyenne des notes des stages servent à l'établissement de la moyenne générale de l'année.

Pour le cycle A, cette moyenne égale ou supérieure à IO sur 20 permet le passage à l'année supérieure.

ARTICLE IO: Les modalités d'application, les programmes et les épreuves de l'examen de sortie ainsi que la date et le lieu sont fixés par Arrêté du Ministre de l'Education Nationale.

ARTICLE II: Le Régime des Etudes au C.F.C.A est l'externat.

TITRE IV : RECRUTEMENT :

ARTICLE I2: Les conditions d'admission au C.F.C.A sont fixées ainsi qu'il suit :

I°) Pour le cycle A :

- Etre de Nationalité Nigérienne.
- Etre titulaire du B.E.P.C ou d'un diplôme reconnu équivalent.
- Satisfaire aux épreuves de l'Orientation Scolaire et Professionnelle.

2°) Pour le cycle B :

- Etre de Nationalité Nigérienne.
- Etre fonctionnaire titulaire de la catégorie C de l'enseignement en service depuis au moins 3 années à la Direction de l'Alphabétisation et de la Formation Permanente.
- Satisfaire aux épreuves du concours professionnel de recrutement.

ARTICLE I3: Les modalités et les programmes des épreuves du concours d'entrée sont fixés par Arrêtés conjoints des Ministres de l'Education Nationale et de la Fonction Publique et du Travail.

TITRE V : SANCTION DES ETUDES :

ARTICLE I4 : La Formation au C.F.C.A est sanctionnée suivant les résultats obtenus :

- Soit par le Diplôme d'Aptitude pour la Formation Permanente et l'Alphabétisation (D.A.F.P.A.)

- Soit par le Certificat d'Aptitude pour la Formation Permanente et l'Alphabétisation (C.A.F.P.A.)

ARTICLE I5 : Sont déclarés diplômés les élèves et stagiaires ayant obtenu une moyenne générale égale ou supérieure à I0 sur 20 calculée :

- Pour le cycle A en divisant par trois la somme de la moyenne de cycle, affectée d'un coefficient 2 et de la moyenne d'examen affectée du coefficient I.

- Pour le cycle B, en divisant par trois la somme des moyennes de contrôle des connaissances et la moyenne des stages affectée du coefficient 2 et de la moyenne de l'examen affectée du coefficient I.

ARTICLE I6 : Sont déclarés certifiés, les élèves du cycle A, ayant obtenu une moyenne comprise entre 8 et I0 sur 20 calculée de la même manière qu'à l'article I5.

ARTICLE I7 : Les titulaires du Diplôme d'Aptitude à la Formation Permanente et à l'Alphabétisation (D.A.F.P.A.) sont nommés Conseillers-Adjoints d'Alphabétisation, catégorie B I de la Fonction Publique.

ARTICLE I8 : Les titulaires du Certificat d'Aptitude à la Formation Permanente et à l'Alphabétisation (C.A.F.P.A.) sont nommés Agents Techniques de l'Alphabétisation, catégorie C I de la Fonction Publique.

TITRE VI : DISCIPLINE :

ARTICLE I9 : Les mesures disciplinaires applicables au C.F.C.A sont les suivantes :

I°) l'Avertissement prononcé par le Directeur.
2°) Le blâme infligé par le conseil des professeurs, présidé par le directeur.
3°) l'Exclusion temporaire pour une durée de 30 jours au plus par décision du Ministre de l'Education Nationale sur Avis du conseil des professeurs.
4°) l'Exclusion définitive par décision du Ministre de l'Education Nationale après Avis du conseil de Formation et de Perfectionnement.

ARTICLE 20 : Les conditions d'application des mesures définies à l'article I9 sont fixées par le reglément intérieur du C.F.C.A qui fera l'objet d'une décision du Ministre de l'Education Nationale.

TITRE VII : DISPOSITIONS FINANCIERES :

ARTICLE 2I : Les crédits affectués au C.F.C.A sont inscrits à des rubriques particulières au sein des chapitres du Budget National concernant le Ministère de l'Education Nationale.

ARTICLE 22 : Les personnels affectés au C.F.C.A bénéficient des avantages reconnus aux personnels exerçant les activités similaires dans les Ecoles Normales par le Décret 70-2I3/MEN/MFPT/MF/ASN du 23 Septembre I970 fixant le taux des indemnités alloués pour les fonctions administratives dans les établissements du second degré et par le Décret 6I-I20/MEN du 28 Juin I96I et les textes modificatifs subséquents.

ARTICLE 23 : Les Elèves admis au cycle A du C.F.C.A bénéficient des avantages définis par le Décret N° 75-I0/PCMS/MFP/T fixant les taux de allocations aux élèves des Etablissements de formation professionnelle.

ARTICLE 24 : A l'issue de leur formation, les élèves et stagiaires du C.F.C.A s'engagent à servir l'Etat pendant I0 ans. Au cas où cet engagement n'est pas respecté, ils sont tenus au remboursement des salaires, allocations Scolaires et frais d'études engagés pour la période de leur formation.

TITRE VIII : DISPOSITIONS PARTICULIERES :

ARTICLE 25 : A la demande des Ministères intéressés, le C.F.C.A organisera des cycles spéciaux.
Les conditions d'admission dans ces cycles, l'organisation, la durée et la sanction des études seront définies par Arrêté conjoint des Ministres de l'Education Nationale et de la Fonction Publique et du Travail.

ARTICLE 26 : Les candidats d'autres nationalités pourront être admis aux C.F.C.A dans des conditions définies par accord avec les pays concernés.

ARTICLE 27 : Le Ministre de l'Education Nationale, le Ministre de la Fonction Publique et du Travail et le Ministre des Finances sont chargés chacun en ce qui le concerne de l'application du présent Décret qui sera publié au Journal Officiel.

Fait à Niamey, le 29 SEPTEMBRE 1977

Signé : LT-COLONEL SEYNI KOUNTCHE

Pour Ampliation
le Secrétaire Général
du Gouvernement

MAI MAIGANA

Annex L

Calendrier de suivi des centres d'Alphabétisation
de la Commune ' Année 1980 - 81

Lieux	Centres	chargés du suivi
Nouveau Marché	8 traditionnels dont 6 CFCA 3 sociétés (Agence Guinée - CPIN)	Moussa Dan Konyo
Ecole Neuve	3 sociétés (Sonida - Niger-Afrique) 3 traditionnels Manutention- Mairie Croix rouge	Maïkano Mahaman
Balafon Boukoki I Médersa Boukoki II	3 2 traditionnels 1 " 4 "	Istaph et Saïdou
Gamkallé Talladjé Aéroport	4 traditionnels 2 " 2 " Asecna	Ousmane Yaroh
Yantala Saguia Kirkissoye Rive droite Braniger SPCN Sonitextil	3 " 1 Peul 2 " 1 traditionnel 2 sociétés 1 " 2 "	Mounna Habiboun
Ecole Nord	2 sociétés (Dragages . SGEEN) 9 traditionnels	Grah Djoumami
Zongo Kalley	4 traditionnels 2 sociétés (BDRN - SNN) Sonifame 2 sociétés (Niger Gelic - Satom) 2 traditionnels Centre commerçants	Koussanga Amadou Elhadji Seydou Hama
PMI Centre AFN	3	Hadiza Tahirou Mme Ganda Hadjara Moussa et représentantes DAS/P

Annex M

CFCA Curriculum
and Schedule
for 3 Year Preemployment Cycle

FIRST YEAR	
OCTOBER	Introduction to Literacy Service Introduction to CFCA curriculum Training as Literacy instructor.
NOVEMBER DECEMBER JANUARY FEBRUARY MARCH	(1) Coursework: Literacy methods Economy Sociology Linguistics Statistics French Psychology (2) Practicum Teaching experience in a Niamey literacy center
APRIL MAY	Field work in a regional office Familiarization with practical administration of literacy campaign.
JUNE JULY	Evaluation of field work and first year of studies
AUGUST SEPTEMBER	Vacation project on writing in national languages

SECOND YEAR	
OCTOBER NOVEMBER	Coursework -Literacy methods -Economy -Sociology -Pedagogy -French -Linguistics Group studies
DECEMBER JANUARY	Field work on literacy instructor training and village needs assessment.
FEBRUARY MARCH APRIL	Coursework: As above with emphasis on relations to post-literacy problems, rural press and media.
MAY	Field work on post-literacy and rural media programs. Collection of material to be used in producing instructional brochures.
JUNE	Evaluation of field work and school year.
JULY AUGUST SEPTEMBER	Vacation work on these topics

THIRD YEAR	
OCTOBER	Small group dynamics
NOVEMBER	Coursework: Literacy methods — Linguistics — Administration Psychology — Audio-visual workshop — French
DECEMBER	Field work in same location as second year - Responsibility for organizing a new project Local production of instructional material Experimentation of accelerated literacy methods
JANUARY	
FEBRUARY	
MARCH	Coursework: As above
APRIL	
MAY	Composition of instructional brochures and technical manuals for local agents
JUNE	Final exams
JULY	End of Training
AUGUST	
SEPTEMBER	

Civil Service Categories for Literacy Agents
with Corresponding Duties and Training Requirements

Civil Service Grade	Title	Responsibilities	Required Training	Ministry Ed. Title	equivalent Training	Min. Rural Dev. Equivalent
A-1	Principal Literacy Inspector	National-level policy formulation, administration and planning	3 yrs at LS/COE & equivalent of MA training	Principal Inspector	3rd cycle doctorate	Engineer doctor
A-2	Literacy Inspector	National-level program development, evaluation & staff training	3 yrs professional experience plus 3 yrs at LS/COE	Primary Inspector	"Licence"	---
A-3	Literacy Counselor	National program support or regional (dept.) administration & planning	3 yrs professional experience plus 2 yrs of LS/COE	Pedagogical Counselor	Baccalaureat plus 2 yrs university	---
B-1	Assistant Literacy Counselor	Regional level program development, evaluation or subregional (arrondissement) administration.	BEPC plus 3 yrs at CFCA or 3 yrs professional experience plus 1 yr CFCA	Primary Teacher	Baccalaureat	Counselor B2=conductor
C-1	Technical Literacy Agent	Subregional program support or local (district) literacy center supervision and teacher training	BEPC plus practical experience	Assistant teacher	BEPC plus 2 yrs	Technical agent
D-1	Literacy Monitor	Supply and inspection of village centers	CEPE or literacy teaching experience plus 1 yr of training	Monitor	CEPE plus 1 yr	"Encadreur" or Monitor
D-2	Assistant Literacy Monitor	Teaching village literacy classes	literate competence plus teacher training	None	None	None

Annex N

ACTION MEMORANDUM FOR USAID/NIGER DIRECTOR

From: Cameron Pippitt, PDE CCP

Subject: Literacy Service Training Center Project (683-0237), Vehicle Procurement Waiver

Problem: The implementation phase of the subject project requires the procurement of a bus of non-U.S. manufacture. In order to allow such procurement, you are requested to grant:

1) A Source and Origing Waiver from Geographic Code 941 (Selected Free World) to Code 935 (Special Free World);

2) A waiver of the provisions of Section 636 (i) of the FAA.

Facts:

(a) Cooperating Country: Niger

(b) Authorization Document: Project Paper

(c) Project: Literacy Service Training Center

(d) Nature of Funding: Grant

(e) Description of Goods: One 30-passenger bus

(f) Approximate Value: $23,900

(g) Probable Source: Niger

(h) Probable Origin: Germany

Discussion:

A. Source and Origin Waiver

Procurement is authorized for products having their source and origin in the United States, Code 941 and Niger for this project. In accordance with AID Handbook 1B, procurement of commodities with source and origin in Code 935 countries requires a waiver. Under Handbook 1B, Chapter 5B4b(1), a waiver may be granted if "There is an emergency requirement for which non-AID funds are not available, and the requirement can be met in time only from suppliers in a country not included in the authorized Geographic Code". The authority to make such a determination and grant a waiver has been delegated to you by AID Delegation of Authority No. 140.

The National Literacy Service presently has an urgent need for a 30-passenger bus to be used both in Niamey and outside the capital city. An immediate transportation requirement presently exists which can only be satisfactorily resolved through the local procurement of a non-United States manufactured vehicle.

The Literacy Center currently has a Mercedes bus which was made available by the Ministry of National Education in 1977. This bus, which is now four years old, is almost constantly on the road, much of the time in the interior of the country. The students of the Center are required to spend about one-third of their training time in the interior. A good portion of the other two-thirds of their time is spent in on-the-job training at various literacy activities around and outside of Niamey. These locations sometimes also require use of the bus. At any given moment there is at least one group practice teaching in the interior of the country. A schedule is prepared regularly for the pick up and delivery of the students in the rural areas. This bus is well maintained and has given good service but after four years of nearly constant use over rough Niger roads, it is in need of replacement. There is every expectation that any new bus purchased for the Literacy Center will receive the same careful handling and maintenance as its predecessor.

The project has made provisions for the procurement of a replacement bus, however, the immediate need for transportation necessitates the local procurement of a non-United States manufactured vehicle. Besides International Harvester, there are no other U.S. manufacturers with local representatives in Niger. The local International Harvester dealer does not and will not have any suitable bus type vehicles available for local procurement in the immediate or near term future.

If a U.S.-manufactured bus was ordered from the United States, delivery would take approximately 12-18 months and thus this urgent requirement could not possibly be met.

Buses which meet the desired specifications are immediately available locally at duty free prices. Moreover, local outlets can readily supply spare parts and maintenance services. This transportation requirement can therefore be met with a local purchase for approximately $23,900 which is within the Mission Director's waiver authority.

B. Waiver of Section 636(i).

In addition to the general source/origin limitations on the procurement of commodities, section 636(i) of the FAA prohibits the procurement of vehicles of non-U.S. manufacture. However, the provisions of section 636(i)

may be waived when special circumstances permit it. Under Handbook 1B, Chapter 4C2d(1) (c), special circumstances are deemed to exist if there is an "emergency requirement for vehicles for which non-AID funds are not available, and which can be met in time only by purchase of non-U.S. manufactured vehicles."

Since, as discussed in the source/origin context, there is an emergency need for the subject vehicle, non-AID funds are not available, and the need may be met only by local purchase of a vehicle of Code 935 origins, the special circumstance criteria set forth above is satisfied. The authority to find such circumstance and grant a waiver has also been delegated to you by AID Delegation of Authority No. 140.

Conclusion:

The waiver authorizing the procurement of a thirty passenger bus of German origin is justified because there is an emergency requirement for which non-AID funds are not available, and the requirement can be met in time only from suppliers in a country not in the authorized Geographic Code.

Recommendations: For the above reasons, it is recommended that you:

(1) Conclude that special circumstances exist which merit a waiver of the provisions of 636(i) of the Foreign Assistance Act of 1961, as amended;

(2) Approve a vehicle procurement source/origin waiver from the Geographic Code 941 to Code 935; and

(3) Certify by approving below that exclusion from Free World countries other than the cooperating country and countries included in Code 941 would seriously impeded the attainment of U.S. foreign policy objectives and the objectives of the foreign assistance program.

APPROVED _____

DISAPPROVED _____

DATE 26 May 1981

Annex O

Certification of Section

611 (e)

of the FAA of 1961

as amended

I, Jay P. Johnson, the principal officer of the Agency for International Development in Niger, do herewith certify that in my judgement, Niger has both the financial capability and human resources to maintain and utilize effectively the goods and services procured under this project entitled the Literacy Service Training Center.

This judgement is based upon a thorough review of the GON's administrative and financial accountability procedures, the extensive consultations with the GON during the preparation of this project, and the past good record of implementation support of other AID projects carried out in Niger.

Jay P. Johnson
Mission Director
USAID/Niger

May ~~16~~ 26, 1981