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REPORT AND RECOMMENDATION OF THE PRESIDENT

TO THE EXECUTIVE BOARD ON A PROPOSED LOAN TO THE

REPUBLIC OF NIGER

FOR THE

**PROJECT FOR THE PROMOTION OF LOCAL INITIATIVE FOR
DEVELOPMENT IN AGUIÉ**



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CURRENCY EQUIVALENTS

| | | |
|---------|---|----------------------------|
| 1 USD | = | 609 CFA francs (BCEAO) XOF |
| 100 XOF | = | 0.164 USD |

WEIGHTS AND MEASURES

| | | |
|----------------------------------|---|--------------------------------------|
| 1 kilogram (kg) | = | 2.204 pounds (lb) |
| 1 000 kg | = | 1 metric tonne (t) |
| 1 kilometre (km) | = | 0.62 miles (mi) |
| 1 metre (m) | = | 1.09 yards (yd) |
| 1 square metre (m ²) | = | 10.76 square feet (ft ²) |
| 1 acre (ac) | = | 0.405 ha |
| 1 hectare (ha) | = | 2.47 acres |

ABBREVIATIONS AND ACRONYMS

| | |
|--------|--|
| AP | Action Plan |
| BSF | Belgian Survival Fund for the Third World |
| CLP | Consultative Local Partnership |
| ENDA | Environment and Development in the Third World |
| EU | European Union |
| GDP | Gross Domestic Product |
| FAILL | <i>Fonds d'appui à l'innovation et à l'initiative locale</i> (Local Innovation and Initiatives Support Fund) |
| FAROLS | <i>Fonds d'appui au renforcement de l'offre locale de services</i> (Special Fund to Support the Local Supply of Services) |
| IE | Interim Evaluation |
| LSC | Local Steering Committee |
| MDA | Ministry of Agricultural Development |
| M&E | Monitoring and Evaluation |
| NGO | Non-Governmental Organizations |
| NRM | Natural Resource Management |
| PDIP | Project Development and Implementation Partnership |
| PDRAA | <i>Projet de développement rural dans l'arrondissement d'Aguié</i> (Aguié Rural Development Project) |
| PDSFR | <i>Programme de développement du système de financements ruraux</i> (Rural Financial Services Development Programme) |
| PMU | Project Management Unit |
| PRSP | Poverty Reduction Strategy Paper |
| PSN | Special Country Programme |
| R&D | Research and Development |
| REOs | Rural Entities and Organizations |
| TAG | Technical Assistance Grant |
| UNOPS | United Nations Office for Project Services |

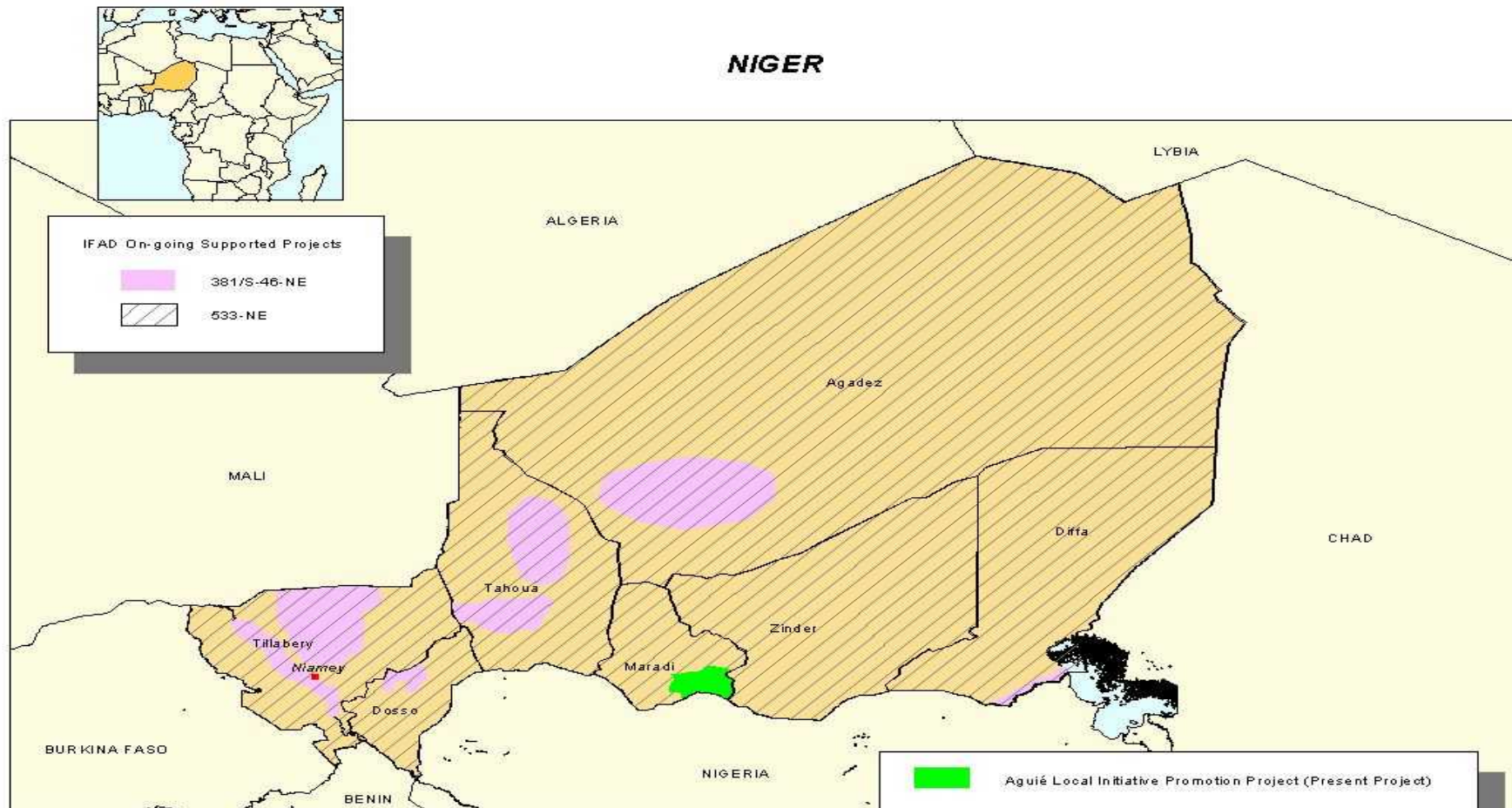


GOVERNMENT OF THE REPUBLIC OF NIGER

Fiscal Year

1 January - 31 December

MAP OF THE PROJECT AREA



Source: IFAD

The designations employed and the presentation of the material in this map do not imply the expression of any opinion whatsoever on the part of IFAD concerning the delimitation of the frontiers or boundaries, or the authorities thereof.





REPUBLIC OF NIGER

PROJECT FOR THE PROMOTION OF LOCAL INITIATIVE FOR DEVELOPMENT IN AGUIÉ

LOAN SUMMARY

| | |
|---------------------------------------|--|
| INITIATING INSTITUTION: | IFAD |
| BORROWER: | Republic of Niger |
| EXECUTING AGENCY: | Ministry of Agricultural Development |
| TOTAL PROJECT COST: | USD 17.56 million |
| AMOUNT OF IFAD LOAN: | SDR 7.60 million (equivalent to approximately USD 10.00 million) |
| TERMS OF IFAD LOAN: | 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum |
| COFINANCIERS: | Belgian Survival Fund for the Third World (BSF) (to be confirmed) |
| AMOUNT OF COFINANCING: | USD 3.77 million |
| TERMS OF COFINANCING: | Grant |
| CONTRIBUTION OF BORROWER: | USD 2.56 million |
| CONTRIBUTION OF BENEFICIARIES: | USD 1.23 million |
| APPRAISING INSTITUTION: | IFAD |
| COOPERATING INSTITUTION: | United Nations Office for Project Services (UNOPS) |



PROJECT BRIEF

Who are the beneficiaries? The beneficiaries will be the 30 000 rural families (180 000 persons, living in poverty, with special attention for the most vulnerable households. Project target groups will include: (i) households considered as ‘vulnerable’ or ‘very vulnerable’ to food insecurity and poverty; (ii) poor women and woman-headed households (13% of the total households); and (iii) unemployed and underemployed youth who increasingly need to venture into off-farm activities due to the narrow resource base and high demographic growth.

Why are they poor? Poverty is closely correlated with food insecurity and a broad range of other factors such as small livestock holdings as well as the need to work for others, collect firewood to sell, emigrate or sell standing crops (*sur pied*). Erratic rainfall has always been a major risk in the project area, and changes in the social fabric have tended to weaken the solidarity linkages traditionally used by society to cope with it. Other factors of risk are poor health and indebtedness. The impoverishment process leads the poorer households to sell land and other production assets, thereby placing their food security and reproduction at risk. Their strategies to reduce vulnerability focus primarily on food security, especially during the dry season: ownership of ruminants, seasonal migration, cereal banks and, more recently, savings schemes. While women have acquired some degree of autonomy, they have also experienced an increase in their responsibilities and a weakening of support from the rest of the family. On the other hand, a growing number of young people and young families can no longer expect to build a life in agriculture and are forced to look for alternative livelihoods.

What will the project do for them? The project will improve their incomes and livelihood standards, placing a special emphasis on women and young adults. It will also strengthen target group capacities – within a local development process – to design, develop and implement innovations and initiatives (in technical, economic or organizational areas) that could reduce their poverty or vulnerability, or improve their food security. More specifically, the project will (i) support the creation and consolidation of organizations able to foster the development of local dialogue, decision-making and implementation of innovations and initiatives; (ii) encourage individuals and groups to design and implement their own microprojects; (iii) assist in identifying, fine-tuning, analysing, valorizing and disseminating local innovations; and (iv) strengthen the local services delivery capacity in response to the real needs and demands of the target group and to facilitate local innovations and initiatives.

How will the beneficiaries participate in the project? The beneficiaries will participate through the local instances and organizations supported by the project. These institutions will be based either on the concept of the *terroir* (territory) or upon other rationales (thematic, networking, etc.); they will be fostered at different levels (such as interest groups, intra- or inter-village, profession) as appropriate. The purpose is to support civil-society organizations able to interact effectively with administrative bodies (councils, districts, region). The momentum being achieved by innovating farmers may expand, possibly giving birth to a professional farmers’ organization in the project area.

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DEVELOPMENT IN AGUIÉ**

I submit the following Report and Recommendation on a proposed loan to the Republic of Niger for SDR 7.60 million (equivalent to approximately USD 10.00 million) on highly concessional terms to help finance the Project for the Promotion of Local Initiative for Development in Aguié. The loan will have a term of 40 years, including a grace period of ten years, with a service charge of three fourths of one per cent (0.75%) per annum. It will be administered by the United Nations Office for Project Services (UNOPS) as IFAD's cooperating institution.

PART I - THE ECONOMY, SECTORAL CONTEXT AND IFAD STRATEGY¹

A. The Economy and Agricultural Sector

1. Niger covers an area of 1 267 000 square kilometres (km) with a population of 11.6 million, which is increasing rapidly (3.6% per annum). It remains one of the poorest countries in the world, a consequence of its limited human and natural resource base and landlocked position (about 1 000 km from the nearest seaport). About 85% of its inhabitants live in the southern strip where rainfall, though unpredictable, permits rainfed agriculture. Four fifths of the population is rural despite a high urbanization rate. Emigration is also high, but mainly seasonal.

2. After two decades of political instability and economic decline, the return to a democratic process in 1999/2000 with the election of a new president and parliament has been associated with increased foreign aid flows. Since its General Policy Statement of April 2000, the newly elected government has shown strong commitment towards structural reforms and poverty reduction.

3. Agriculture employs 90% of the active population and accounts for 40% of the gross domestic product (GDP). It contributes 31% of export earnings, almost on a par with uranium (32%). Overall performance of the economy is poor: GDP growth has fallen behind population growth for most of the past two decades. Annual per capita GDP is estimated at USD 172, which places Niger 161st out of 162 countries. Political instability, weak macroeconomic management, a drop in uranium revenues and drought are the main causes of these negative trends. These also include the rise of inequality and poverty due to cuts in health, education, agriculture and infrastructure programmes. The performance of economic reforms is also regarded as mixed, given the weakness of economic growth and the aggravation of poverty. The improvement of living conditions in Niger will rely mainly on the evolution of the regional situation, i.e. sustained growth in Nigeria and growth in the coastal countries of the West African Economic and Monetary Union. In the medium term, Niger will continue to depend on foreign aid contributions and support to its poverty reduction strategy.

¹ See Appendix I for additional information.



4. **Public debt management.** The average annual net official development assistance to Niger decreased sharply, from USD 52 per capita in 1990 to USD 28 in the late 1990s. The heavy burden of external debt was unsustainable as compared to the limited per capita GDP. This led to a USD 890 million debt-relief package (representing about 60% of the total external debt) approved under the Debt Initiative for Heavily Indebted Poor Countries. Under the Initiative, IFAD has cancelled SDR 6.3 million² of Niger's debt, including arrears. Conditions for reaching completion point at which the majority of the relief is given include: (i) preparation of a full poverty reduction strategy paper (PRSP), and satisfactory implementation of at least one year of the poverty reduction plan; (ii) implementation of specific actions in the education and health sectors, and preparing a national strategy to combat HIV/AIDS; (iii) continued commitment to macroeconomic stabilization and structural reforms; and (iv) good governance and budget transparency. The authorities hope to fulfil all these conditions by end-2002. As a result, debt service as a percentage of government revenue may be cut from nearly 44% in 1999 to 10.9% in 2003, and may average 4.3% during 2010-19.

5. **The rural economy.** Agricultural GDP increased by 2% from 1996 to 2000, with very high annual fluctuations depending on the rainfall. Agricultural production growth (including cereal production) is, however, slightly inferior to population growth. Still, there are structural factors constraining agricultural investment and development. These include: (i) degradation of natural resources due to high vulnerability to drought, poor soil fertility, inadequate natural resource management (NRM) practices and inconsistent land tenure; (ii) insufficiently productive agroforestry, farming and livestock systems; (iii) failure of large-scale irrigation systems and insufficient development of small-scale irrigation, despite the high potential for irrigation; and (iv) poor agricultural services, including rural finance. The efforts of Niger to elaborate a clear rural development strategy also need to be consolidated.

6. **Decentralization policy.** An administrative decentralization process has been launched. Laws enacted in June 2002 provide for the gradual installation of three levels of local government, each headed by a directly elected council and executive. A fund will also be created in the state budget to support local governments. Responsibilities at each level are yet to be defined. In Aguié, the three local government levels will be Maradi (*region*), Aguié (*département*) and four districts (*communes*).

B. Lessons Learned from Previous IFAD Experience

7. IFAD has provided seven loans to finance five projects in Niger covering community-based approaches to agricultural development, rural finance, rural infrastructure, small-scale irrigation and pastoral development. Two projects are ongoing: (i) the IFAD-initiated Special Country Programme, Phase II (PSN II), cofinanced with the World Food Programme; and (ii) the Rural Financial Services Development Programme (PDSFR) cofinanced by the French Ministry of Foreign Affairs, the Agence Française de Développement and the German Agency for Technical Cooperation. The PSN II is a large local development and NRM programme covering seven areas of Niger. It also includes rural financial services, small-scale irrigation and pastoral development. The PDSFR seeks to strengthen the national microfinance sector, especially those services that cater specifically to the needs of the poorest. Along with the World Bank and other donors, IFAD also supported the formulation of the national microfinance strategy validated in June 2001. In addition, IFAD supports several technical assistance grants (TAGs) and grants to non-governmental organizations (NGOs) under the IFAD/NGO Extended Cooperation Programme, including two NRM pilot projects. It also supports the National Action Programme to combat desertification, under the Italian Supplementary Trust Fund.

8. Portfolio-wide, the main lessons learned are the following:

² End-of-1999 net present value corresponding to SDR 9.1 million in nominal value over 11 years.



- Niger's Treasury has difficulty in fulfilling national financial agreements, with respect both to counterpart funds and timely payment of arrears. It is hoped that the recent measures taken under the Debt Initiative will remove such constraints.
- Institutional and management capacity is weak at all levels, and is associated both with a lack of coordination of development policies and excessive centralization.
- There is a need for special support – through demand-driven, decentralized approaches – to IFAD's target groups, particularly women, in order to enable them to participate more fully in the country's economy and society.
- Geographical dispersion of activities should be avoided both to enhance effectiveness and to reduce the costs related to poor transport links and difficult communications.

9. The design of this project also builds upon the lessons from the former Aguié Rural Development Project (PDRAA) as drawn by the 2000 Interim Evaluation (IE). The PDRAA aimed at boosting agricultural production and incomes; promoting sustainable NRM; and fostering self-sustaining rural organizations. It included five components: (i) credit; (ii) support to rural organizations; (iii) agricultural development and NRM; (iv) rural infrastructure; and (v) institutional support. The IE concluded that although the project had reduced overall poverty, it had failed to reach the poorest families. The other key lessons are:

- The exogenous, multipurpose and standard village association model imposed as the vehicle for project support seldom fitted in with the realities in the field.
- Credit was distributed directly by project staff in amounts exceeding effective demand, leading to repayment problems and hampering other activities; a professional microfinance institution was engaged in 1998 as a corrective measure.
- Agricultural and livestock extension had produced limited results due to top-down approaches inspired by the idea that extension services had to 'fight' farmer resistance to innovation.
- With regard to NRM, however, the PDRAA had fully played its intended role of "trigger and support to local innovation". Its success was made possible by the in-depth knowledge of the real underlying dynamics of some project staff and by the flexibility of the project's implementation.
- The ongoing transformation of land tenure in the district, where traditional communal ownership patterns are rapidly being replaced by individual ownership, is occurring in most of Niger's cultivable areas and throughout the Sahel. IFAD's target groups need assistance in consolidating or protecting their land rights.

10. Moreover, the PDRAA has, since 1998, engaged in a pilot research and development (R&D) project (Support to Farmer Initiative Innovation Project) led by the NGO Environment and Development in the Third World (ENDA), for the testing of an innovative approach involving a close and direct partnership among farmers, researchers and ENDA and building on farmers' own experimentations in both technical and social fields. Recognizing the effective synergies thus established, the IE found that the project had triggered and supported very positive innovations in the field of NRM in a context of social and economic transition. It also concluded that these innovations will be replicable in the coming years in most of the rainfed agriculture areas of Niger and other Sahelian countries. Recent participatory assessments have confirmed that the outcome of this pilot project were impressive in terms of dialogue among the various partners, dissemination of farmer innovation, and women's involvement in decision-making. The main lessons learned are:

- The capacity of villagers to analyse, innovate and experiment is proven, and their findings reflect great diversity and potential.



- The diffusion of innovations is faster when communication networks already rooted in the local society are used.
- The quality of the approach with farmers is not affected by broadening the range of eligible initiatives and innovations.
- Project staff should facilitate villagers' access to the most suitable partners for each activity and not try to intervene directly; this leaves beneficiaries with control responsibilities over activities.

C. IFAD's Strategy for Collaboration with Niger

Poverty in Niger

11. Data on poverty are being updated as part of the PRSP process. According to the United Nations Development Programme human development index, which comprises life expectancy, literacy rate, access to education and per capita income, only war-torn Sierra Leone is worse off. In addition, Niger comes last in the gender-related development index. This shows Niger's extreme level of poverty, its economy having collapsed through decades of poor management, corruption, climatic disasters and political instability. An estimated 61% of the population live on less than USD 1 a day. Income disparities also remain high. Estimates made in 1996 classed two thirds of the population as "poor" and one third as "extremely poor". The situation is probably worse today, considering that per capita GDP has dropped significantly since 1996. Looking beyond income indicators, the social indicators are hardly any better: 159‰ infant mortality at birth, 270‰ child mortality before five, 50% access to essential drugs, life expectancy of 45 years, 84% illiteracy (with a strong disparity between men and women) and 16% combined school attendance.

12. According to 1996 estimates, 83% of the poor live in rural areas; and among those living in households headed by a woman or an unemployed man, 73% are poor and 50% are very poor. Overall food security is attained without foreign aid only in the best rainfall years, and access to essential services (water, health, education) remains limited, especially in the rural areas. Both at the general and at the household level, women are more affected than men are by poverty and infrastructure limitations. Difficulty in accessing arable land is the main factor leading to poverty. Poverty is also strongly associated with large family size, lack of education, farmers owning little or no livestock, and diets deficient in protein, vegetables and dairy products. The social status of women and their limited access to land, credit and knowledge accounts for the significant incidence of poverty among them.

Niger's Policy for Poverty Eradication

13. The government's full 2002-05 PRSP, published in January 2002, focuses on stabilizing the macroeconomic situation, rural development, health and education, roads and communications, and good governance. The main thrust of growth is expected to come from higher crop and livestock production and agricultural exports. The estimated cost of the poverty reduction programme in 2002-05 is USD 1.3 billion (about 75% of the country's annual GDP). To reduce poverty, 30% of public expenditure is to be allocated to education, health and rural development. For education, the main thrust is on primary schools and enrolment of girls. For health, in addition to the new HIV/AIDS strategy (under design), emphasis is placed on improving the accessibility and quality of health services through decentralization, cost recovery and participation of users in management. The National Rural Development Strategy is yet to be updated, but the PRSP already identifies food security, promotion of exports and better NRM as major objectives. It also sees community involvement in the design, implementation and management of development actions as a key condition for an effective and sustainable poverty-reduction strategy.



The Poverty Eradication Activities of other Major Donors

14. Major bilateral and multilateral donors operating in the fight against poverty in Niger are Belgium, Denmark, France, Germany, Switzerland, the European Union (EU), the World Bank and the African Development Bank. Most of these donors, however, have only recently resumed their support due to the past political and financial situation in Niger. The EU finances several irrigation projects and a development project for the pastoral zone. It also funds food aid and food-security programmes, information systems on the prevention of food crises, pest-control programmes and marketing activities. Operations financed by the World Bank include: (i) an NRM project; (ii) the Private Irrigation Promotion Project, which will provide technical support and funding for irrigation development in the *goulbi* (water table) valleys in Aguié; and (iii) the Agro-Pastoral Export Promotion Project. French Cooperation finances institutional support to the Ministry of Agricultural Development (MDA) and offers technical assistance. The AFD funds microfinance schemes and NRM activities. German cooperation concentrates chiefly on NRM and the development of a microfinance scheme.

15. Other relevant projects include (i) the Mayahi/N'Guigmi Local Development Support Project, funded by the United Nations Capital Development Fund, the Belgian Survival Fund for the Third World (BSF) and the United Nations Development Programme, which is experimenting with the channelling of a local investment fund through pre-communes or precursors of local (non-elected) area councils; (ii) the Integrated Essential Services Programme (funded by the United Nations Children's Fund/BSF/Government of Finland), which promotes women's literacy, health, and childcare in Aguié; and (iii) a Swiss-funded project in Gaya that started with an NRM focus but is now the most advanced in Niger in terms of comprehensive local development.

IFAD's Strategy in Niger

16. The main strategic thrusts of the Country Strategic Opportunities Paper (updated in March 1999) can be summarized as follows: (i) promote sustainable NRM; (ii) help the target group to undertake and develop economic activities in response to identified regional demand for rainfed and/or irrigated crops, livestock and other products; (iii) introduce and consolidate a contractual partnership with the organizations of the target group, within which to help them establish permanent and fair relations with other institutions (government, public and private services providers, and civil society); and (iv) improve access by the target group to basic social services, especially those that impact positively on women's lives and food security. Although defined earlier, these principles comply fully with PRSP thrusts and with IFAD's Strategic Framework for 2002-2006.

Project Rationale

17. Aguié's rural people are actively engaged in adapting to the important changes that are taking place in their society and economy, in testing new ways of doing things, and in devising and implementing new strategies. A wealth of innovation (technical, social, organizational, economic) underscored by some strong dynamics have already been identified, but this potential has been ignored by conventional projects. The proposed project for the promotion of local initiatives in Aguié will set a new precedent by aiding and abetting the new dynamics with a view to reducing the vulnerability and poverty of IFAD's target group. Rather than limit itself to considering local development in terms of territory, the project will take account of existing networks of interpersonal relationships and respond to people's growing need to unite around common interests by helping them to create new relationships. Local development will thus be defined as a long-term process aimed at enabling rural people to take possession of their resources in order to generate more wealth and distribute it locally. New instances and organizations are expected to appear and to collaborate with the existing institutions in the context of a self-sustaining local partnership wherein the poor can play a key role. Various types of partnerships will be promoted: between individuals to undertake



economic and social activities; between local entities to address specific actions or microprojects and between local stakeholders and actors outside Aguié (regional, national or international).

PART II - THE PROJECT

A. Project Area and Target Group

18. The project area is located in the southern part of Maradi region, on the border with Nigeria. Aguié area (2 800 km²) is a sandy plain with annual rainfall ranging from 400 millimetres (mm) in the north to 600 mm in the south. Except in two dry riverbeds with shallow *goulbis*, water tables are deeper than 50 metres (m). The asphalt main road crosses the department from west to east. The network of motorable tracks is incomplete; many villages in the north are isolated. Only Aguié, Gazaoua and Tchadaoua have electricity and telephones. Only 41% of the population have access to safe water against 54% for Maradi as a whole; and only seven out of 18 planned integrated health centres have been built.

19. The department has about 215 000 inhabitants living in three towns, 180 villages and 40 pastoralist settlements. The population density is 84 inhabitants/km². The three ethnic groups are Hausa (80%), Fulani (18%) and Bouzou (2%). There were about 35 600 farms in the area in 1997. Expansion of cultivated land ceased about ten years ago, when all the arable land was occupied, dramatically shrinking the forest and grazing areas. The main crops are millet, sorghum, cowpea, groundnuts, and *souchet* (*Cyperus esculentus*), a high-value crop used to make drinks and cosmetics in Nigeria. A few irrigated plots were recently developed in the *goulbi* valleys in the south-east. The large, well-equipped farms (15%) often belong to urban traders who employ wage labour. The smallest farms (45%) attain food security only if they have access to supplementary sources of income. The middle-size farms (40%), which generally have a few ox-drawn implements, are usually food self-sufficient in years of average rainfall, but are highly vulnerable to drought. Ox-drawn carts are key assets for soil-fertility management, but only a third of the farms have them.

20. Rural services are weak and limited to a poorly performing public sector. Exceptions are: the well-established private-sector capacity to make and repair ox-drawn carts and implements; the technical support to small-scale irrigation created under the World Bank's Private Irrigation Promotion Project; and a few well-equipped civil-works contractors based in Maradi and Tessaoua. Aguié has a few, mostly ill-equipped, contractors operating in the informal sector; and only two rural banks and one microfinance institution.

21. The project area is undergoing major social changes. In many respects, a new rural society is rapidly taking shape. The people tend increasingly to identify themselves to a territory, gradually replacing the traditional, lineage-based and/or one-on-one relationships. Individuals are increasingly recognized as social actors in their own right, and no longer simply as members of their lineage or clan. Gender relations have evolved. Women are entitled to inherit; they work less on family plots and spend fewer hours fetching water. This gives them more time for their own crops or income-generating activities. However, their new opportunities are often associated with increased responsibilities within the household and a weakening of solidarity mechanisms. The number of woman-headed households, now standing at 13% of the total, is rising. These changes are fostering new dynamics of poverty and inequality, undermining the traditional values of solidarity. The traditional power structure based on the control of labour is gradually switching to the control of real assets such as land and capital. Social exclusion has started to be a reality, and some impoverished households have had to leave the village.

22. **Project target group.** In 1997, 56% of the households of Maradi region were considered very poor, with an average annual cash income of just under 40 000 XOF; 27% were considered poor with



an average income of just over 85 000 XOF. In Aguié area, these two classes account for an estimated 30 000 families (180 000 persons) or 85% of the total. They are the target group of the proposed project. Villagers perceive 'vulnerability' as the key determinant of poverty and not even the non-poor are totally safe. Their 'categories' of poverty can be described as follows:

- The **poorest households (45%)** are always at risk: they are unable to produce sufficient food for the families; they have no savings and no choices; they normally live hand-to-mouth and, when faced with a deeper crisis, they resort to survival measures that only aggravate their poverty such as emigration, working for others, and pawning or even selling their land and standing crops.
- The **poor households (40%)** are able to meet their own consumption needs under normal climatic conditions and may even be able to improve their living standards; however, a crisis or a bad choice can throw them into deep poverty and their ability to hold off impoverishment is limited.
- **Women's vulnerability** is the sum of the vulnerability of their households and gender-specific elements such as unstable marriages, weak land rights, men's domination, and restricted freedom of action; they farm smaller plots and their animals are the first to be sold whenever disaster strikes; they rely heavily on mutual solidarity networks; women have acquired some degree of autonomy, but this is balanced by weakening of family support.
- **Young adults** in their first years of relative autonomy face a similar situation to that of the poorest households, and they also create solidarity networks to address common constraints; due to land scarcity, a growing number direct their energies to alternative livelihoods despite the lack of assets and real autonomy; they perceive migration as a way to acquire experience and autonomy.

B. Objectives and Scope

23. The overall development goal³ is to improve the incomes and living standards of the poor in Aguié and, to a limited extent, in a few contiguous communes, with a special emphasis on women and young adults. Its specific objectives will be to strengthen, through a local development process, target group capacities to identify and implement innovations and initiatives (technical, economic or organizational) that could reduce their poverty or vulnerability, or improve their food security.

24. In pursuit of its specific objective, the project will work closely with the beneficiaries to identify, analyse, fine-tune and disseminate local innovations; create and consolidate rural entities and organizations (REOs) to enable local dialogue, decision-making and implementation of initiatives; enable individuals and groups to design and implement their own microprojects; and strengthen local service delivery capacity, public and private, to respond to the needs and demands of the target group.

25. Promotion of local innovations and initiatives will be the engine of the local development process. Local innovation will not be seen as a result but rather as a process of experimentation rooted in the dynamics of the local society. Whether technical, economic or organizational, local innovation always has a social dimension. The project will seek to strengthen the capacity of its target group to undertake innovative processes along the following:

New perception of a context or disruptive phenomenon --> initial idea --> collective or social appropriation of the idea --> transformation of the idea into an action plan --> experimentation and implementation --> fine-tuning and consolidation --> diffusion --> evaluation.

³ A logframe analysis of the project showing the linkages, verifiable indicators and assumptions made is presented in Appendix III.



26. Promoting gender equity in accessing project resources is one of the main thrusts. Based on the lessons learned, the project strategy will address women's specific vulnerabilities and strategic interests, mainstreaming gender issues in all the project's features.

C. Components

27. The project will have five components over eight years: (i) support to local innovation; (ii) capacity-building of REOs and other partners; (iii) establishment of a local innovation and initiatives support fund (FAILL); (iv) strengthening of local service-delivery capacity; and (v) project management.

28. **Support to local innovation.** When change occurs, innovation also starts. While an innovation may have conceptual and/or technical dimensions, it is always a social process that progressively involves – and is recognized by – an increasing number of people. All innovations require interactions between the local level (where they first appear) and upper (global) levels. Such local/global articulations can happen at various stages of the process and with a great diversity of modalities. The project will support not only technical innovations, but also economic, social or organizational innovations. A core team of project staff and village innovators (men and women) will be established to identify promising local innovations; help innovators link up with the relevant knowledge and partners; ensure that innovators can get capital; support the experimentation process with local innovations; train the innovators or other villagers as tutors and enablers of diffusion; evaluate the results and update the project approach accordingly. The project will fund: the equipment and operating costs of the core team; the implementation of the innovation-support process; and contractual partnerships with research institutions, the University of Niamey or other in-country institutions that may be involved on a regular basis in supporting innovation.

29. **Capacity-building of REOs and other partners.** Although many opportunities for organization-building are being opened up by ongoing social change, only small groups and informal networks have so far come to life. The project will build on two dynamic social trends: the increasing identification to a territory (i.e. emergence of common rules, pooling resources, etc.); and the appearance of new solidarity networks based on common aspirations or interests. The project will tailor its support to the diversity of the REOs to emerge, in terms of nature, size, objectives and maturity. Project support will be provided under contractual arrangements laying down the REO's action plan (AP), and the relative contributions to AP planning, implementation and evaluation. Special attention will be paid to the REOs' human resources development. Implementation will be entrusted to a core team of project staff and villagers (both men and women) mandated to manage the whole process for strengthening the REOs and implementing their APs. Provision is made for equipment and operating costs, and for the costs of implementing the process.

30. **Establishment of FAILL.** The AP-funding mechanisms, tested under the pilot R&D project, are totally relevant to the project strategy. Based on this experience, the APs will be fine-tuned to progress to better-structured, multi-annual inter-village development programmes. The promoters of innovations and initiatives will gain access to capital and knowledge through the APs of their REOs. Any action that has potential for furthering rural development or that responds to the needs of the poor will be eligible, being related to capacity-building, sharing of knowledge, infrastructure, equipment or materials. The FAILL may even cover part of the operating costs of a REO, or contribute matching funds on a grant basis to the equity of a microfinance initiative (it will not provide any credit lines). In this regard, experience has shown that this funding mechanism is likely to stimulate a strong demand for rural financial services. As a result, the project will support the linkages between villagers and microfinance institutions. The development of rural financial services in Aguié will, however, remain the prerogative of the IFAD-financed PDSFR. Guidelines (strategy, approach, financing rules) will be developed and regularly updated on the basis of experience, through a formal participatory process involving actors charged with project supervision, the consultative local partnership and the

local steering committee (LSC). Administrative staff within the project management unit (PMU) will be specifically charged with managing the FAILL.

31. **Strengthening of local service-delivery capacity.** This component will include: building selected rural infrastructure (a 32-km feeder road, integrated health centres, village classrooms and 50 village wells); and a fund to support partnerships for strengthening the local supply of services (FAROLS). The latter will provide institution-building support and training to local service providers that are actively engaged in promoting local innovations and initiatives. These partners may include: decentralized public departments of literacy, health, crops and livestock extension, environment and rural works; a local radio broadcasting station; emerging private local building contractors; consultants or auditors/accountants; and civil-society organizations.

32. **Project management.** The project will finance the establishment of a PMU and provide support for the various implementation and partnership arrangements spelled out in Section F.

D. Costs and Financing

33. The total project investment and incremental recurrent costs, including physical and price contingencies, are estimated at USD 17.56 million, over a period of eight years. A summary of costs by component and cofinancier is given in Tables 1 and 2 respectively.

Table 1: Summary of Project Costs^a
(USD '000)

| | Local | Foreign | Total | % Foreign Exchange | % Total Base Costs |
|--|--------|---------|--------|--------------------|--------------------|
| Support to local innovation | 1 142 | 145 | 1 287 | 11 | 8 |
| Capacity-building of REOs and other partners | 855 | 222 | 1 077 | 21 | 7 |
| Establishment of FAILL | 4 962 | - | 4 962 | - | 33 |
| Strengthening of local service-delivery capacity | 4 287 | 590 | 4 877 | 12 | 32 |
| Project management | 1 794 | 1 261 | 3 056 | 41 | 20 |
| Total base costs | 13 040 | 2 219 | 15 259 | 15 | 100 |
| Physical contingencies | 1 330 | 222 | 1 551 | 14 | 10 |
| Price contingencies | 600 | 152 | 751 | 20 | 5 |
| Total project costs | 14 969 | 2 592 | 17 561 | 15 | 115 |

^a Discrepancies in totals are due to rounding.

Table 2: Financing Plan^a
(USD '000)

| Components | Government | | IFAD | | BSF | | Beneficiaries | | Total | | Foreign Exchange | Local (Excl. Taxes) | Duties and Taxes |
|--|------------|----|--------|----|-------|----|---------------|----|--------|-----|------------------|---------------------|------------------|
| | Amt. | % | Amt. | % | Amt. | % | Amt. | % | Amt. | % | | | |
| Support to local innovation | 193 | 12 | 1 365 | 88 | - | - | - | - | 1 558 | 9 | 171 | 1 194 | 193 |
| Capacity-building of REOs and other partners | 131 | 10 | 1 162 | 90 | - | - | - | - | 1 293 | 7 | 260 | 902 | 131 |
| Establishment of FAILL | 873 | 16 | 1 679 | 31 | 1 679 | 31 | 1 227 | 23 | 5 458 | 31 | - | 4 585 | 873 |
| Strengthening of local service-delivery capacity | 984 | 17 | 3 063 | 55 | 1 558 | 26 | - | - | 5 605 | 32 | 681 | 3 940 | 984 |
| Project management | 375 | 10 | 2 734 | 75 | 538 | 15 | - | - | 3 647 | 21 | 1 480 | 1 793 | 375 |
| Total | 2 555 | 15 | 10 003 | 57 | 3 775 | 21 | 1 227 | 7 | 17 561 | 100 | 2 592 | 12 414 | 2 556 |

^a Discrepancies in totals are due to rounding.



34. IFAD will contribute about USD 10.00 million (or about 57% of the total costs). Discussions are ongoing and close to finalization for the BSF to provide a grant of about USD 3.77 (or about 21% of the total costs) to cofinance the project. The Government's contribution, estimated at USD 2.56 million (15% of total costs), will be in the form of taxes and duties. Total beneficiary contribution to the financing (in kind, cash or labour) is estimated at USD 1.23 million (7% of total costs).

E. Procurement, Disbursement, Accounts and Audit

35. **Procurement.** Vehicles and equipment worth more than USD 100 000 will be procured under international competitive bidding procedures. For amounts between USD 10 000 and 100 000, local competitive bidding (LCB) procedures will be applied. For amounts under USD 10 000, local shopping will be used. Civil works will be procured along LCB procedures. Contracts for consultants' services and studies will be awarded in accordance with UNOPS guidelines acceptable to the Fund.

36. **Disbursement.** Withdrawal of funds will be made in accordance with UNOPS procedures and in line with the loan agreement conditions. Upon loan effectiveness and satisfaction of disbursement conditions, IFAD will deposit a combined total of XOF equivalent to USD 550 000 in a Special Account to be maintained by the PMU in a commercial bank acceptable to IFAD.

37. **Accounts and audit.** The PMU and all partners will keep accounts in accordance with internationally accepted standards. Procedure manuals will be prepared and implemented from the first project year (PY). The PMU will compile the quarterly financial reports received from every partner and prepare a comprehensive quarterly report to be submitted to Government, IFAD and other financiers. All project-related accounts will be audited annually following terms of reference acceptable to IFAD. The consolidated audit report will be made available to IFAD not later than six months after the close of each fiscal year.

F. Organization and Management

38. Project organization is designed to guarantee sound and cost-effective management, and to further the transfer of responsibilities for implementation and monitoring and evaluation (M&E) to the REOs and other partners. The project will strengthen their capacities to do so, and its organization and management procedures are expected to evolve as a function of the REOs' progress. The project's organization is also designed to promote: real participation by local actors in strategic management; strong articulation between the REOs and their partners; and workable relations between the REOs and local promoters of innovations and initiatives.

39. The project will be implemented by the MDA and will involve the following entities:

- A **consultative local partnership (CLP)** will be open to any actor or entity involved in project implementation (local, national or international); it will review project progress and make proposals for strategic orientations and options; it will not have decision-making power, but its recommendations will be discussed by the decision-making bodies; with time, the CLP may become a local development association.
- A reduced **LSC** will review and approve annual workplans and budgets (AWP/Bs) and progress reports; it will include representatives from the MDA, the local councils (when established) and the main project partners; the majority of the membership will always be representatives of the beneficiaries, half of whom will be women.
- A national steering committee (NSC) will ensure the strategic orientation of the project, check the consistency of project thrusts with national strategies and approve the AWP/B; it will include representatives from MDA and other ministries, from REOs, and from local government and traditional authorities;



- A **PMU** operating as an autonomous entity under the MDA;
- **REOs**, which include innovation and initiative promoters, working with the project by means of their AP's, and eligible for project support;
- **Supervision** by IFAD, BSF, UNOPS, the MDA's Direction for Studies and Planning, and the Ministry of Finance and Planning's Direction for Planning and Programmes will assure overall control and take major strategic decisions.
- A **project development and implementation partnership (PDIP)** arrangement including the key stakeholders (at field level, within IFAD, and other resource persons and institutions) is under consideration by IFAD. The PDIP would build on the trustful relationship and partnership created during the PDRAA evaluation, the pilot implementation and project design. The PDIP would serve as a unique venue for impact enhancement, efficient implementation and learning.

40. Each of the above entities will have a partnership domain and management instrument (see Table 3). Target-group representatives are expected to take a leading role in most of them.

Table 3 : Partnership Instruments

| Partners / Partnership Arrangements | Instruments |
|--|---|
| Promoters | Microprojects |
| REOs | Action plans |
| PMU | Contracts |
| LSC | AWP/Bs |
| CLP | Partnership orientation and learning |
| Supervision | Project review and loan administration |
| NSC | Strategic orientation and AWP/B |
| PDIP | Strategic review of project implementation, impact, learning and policy |

41. The core teams charged with supporting local innovations and capacity-building will initially be under the **PMU**. However, they will be encouraged to become independent private (or civil-society) service providers working under contract for the project and other clients. In addition to their main roles, PMU staff will be appointed as project focal points for one or more key domains or skills (such as gender, NRM, microfinance, microenterprises, crops and livestock). The PMU will be directly managed by the two funds (FAIL and FAROLS).

42. **Monitoring and evaluation** will be an integrated function throughout the seven partnership instruments listed in Table 3. The bulk of the project's information will be generated through the M&E system. All project staff and partners will have a role in generating information and sending it to the M&E unit within the PMU. The latter will carry out three types of activities: (i) monitoring of activities and outputs; (ii) assessment of the impact on target groups; and (iii) at the institutional level, follow-up on the effectiveness of instruments and procedures. The unit will compile and analyse the data; create and manage the databases for REOs and partners, and produce, or engage consultants to produce, additional information. Provision is made for two mid-term reviews in PYs 3 and 6.

G. Economic Justification

43. The project will yield benefits with respect to crop and livestock production, agroforestry, NRM, diversification of income-generating activities for men and women, marketing and financial services, literacy and social organization. Some of these benefits are particularly relevant to women and/or youths. The list is expected to expand as implementation progresses. The project will also have benefits (economic, social and organizational) that cannot be generated by more traditional, top-down approaches, because of its focus on identifying and accessing new opportunities as opposed to simply



removing constraints. The project will also contribute significantly to the empowerment of the poor, both individually and at community level, by strengthening the local institutional framework and increasing its role in community affairs, and by enabling relations with a broader environment.

44. A classic cost-benefit analysis is not appropriate for this kind of open project. A set of individual economic activities, illustrating a large range of the activities to be implemented by the project, was however carefully analysed under the pilot R&D project. This examination has shown that all activities implemented under this pilot are highly profitable. Moreover, it is expected that significant poverty-reduction benefits will be generated due to: faster overall economic growth locally; higher production, with a larger share of value-added accruing to the target group; enhanced redistribution of wealth to the poor; increases in net private and public transfers to Aguié department through stronger bargaining power; and reduced risk and vulnerability. Though not a net increase in wealth, the latter is undoubtedly a real benefit.

45. **Gender.** Women now have more autonomy but they are also more vulnerable as their new opportunities often come with a weakening of traditional solidarity mechanisms. Actions initiated under the pilot R&D project that have generated direct benefits to women will be expanded, and gender issues will be mainstreamed in the project's strategy. The active role of women in mixed REOs will be fostered and they will be assisted to create their own REOs should this be their preference. Everyone involved in the project will benefit from gender training and sensitization.

H. Risks

46. Rainfall irregularity will undoubtedly remain the main risk, and major droughts have often interrupted emerging development dynamics and organizational processes in the past. The project's vulnerability-reduction strategy and flexible organization should make it possible to adjust actions and thereby allow it to continue playing a structure-building role. The quality of human resources (project staff, but also beneficiaries and partners) will also be a major risk, even though the core team is comprised of technicians and villagers with experience under the pilot R&D project. Special care will be taken when hiring the remaining staff, and external evaluations of individual performances will be carried out annually. The recruitment (dismissal) of key staff will be subject to IFAD approval. The financial controller will be recruited internationally. Moreover, under an IFAD TAG, work is being done in partnership with the University of Niamey, ENDA and the Université Catholique de Louvain, Belgium, in order to study the human resources requirements, and new professional profiles for local development officers.

I. Environmental Impact

47. A major success of PDRAA was the support it gave to the dissemination of improved individual and community-based NRM practices, thus contributing to a dramatic positive change in NRM, while drastically reducing the conflicts between herders and farmers. The scope of individual economic activities is limited and, a priori, will have no negative impact. However, NRM will be mainstreamed in the project strategy, and any actions that may introduce environmental risk will not be eligible for support; conversely, any sound practices or initiatives will be supported and a special effort will be made to address damaging practices, encroachment, lack of management of the three remaining forests, and biodiversity losses.

J. Innovative Features

48. The project is innovative in a number of ways. It builds on strong synergies between IFAD TAG programmes and investment loan projects. It is designed as a process-oriented operation based on partnerships among end-users, rural organizations, NGOs, key government officers, researchers, consultants, and other key resource persons and institutions. It also recognizes the dynamics of the



local society, and sees local innovation, initiative and knowledge as the engine of change and progress. Project activities will be implemented through negotiated contractual arrangements in order to promote ownership by local stakeholders. They will increasingly assume management responsibilities as the project proceeds. It is envisaged that building on this experience, the R&D participatory approach will be replicated in other projects in the region.

49. Due to the highly innovative nature of the project, IFAD is exploring the possibility of setting up a PDIP to follow up closely on implementation and impact achievement, and foster learning jointly with the local and external stakeholders. The PDIP would initially build on the experience of people who have been involved sustainably in project preparation including, besides IFAD staff, key end-users involved in the pilot R&D project, rural organizations, NGOs, key government officers, consultants, and the Universities of Bordeaux, Louvain and Niamey.

PART III - LEGAL INSTRUMENTS AND AUTHORITY

50. A loan agreement between the Republic of Niger and IFAD constitutes the legal instrument for extending the proposed loan to the borrower. A summary of the important supplementary assurances included in the negotiated loan agreement is attached as an annex.

51. The Republic of Niger is empowered under its laws to borrow from IFAD.

52. I am satisfied that the proposed loan will comply with the Agreement Establishing IFAD.

PART IV - RECOMMENDATION

53. I recommend that the Executive Board approve the proposed loan in terms of the following resolution:

RESOLVED: that the Fund shall make a loan to the Republic of Niger in various currencies in an amount equivalent to seven million six hundred thousand Special Drawing Rights (SDR 7 600 000) to mature on and prior to 15 November 2042 and to bear a service charge of three fourths of one per cent (0.75%) per annum, and to be upon such terms and conditions as shall be substantially in accordance with the terms and conditions presented to the Executive Board in this Report and Recommendation of the President.

Lennart Båge
President

**SUMMARY OF IMPORTANT SUPPLEMENTARY ASSURANCES
INCLUDED IN THE NEGOTIATED LOAN AGREEMENT**

(Loan negotiations concluded on 5 December 2002)

1. The Government of the Republic of Niger (hereafter “the Government”) shall make the proceeds of the loan and the BSF grant available to the Ministry of Agricultural Development (MDA) (lead project agency), in accordance with the relevant AWP/Bs and customary national procedures for development assistance to carry out the project.
2. The Government shall make available, during the project implementation period to the PMU counterpart funds from its own resources in an aggregate amount of USD 2 555 000. These counterpart funds will cover all taxes, duties and levies on the goods and services procured under the project, as well as the tax on allowances and salaries, for which the Government will assume responsibility by means of tax exemption or resort to the issuance of Treasury cheques. In the case of taxes on small expenditures and on other expenditures for which no recourse can be made to such procedure, the Government will make available to the PMU an aggregate amount in CFA francs equivalent to USD 70 000. This amount will be revised from time to time, as necessary, based on the findings of mid-term reviews (MTRs) in project years 3 and 6.
3. As part of maintaining sound environmental practices, the Government shall maintain appropriate pest management practices under the project. To that end, the Government shall ensure that pesticides procured under the project do not include any pesticide that is either proscribed by the International Code of Conduct on the Distribution and Use of Pesticides of the Food and Agriculture Organization of the United Nations, as amended from time to time, or listed in Tables 1 (Extremely Hazardous) and 2 (Highly Hazardous) of the World Health Organization’s Recommended Classification of Pesticides by Hazard and Classification, 1996-1997, as amended from time to time.
4. The M&E unit will be located within the PMU under the authority of the project director. The unit will be responsible for the compiling and distribution of information to all local stakeholders and for assisting such stakeholders in designing and implementing their own information and M&E systems. Two MTRs undertaken during the course of project implementation will make it possible to decide on major strategic developments and on adjustments to be introduced on a yearly basis. The M&E system will be based on a participatory approach involving all stakeholders. The M&E unit will regularly submit reports to the CLP and implement any recommendations issued by CLP. Apart from allowing for strategic direction and assessments of project impact, the M&E system will also make it possible to: (i) contribute to strengthening the management capacity of the target group, REOs, project management and other stakeholders involved, and to monitor and evaluate project progress, (ii) identify and analyse developments in the project area, and (iii) provide support to and participate in self-evaluation exercises on the part of the various local stakeholders.
5. The Government will insure project staff against health and accident risks, in accordance with regulations in force within the country.
6. Project staff will be recruited on the basis of competitive selection, satisfactory to IFAD, open to candidates from the private and public sectors (provided the latter can be seconded to the project). Staff will be recruited on yearly contracts renewable subject to satisfactory performance. Arrangements will be made for yearly evaluations of staff performance. Decisions on the recruitment (or dismissal) of key project staff (project director, technical operations officer, administrative and financial officer, management officer, and M&E officer) will be taken in collaboration with IFAD. The Government will ensure that, all things being equal, women will be given priority consideration for key posts within the project.



ANNEX

7. The following are specified as additional conditions to effectiveness:
- (i) the project will have been registered under the national budget;
 - (ii) the PMU will have been established by MDA decree;
 - (iii) a letter will have been sent to IFAD regarding the allocation of funds from PDRAA to the women's credit component of the Special Programme of the President of the Republic in agreement with the PDSFR, for the purpose of supporting rural financial services operating in the project area;
 - (iv) the financial services operating in the project area will have been transferred to PDSFR;
 - (v) all PDRAA assets will have been transferred to the project, in accordance with procedures acceptable to IFAD;
 - (vi) IFAD will have approved the preliminary drafts of the operations and procedures manuals;
 - (vii) recruitment of the project director, technical operations officer, administrative and financial officer, management officer, and M&E officer will have been approved by IFAD;
 - (viii) the special account and the project account will have been opened. An amount in CFAF equivalent to USD 70 000, corresponding to the Government's counterpart funds, will have been deposited into the Project Account;
 - (ix) the loan agreement will have been duly signed, once the Government has been authorized to sign and execute such agreement; and
 - (x) a favourable legal opinion, delivered by a competent authority legally vested with this power, and acceptable both in form and substance, will have been delivered by the Government to



APPENDIX I

COUNTRY DATA

NIGER

| | | | |
|--|-----------------------|---|---------|
| Land area (km² thousand) 2000 1/ | 1 267 | GNI per capita (USD) 2000 1/ | 180 |
| Total population (million) 2000 1/ | 10.8 | GNP per capita growth (annual %) 2000 1/ | 0.0 |
| Population density (people per km²) 2000 1/ | 9 | Inflation, consumer prices (annual %) 2000 1/ | 2.9 |
| Local currency | CFA Franc BCEAO (XOF) | Exchange rate: USD 1 = | XOF 609 |
| Social Indicators | | Economic Indicators | |
| Population (average annual population growth rate) 1980-99 2/ | 3.3 | GDP (USD million) 2000 1/ | 1 861 |
| Crude birth rate (per thousand people) 2000 1/ | 51 a/ | Average annual rate of growth of GDP 2/ 1980-90 | -0.1 |
| Crude death rate (per thousand people) 2000 1/ | 18 a/ | 1990-99 | 2.4 |
| Infant mortality rate (per thousand live births) 2000 1/ | 116 a/ | Sectoral distribution of GDP 2000 1/ | |
| Life expectancy at birth (years) 2000 1/ | 46 a/ | % agriculture | 41 a/ |
| Number of rural poor (million) (approximate) 1/ | 5.7 | % industry | 17 a/ |
| Poor as % of total rural population 2/ | 66 | % manufacturing | 6 a/ |
| Total labour force (million) 2000 1/ | 5.1 | % services | 42 a/ |
| Female labour force as % of total 2000 1/ | 44 | Consumption 2000 1/ | |
| Education | | General government final consumption expenditure (as % of GDP) | 15 a/ |
| School enrolment, primary (% gross) 2000 1/ | 29 a/ | Household final consumption expenditure, etc. (as % of GDP) | 81 a/ |
| Adult illiteracy rate (% age 15 and above) 2000 1/ | 84 | Gross domestic savings (as % of GDP) | 4 a/ |
| Nutrition | | Balance of Payments (USD million) | |
| Daily calorie supply per capita, 1997 3/ | 2 097 | Merchandise exports 2000 1/ | 320 |
| Malnutrition prevalence, height for age (% of children under 5) 2000 1/ | 40 | Merchandise imports 2000 1/ | 450 |
| Malnutrition prevalence, weight for age (% of children under 5) 2000 1/ | 40 | Balance of merchandise trade | -130 |
| Health | | Current account balances (USD million) | |
| Health expenditure, total (as % of GDP) 2000 1/ | 2.6 | before official transfers 1999 1/ | -160 |
| Physicians (per thousand people) 1999 1/ | 0.03 a/ | after official transfers 1999 1/ | -174 |
| Population using improved water sources (%) 1999 4/ | 59 | Foreign direct investment, net 1999 1/ | n.a. |
| Population with access to essential drugs (%) 1999 4/ | 66 | Government Finance | |
| Population using adequate sanitation facilities (%) 1999 4/ | 20 | Overall budget deficit (including grants) (as % of GDP) 1999 1/ | n.a. |
| Agriculture and Food | | Total expenditure (% of GDP) 1999 1/ | n.a. |
| Food imports (% of merchandise imports) 1999 1/ | 39 a/ | Total external debt (USD million) 1999 1/ | 1 621 |
| Fertilizer consumption (hundreds of grams per ha of arable land) 1998 1/ | 2 | Present value of debt (as % of GNI) 1999 1/ | 55 |
| Food production index (1989-91=100) 2000 1/ | 137.1 | Total debt service (% of exports of goods and services) 1999 1/ | 16.8 |
| Cereal yield (kg per ha) 2000 1/ | 368 | Lending interest rate (%) 2000 1/ | n.a. |
| Land Use | | Deposit interest rate (%) 2000 1/ | 3.5 |
| Arable land as % of land area 1998 1/ | 3.9 | | |
| Forest area (km ² thousand) 2000 2/ | 13 | | |
| Forest area as % of total land area 2000 2/ | 1.0 | | |
| Irrigated land as % of cropland 1998 1/ | 1.3 | | |

a/ Data are for years or periods other than those specified.

1/ World Bank, *World Development Indicators* database

2/ World Bank, *World Development Indicators*, 2001

3/ UNDP, *Human Development Report*, 2000

4/ UNDP, *Human Development Report*, 2001

PREVIOUS IFAD FINANCING TO NIGER

| Project Name | Initiating Institution | Cooperating Institution | Lending Terms | Board Approval | Loan Effectiveness | Current Closing Date | Loan/Grant Acronym | Currency | Approved Loan/Grant Amount | Disbursement (as % of approved amount) |
|--|------------------------|-------------------------|---------------|----------------|--------------------|----------------------|--------------------|----------|----------------------------|--|
| Second Maradi Rural Development Project | World Bank: IDA | World Bank: IDA | HC | 07 May 80 | 19 Nov 80 | 30 Sep 88 | L - I - 37 - NG | SDR | 9 700 000 | 62% |
| Aguié Rural Development Project | IFAD | UNOPS | HC | 11 Dec 91 | 28 Aug 92 | 30 Jun 99 | L - I - 292 - NG | SDR | 8 250 000 | 81% |
| Rural Financial Services Development Programme | IFAD | UNOPS | HC | 03 May 00 | 08 Jun 01 | 31 Dec 11 | L-I-533-NE | SDR | 8 800 000 | 5% |
| Rural Financial Services Development Programme | IFAD | UNOPS | HC | 10 Dec 99 | 27 Nov 00 | 31 Dec 02 | G.-S.-.87-NE | USD | 75 000 | 90% |
| Special Country Programme - Phase II | IFAD | UNOPS | HC | 13 Sep 95 | 27 Feb 98 | 31 Dec 03 | G - I - 36 - NE | USD | 30 000 | 84% |
| Special Country Programme - Phase II | IFAD | UNOPS | HC | 13 Sep 95 | 27 Feb 98 | 31 Dec 03 | G - S - 45 - NE | USD | 50 000 | 77% |
| Special Country Programme - Phase II | IFAD | UNOPS | HC | 13 Sep 95 | 27 Feb 98 | 31 Dec 03 | L - I - 381 - NG | SDR | 7 950 000 | 75% |
| Special Country Programme - Phase II | IFAD | UNOPS | HC | 13 Sep 95 | 27 Feb 98 | 31 Dec 03 | L - S - 46 - NG | SDR | 1 600 000 | 16% |
| Special Country Programme | IFAD | UNOPS | HC | 03 Dec 87 | 13 Jul 88 | 31 Mar 95 | G - S - 7 - NG | SDR | 700 000 | |
| Special Country Programme | IFAD | UNOPS | HC | 03 Dec 87 | 13 Jul 88 | 31 Mar 95 | G - S - 8 - NG | USD | 587 000 | 96% |
| Special Country Programme | IFAD | UNOPS | HC | 03 Dec 87 | 13 Jul 88 | 31 Mar 95 | L - S - 23 - NG | SDR | 3 350 000 | 19% |
| Special Country Programme | IFAD | UNOPS | HC | 03 Dec 87 | 13 Jul 88 | 31 Mar 95 | L - S - 9 - NG | SDR | 10 250 000 | 98% |



LOGICAL FRAMEWORK

| | Description | Indicateurs | Moyens de Vérification | Risques et mesures de limitation |
|----------------------|--|---|---|--|
| 3 Objectif Global | <p>Revenu et conditions de vie des 30 000 familles les plus pauvres d'Aguié, des femmes et des jeunes sont améliorés ; les aspects de genre et de gestion des ressources naturelles ont été pris en compte</p> | <p>Questions clé : 1/Comment les conditions de vie et le revenu du groupe cible et de chacune de ses composantes ont ils évolué ? 2/Quelles ont été les évolutions en termes de genre et de gestion des ressources naturelles et comment se sont elles traduites pour le groupe cible et chacune de ses composantes ? 3/L'inégalité entre les genres s'est elle réduite ? 3/Quel a été le rôle du projet dans ces changements ?</p> <p>Indicateurs:(désagrégés par composante du groupe cible)</p> <ol style="list-style-type: none"> 1. Diversité des sources et accroissement du volume des revenus 2. Taux de malnutrition, mortalité infantile, infanto-juvénile, maternelle 3. Importance des différents types d'exode 4. Taux de couverture et/ou d'utilisation des services sociaux essentiels (eau, santé, éducation, alphabétisation) 5. Rôle social (relations locales et avec le global, poids dans les décisions locales) 6. État des ressources naturelles et de leur utilisation (en particulier par les groupes cible) | <p>Statistiques sociales et économiques, Suivi d'un échantillon de familles de référence enquêtes socio-éco périodiques enquêtes d'opinion auprès des bénéficiaires et des partenaires Bases de données sur les innovations et initiatives les IOR, et sur les partenariats Diagrammes d'analyse des partenariats par action, par IOR et analyse du partenariat local Rapports du projet et de ses organes (dont « auto »-évaluations aux différents niveaux : actions, IOR, Partenariat d'Orientation/Partenariat Local, UGP, Supervisions) Schémas d'action des IOR</p> | <p>Une crise climatique majeure briserait la progression appuyée par le projet. <i>Celui-ci, par sa conception, son organisation et sa flexibilité pourrait appuyer les initiatives et innovations visant spécifiquement à y répondre .</i></p> <p>L'adoption d'une approche « développement local » s'appuyant sur la reconnaissance de la capacité des populations rurales à prendre des initiatives et à innover constitue une rupture par rapport pratiques d'aide au développement antérieures. Elle demandera la mise en place de nouvelles institutions et la réforme de celles qui existent. Elle demandera également une modification profonde du comportement des institutions et des personnes, qu'il s'agisse des techniciens (publics ou privés), des administratifs ou des ruraux. <i>La ligne politique choisie par le Gouvernement (Stratégie de réduction de la pauvreté, dialogue social, décentralisation...) et la prise de conscience, de plus en plus partagée, du caractère indispensable de cette réforme, combinées à la motivation et au dynamisme des populations rurales, ouvrent des possibilités importantes que le projet devrait permettre au moins en partie de concrétiser.</i></p> <p>Les ressources humaines (techniciens et leaders ruraux) formées ou même sensibilisées à cette approche sont encore à Aguié trop rares et les possibilités de les étoffer existent mais restent limitées. <i>Au cours de l'année 2002, l'équipe de techniciens s'est étoffée et le nombre de leaders ruraux en contact étroit avec le projet s'est accru. Une attention particulière serait apportée lors du recrutement du personnel additionnel du projet, mais surtout, l'accent serait mis sur la création d'une base de ressources humaines au sein même des populations cibles</i> <i>Des partenariats externes (nationaux et internationaux) devraient au cours de la durée du projet permettre aux acteurs locaux de confronter leur expérience avec celles vécues dans des situations similaires e de l'enrichir.</i></p> |

| | Description | Indicateurs | Moyens de Vérification | Risques et mesures de limitation |
|---------------------|--|--|------------------------|----------------------------------|
| Objectif Spécifique | Les capacités des populations cible à définir, concevoir et mettre en œuvre, au sein d'un processus de développement local et dans une logique de partenariats, des initiatives et innovations techniques, économiques et sociales, leur permettant de réduire leur pauvreté et leur vulnérabilité, (notamment sécurité alimentaire) sont renforcées | <p>Questions clé :</p> <ol style="list-style-type: none"> 1. Quelles ont été les évolutions de la vulnérabilité de chaque composante du groupe cible ? 2. Un processus de développement local a-t-il été lancé, quels en sont les acteurs, comment s'articulent ils, quelle y est la place des groupes cible et quelle est son évolution ? 3. Quelles sont les Instances et Organisations Locales, qui représentent elles, quels sont leurs rôles et leurs réseaux de relations ; 4. Quelles initiatives et innovations sont nées et quelle est l'importance de leur diffusion ? 5. Quelles sont les compétences acquises par les groupes cibles et quelle est l'étendue de cette acquisition ? 6. Comment et dans quelle mesure ces changements ont ils contribué à réaliser l'objectif global ? 7. Quel a été dans ces changements le rôle du projet ? <p>Indicateurs:(désagrégés par composante du groupe cible) (En sus de ceux-cités précédemment)</p> <ol style="list-style-type: none"> 1. Nombre de ménages accédant à la sécurité alimentaire 2. Évolution de l'épargne (monétaire, bétail...) et de la possession de biens de capital (productifs ou domestiques), du prix de la main d'œuvre agricole et de la terre, des niveaux et des modes de contribution aux cérémonies 3. Nature, étendue et rôles des mécanismes de solidarité 4. Emploi des jeunes et exode | | |

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| Produits | <p>1. des innovations locales permettant de réduire la vulnérabilité et la pauvreté sont repérées, mises au point, validées, socialisées et diffusées</p> | <p>Questions clé :</p> <ol style="list-style-type: none"> 1. Les initiatives et innovations appuyées ouvrent elles des possibilités de répondre aux objectifs global et spécifique du projet ? 2. Touchent elles l'ensemble des thèmes et groupes cible et ne se focalisent elles pas sur certains en laissant de côté d'autres tout aussi importants ? 3. Les mécanismes de repérage, d'appui, validation, socialisation et de diffusion par essaimage sont ils pertinents, fonctionnels et efficaces ? 4. Les ressources humaines nécessaires à l'essaimage ont elles été créées ? 5. Quelles initiatives et innovations ont avorté, pourquoi et combien ? 6. Quelles possibilités pérennes d'articulation entre acteurs locaux et ressources et savoirs plus globaux ont été créées ? <p>Indicateurs:(désagrégés par composante du groupe cible) Nombre, typologie, stade de maturité, potentiel d'impact des innovations ; Liste des partenaires et ressources globales mobilisées et analyses Nombre de formateurs (« parrains ») formés et étendue de la diffusion (au sein de la zone et vers l'extérieur) ; Importance et pérennité de l'accès des acteurs locaux aux ressources et savoirs plus globaux Documents d'appui produits</p> | <p>Base de données par action et sur les partenariats Enquêtes Schémas d'action des IOR Rapports du Projet, des IOR et des partenaires</p> | <p>Souvent les populations les plus vulnérables ne sont pas les innovateurs les plus actifs ou les principaux porteurs d'initiatives ce qui pourrait biaiser le ciblage des actions du projet vers les intérêts des groupes intermédiaires ou moins pauvres. <i>Les mécanismes de socialisation et l'incorporation des innovations au sein des schémas des IOR servant de base à la négociation des appuis du projet devrait permettre de limiter ce risque</i></p> <p>Les expériences de partenariat avec les institutions nigériennes de recherche tentées dans le cadre du PAIIP, ouvrent des perspectives, mais illustrent bien les difficultés de l'exercice. Il n'est pas encore prouvé que les crises qui paraissent inévitables dans la mise en œuvre de ce type de partenariat puissent être surmontées. <i>Dans la plupart des cas l'innovation locale ne demande pas d'intervention de la recherche. Les modes d'accès aux savoirs globaux sont divers ; Le FIDA appuie au moyen d'autres instruments (TAG) une évolution du comportement de certaines institutions de recherche et de leurs chercheurs qui devraient leur permettre de nouer plus facilement des relations de partenariat avec des organisations de développement local .</i></p> <p>Les mécanismes d'articulation entre local et global au sein des processus d'innovation créés lors de la mise en œuvre du projet ne lui survivent pas. <i>Le PPILA favorisera le développement de relations de partenariat (i.e. basées sur des intérêts mutuels) et s'appuierait sur un réseau de personnes ressource, ayant des liens forts avec Aguié et se trouvant à proximité ou au sein des partenaires externes.</i></p> |
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| <p>2. les populations cible se dotent d'Instances et d'Organisations Rurales (IOR), de concertation, d'orientation, de décision, et/ou de mise en œuvre des initiatives et innovations locales ; celles-ci se consolident aux niveaux inter-villageois et local et s'articulent éventuellement avec des IOR extérieures</p> | <p>Questions clé :</p> <p>A/ Pour chacune des IOR</p> <ol style="list-style-type: none"> 1. Comment son objet ou son mandat contribue t il à la stratégie du PPILA ? 2. Quels services rendent elles à leur membres et en particulier à ceux appartenant aux groupes cible ? 3. Son action est elle cohérente avec son objet ? 4. Quelles ressources humaines permet elle de créer (type quantité et qualité) ? 5. Quels sont ses partenaires, ses relations avec les autres IOR ? 6. Quelle y est la qualité de la prise de décisions et le rôle joué par les groupes cible ? 7. Suit elle la trajectoire de progression, la démarche et les modalités de mise en œuvre du schéma d'action accordées avec le projet (suivi-évaluation et gestion en particulier) ? 8. Quelle est la qualité de son schéma d'action ? 9. Quel est son niveau de maîtrise des différentes compétences de base et tâches ? 10. Quelle est sa contribution au Partenariat Local ? <p>B/ Sur l'ensemble de la composante</p> <ol style="list-style-type: none"> 1. Les IOR appuyées ouvrent elles des possibilités de répondre aux objectifs global et spécifique du projet ? 2. Touchent elles l'ensemble des thèmes et groupes cible et ne se focalisent elles pas sur certains en laissant de côté d'autres tout aussi importants ? 3. Quelles compétences ont elles acquises et comment progressent elles en termes de maîtrise d'ouvrage ? 4. Quelles ressources humaines y ont été créées sont elles valorisables et valorisées dans d'autres IOR ou autres contextes ? 5. Les mécanismes de repérage, d'appui et d'accompagnement et de diffusion du savoir faire (organisation, gestion, démarche projet) par essaimage sont ils pertinents, fonctionnels et efficaces ? 6. Quelles idées d'IOR ont avorté, pourquoi et combien ? 7. Quelles possibilités pérennes d'articulation entre IOR, avec les acteurs locaux et d'autres acteurs plus globaux ont été créées ? 8. Comment progressent elles vers des niveaux inter-villageois et la constitution d'un partenariat local ? 9. Les collectivités locales reconnaissent elles « l'utilité publique » de certaines IOR et sont elle prêtes à les appuyer financièrement, le font elles ? <p>Indicateurs</p> <p>Nombre, typologie, pertinence, représentativité, qualité et pérennité des instances et organisations rurales ayant émergé et des « services rendus » Ressources humaines et partenariats créées Degré de responsabilité qu'elles sont capables d'assumer Degré de participation et contribution au partenariat local Documents d'appui produits</p> | <p>Base de données sur les instances et organisations rurales ; Analyse de leur organique et programmes de travail ; Audits ; Liste des partenaires Diagrammes d'analyse de leurs partenariats Schémas d'Action et contrat de financement</p> | <p>Risque de récupération ou d'appropriation du processus par des groupes dominants n'appartenant pas aux groupes cible. <i>Contrairement à nombre de projets qui ne misent que sur un seul type d'instance ou d'organisation rurale, le PPILA aura la possibilité un éventail très large d'acteurs locaux (certains groupes tels les peuls qui auraient peut être du mal à faire entendre leur voix au sein d'une organisation rurale territoriale pourraient le faire au sein par exemple d'une associations d'éleveurs, etc.)</i></p> <p>Les organisations et instances rurales perdent ou n'acquièrent pas de substance propre mais servent seulement à gérer les fonds du projet. <i>Contrairement à nombre de projets, le PPILA aurait la possibilité d'adapter les modalités de ses appuis à la fonction et au degré de maturité de chaque instance ou organisation.</i></p> |
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| <p>3. les populations cibles mettent en œuvre avec leurs partenaires, des innovations et initiatives qui leur permettent de réduire leur pauvreté et leur vulnérabilité et d'améliorer leur sécurité alimentaire</p> | <p>Questions clé :</p> <p>A/Pour chacune des initiatives et innovations:</p> <ol style="list-style-type: none"> 1. Quels en sont les bénéfices (revenu, conditions de vie, pouvoir de négociation) les porteurs et les bénéficiaires ? 2. Quel sont leurs degrés de pertinence par rapport aux différentes composantes du groupe cible ? 3. Dans quelle mesure et comment contribue t elle à améliorer les aspects de genre et de gestion des ressources naturelles ? 4. Quel en est le pouvoir structurant (comment, dans quelle mesure) ? 5. Est elle diffusable/diffusée (village, inter-village, local, extérieur) ? 6. Quelles partenaires et /ou modalités d'articulation local/global a elle met elle en jeu ? <p>B/Au niveau des schémas d'action</p> <ol style="list-style-type: none"> 1. Quelles sont leurs orientations principales (domaines, types d'actions, etc.) ? 2. Sont il cohérents avec la stratégie du projet et comment la précisent ils ? 3. Comment reflètent ils l'objet explicite de l'IOR ? 4. Qui sont les porteurs d'action, appartiennent ils aux groupes cible ? 5. Comment et dans quelle mesure sont ils le reflet d'une vision stratégique et quelle est la profondeur de leur horizon temporel ? <p>Indicateurs :</p> <p>Nombre, typologie, qualité (cohérence avec l'objectif spécifique du projet en particulier) et impact des innovations et initiatives mises en œuvre ; Proportion des idées d'action qui se sont concrétisées ; Nombre et typologie des porteurs d'action (notamment par des femmes et des jeunes) ; Nombre et typologie des bénéficiaires (femmes, jeunes) Liste, nombre, analyse des partenariats créés Typologie des schémas d'action et analyse</p> | <p>Base de données par actions (outre des éléments sur l'action elle comporterait des informations sur les porteurs de projet, les bénéficiaires et les partenaires impliqués aux différents stades)</p> | <p>L'absence d'organisations locales pourrait se traduire par une capacité limitée à proposer des innovations. <i>La capacité à proposer des actions augmentera avec le temps. En outre le PPILA se dotera d'une capacité d'animation et de facilitation. Il aura également les moyens de détecter et de s'articuler avec les « foyers » d'innovation les plus actifs au sein de la société et ce quelle que soit leur nature (cela renvoie cependant une fois de plus au risque de l'insuffisance de ressources humaines);</i></p> <p>Les innovations et initiatives souhaitées par les populations divergent de la stratégie du projet ; <i>La responsabilité du pilotage stratégique sera partagée entre le projet et les instances et organisations rurales. Celles-ci devraient non seulement jouer un rôle de filtre mais aussi de porteur et de co-concepteur de la stratégie avec le projet</i></p> |
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| | <p>4. les populations cible ont accès à une offre locale de services adaptée plus étoffée, pérenne et de meilleure qualité</p> | <p>Questions clé ?</p> <ol style="list-style-type: none"> 1. L'offre locale de services répond elle aux différentes demandes des populations cible ? 2. Les choix faits en matière de renforcement sont ils cohérents avec la stratégie du projet, cela se vérifie t il au niveau des bénéfécies, dans quelle mesure et comment ? 3. Initiatives locales et renforcement de l'offre de services évoluent elles de manière cohérente et complémentaire ? 4. Les renforcements appuyés par le projet sont ils pérennisables et comment ? 5. Les prestataires de service contribuent ils à la démarche de développement local ? 6. Les collectivités locales reconnaissent elles « l'utilité publique » de certains prestataires de service privés ou de la société civile et sont elle prêtes à les appuyer financièrement, le font elles ? <p>Indicateurs</p> <p>Liste des services disponibles sur la zone Bénéfices Pérennité de l'offre Professionnalisme de ceux-ci Niveau d'accessibilité (géographique, financière) pour les populations cible Niveau d'utilisation Contribution à l'objectif spécifique</p> | <p>État des lieux périodiques Evaluations conjointes (prestataire, projet, bénéféciaires) Etudes spécifiques Enquêtes auprès des utilisateurs</p> | <p>La révision de la répartition des rôles entre Etat, futures collectivités locales, société civile et secteur privé si elle a été amorcée au Niger n'en est encore qu'aux premières étapes. Le manque d'alternative peut conduire à confier, à des structures d'Etat, dans l'espoir d'obtenir des résultats rapides, des tâches qui à terme ne seraient pas de leur ressort plutôt que de miser sur un processus plus long de création d'une offre de services privée ou assurée par exemple par des organisations rurales. <i>Chaque fois que souhaitable et possible des solutions mixtes ou des possibilités de transition seraient aménagées.</i></p> |
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ORGANISATION ET GESTION

Organisation générale du Projet

1. Les organes du projet comprendront (voir diagramme en Appendix 5):
 - **Comité de Pilotage (CP) au niveau national;**
 - un **Conseil Décisionnel Local (CDL)** se réunissant au niveau d'Aguié et chargé d'adopter les PTBA (et de réaliser les arbitrages) et de valider les rapports d'exécution technique et financière. Constitué d'un nombre restreint de membres, il sera présidé par un représentant de la tutelle nationale (MDA). Ses autres membres seront des représentants des populations cibles (organisations et instances rurales) des opérateurs et des collectivités locales élues (département et communes) une fois devenues fonctionnelles;
 - un **Cadre de Concertation des Partenaires (CCP)** ouvert à l'ensemble des acteurs locaux impliqués dans la mise en œuvre du projet, dont bien sur les IOR, mais aussi aux autres partenaires nigériens ou internationaux. Il aura un rôle consultatif;
 - une **Unité de Gestion du Projet (UGP)** chargée par la tutelle d'exécuter le projet;
 - des **Instances ou Organisations Rurales (IOR)** partenaires du projet au travers des Schémas d'Action qu'il cofinancera et dont il appuiera la mise en œuvre;
 - des **Porteurs d'Initiatives ou d'Innovation (PII)** individuels ou collectifs s'articulant avec le projet au travers des IOR.

2. En outre si sa mise en place était décidée par le FIDA, un **Partenariat de Développement et d'Accompagnement (PDAP)** regroupera les principaux partenaires intérieurs et extérieurs du projet.

3. Ces organes devront chacun progresser et se perfectionner dans la maîtrise du cycle diagnostic/programmation/action ou décision/évaluation autour d'objets propres à chacun d'eux

Tableau 1: Organes, responsabilités et instruments du partenariat

| Partenaire / Arrangement de partenariat | Instruments |
|--|---|
| Porteurs de micro-projet | Le micro-projet |
| IOR | Le schéma d'action |
| UGP | Les conventions et contrats |
| CDL | Les PTBAs |
| CCP | Gestion du partenariat et apprentissage |
| CP | Orientation stratégique et PTBA |
| Supervision (Gouv.+IFAD/UNOPS) | La stratégie d'ensemble du projet |
| Partenariat pour le développement et l'accompagnement du Projet (PDAP) | Examen stratégique de l'exécution, l'impact, l'apprentissage et le dialogue politique |



Tutelle et supervision

4. L'agent principal du PPILA sera le Ministère chargé du développement agricole qui en assumera la tutelle. La supervision technique, administrative et financière du PPILA sera assurée: pour le compte du FIDA et du BSF par l'UNOPS, Institution Coopérante; pour le compte du Gouvernement par le MDA au travers de sa Direction des Études et Programmes (DEP) et d'autres départements intéressés.

5. La nature du projet demandera à ces institutions d'accroître leur implication dans les choix stratégiques et donc leur présence sur le terrain ainsi que le temps consacré au projet. Dans l'hypothèse où le FIDA décide de formaliser le Partenariat de Développement et d'Accompagnement du Projet (PDAP) de la mise œuvre du PPILA, ces trois institutions en seront membres. Elles devront notamment être présentes à Aguié, lors des principales réunions du Partenariat d'Orientation/Partenariat Local.

Comité de pilotage (CP)

6. Le CP est présidé par un représentant du MDA et composé de représentants des ministères concernés, soit, les ministères de l'Economie et des finances, de la Santé, des Ressources Animales, des représentants des IOR, des autorités administratives et coutumières de la zone, du Secrétaire général adjoint de la préfecture de Maradi et des Directeurs régionaux du plan et de l'agriculture. Le CP assurera l'orientation stratégique du Projet, en vérifiera la cohérence par rapport aux orientations nationales, en assurera l'harmonisation avec d'autres projets ou opérations de développement dans la zone et approuvera les PTBA.

Conseil Décisionnel Local (CDL)

7. Il s'agit d'une structure légère (moins de dix personnes) capable de se réunir facilement (au moins une fois par trimestre) à Aguié et privilégiant la fonctionnalité. Sa composition et ses fonctions seront amenées à évoluer au cours de la vie du projet. Il devra devenir progressivement le «conseil d'administration» du projet et refléter l'évolution du Partenariat d'Orientation/Partenariat Local (voir ci-dessous).

8. Au démarrage du projet, sa présidence serait confiée à un représentant de la tutelle du projet (MDA). Les IOR partenaires du projet (ayant «signé» un accord de financement d'un schéma d'action) seront représentées au niveau du CDL et devraient progressivement y acquérir la majorité des voix. Celles constituées sur une base géographique et celles de caractère plus professionnel ou thématique auront des représentants distincts. Les communes une fois devenues fonctionnelles pourront disposer d'un représentant. Un siège pourra également être attribué à un représentant des principaux opérateurs. Chacun des membres du CDL sera désigné ou élu par ses pairs selon des procédures transparentes. La décision de modifier la composition du CDL sera du ressort de la supervision, à l'occasion des revues annuelles ou des examens à mi-parcours.

9. Au démarrage du projet, le CDL aura pour tâche d'examiner et de valider les PTBA et les rapports avant leur soumission au niveau national et aux bailleurs de fonds. Progressivement il sera amené à acquérir un pouvoir de décision et de contrôle. Il aura le devoir de délibérer sur l'ensemble des points qui lui seront soumis par les autres organes du projet.

Cadre de Concertation des Partenaires (CCP)

10. Contrairement au CDL, il s'agira d'une structure ouverte misant sur la richesse de la diversité des points de vue et des échanges. Il comprendra des représentants de l'ensemble des IOR et sera ouvert à tout acteur local ou non, impliqué ou souhaitant s'impliquer, dans la vie du projet. Il se



APPENDIX IV

réunirait au moins deux fois par an à Aguié. Il n'aura pas de pouvoir de décision mais d'analyse, d'évaluation, de réflexion et de proposition. Au fur et à mesure que la qualité et la pertinence de ses recommandations s'affirmeront, il deviendra un organe essentiel du pilotage stratégique du projet

11. Outre ce cycle annuel de pilotage de la stratégie du projet, le CCP devrait choisir chaque année un nombre limité de thèmes (vie du projet, société locale, concrets ou abstraits...) sur lesquels il devra mener une réflexion/recherche/analyse bien structurée. C'est sans doute autour de ces thèmes que seront associés des partenaires externes comme les universités ou d'autres organismes engagés dans des logiques de recherche-action.

Unité de gestion du projet

12. Il s'agit d'une unité administrative dotée de l'autonomie de gestion et de patrimoine créée par arrêté du Ministre chargé du développement Agricole. Elle sera basée à Aguié. Elle aura le rôle de:

- administrer et gérer le projet (relations avec la tutelle et les bailleurs, relations contractuelles avec les prestataires de services et les fournisseurs, aspects administratifs et financiers et contractuels des relations avec les IOR);
- mettre en œuvre des actions liées aux composantes (appui à l'innovation, aux IOR, à la mise en place et au fonctionnement des organes du projet).

13. La trajectoire de progression (perfectionnement de l'intervention) de l'UGP combinera (i) une expansion (avec la montée en nombre des opérateurs et des IOR et donc du nombre de contrats) puis une stabilisation des tâches d'administration et de gestion, (ii) une délégation progressive aux autres organes du projet des tâches rentrant dans leurs mandats et pour lesquelles ils auront acquis les compétences et les niveaux d'organisation nécessaires.

14. Au niveau de l'ensemble de l'UGP, un esprit, des méthodes et des mesures concrètes seront mises en place pour instaurer et maintenir une logique de travail en équipe (circulation de l'information, liberté d'accès à l'information, réunions d'équipe hebdomadaires, etc.).

15. Les fonctions liées aux composantes seront assumées par une équipe placée sous l'autorité et la coordination d'un Responsable des opérations technique. Cette équipe sera articulée en deux pôles disposant chacun d'un budget et de moyens humains et matériel spécifiques (IOR et innovation) mais organisant conjointement leurs actions communes et spécifiques.

16. Chaque cadre et agent technique (y compris le Directeur, le Responsable des opérations techniques, le Responsable du S&E et le DAF) auront, outre les responsabilités et les tâches liées à leur position dans l'organigramme, celle d'être le point focal au sein de l'équipe sur un ou plusieurs thèmes (Par exemple: genre, agriculture, droit, organisations, alphabétisation, santé, etc.). Chaque personne focale devra constituer pour ses collègues et pour les autres acteurs du projet une ressource conceptuelle et documentaire.

17. Les fonctions administratives et financières de l'UGP seront les suivantes:

- Relations avec les bailleurs de fonds et les autres partenaires;
- préparation des PTBA et des rapports techniques, financiers et de suivi-évaluation;
- préparation et signature des demandes de décaissement;
- mobilisation de la contribution du Gouvernement (y compris obtention des exemptions de taxes);
- tenue à jour et consolidation de la comptabilité du projet;
- lancement des audits;



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- réalisation des consultations, passation, gestion, administration, suivi et contrôle des contrats ou conventions avec des opérateurs et ou des fournisseurs;
- circulation de l'information.

18. Au démarrage du projet, l'UGP pourra avoir la configuration suivante: (Appendice 5)

19. L'UGP aura également pour mission de mettre en place et de faire progresser les organes et les procédures du projet. Trois principes orienteront cette évolution:

- Transférer dès que possible aux instances et organisations rurales ou au partenariat local les responsabilités et les pouvoirs dès qu'ils sont à même de les assumer;
- renforcer les capacités des instances et organisations rurales à assumer de nouvelles responsabilités par un effort de formation persistant sur l'ensemble de la durée du projet;
- ne pas mettre en péril la qualité de la gestion.

Instances et Organisations Rurales (IOR)

20. Les IOR seront des structures inter-villageoises dotées d'une personnalité juridique (organisation) ou non (instance) qui décideront, dans le cadre d'une démarche appuyée par le PPILA, la mise en œuvre d'un ensemble d'actions (innovations et initiatives) articulées au sein d'un Schéma d'Action appuyé par, et bénéficiant d'une contribution financière du projet.

21. Conformément à l'approche du PPILA qui est de renforcer la capacité d'action et de négociation des populations rurales, elles se verront, progressivement, en fonction de leur rythme propre de structuration, déléguer des responsabilités de maîtrise d'ouvrage, de mise en œuvre et de gestion. Les IOR pourront pour certains aspects administratifs et comptables faire appel à des prestations de service fournies par des comptables privés. Les coûts de ces prestations seront éligibles dans le cadre des schémas d'action.

Gestion des composantes

22. Le PPILA disposera de quatre modes d'intervention distincts: (i) le financement des plans d'action bénéficiant de l'appui du FAILL; (ii) la mise en œuvre directe par le personnel de l'UGP; (iii) les contrats, pour l'acquisition de biens ou de services prévus dans les documents de projets, entre l'UGP et un fournisseur donné; et (iv) les contrats dans le cadre du FAROLS.

23. **Repérage et valorisation des innovations locales.** Dans les premières années du projet, cette composante sera mise en œuvre par une équipe d'agents techniques recrutés par le projet. Coordonnée par le Directeur Technique, elle pourra, initialement, être composée d'un agronome, un économiste, et d'une personne tournée vers le champ social et organisationnel. Cette équipe pourra par la suite se constituer en une structure indépendante ou s'intégrer à une organisation rurale, auquel cas, le projet passera alors un contrat d'opérateur avec cette structure. Dès le démarrage du projet et afin de faciliter cette transition, l'équipe disposera de budgets d'équipement et de fonctionnement et d'un budget «pédagogique» individualisés. Elle s'articulera directement avec les innovateurs ruraux. Dans la mesure du possible les coûts directs des interactions entre les paysans et les institutions de recherche ou universitaires seront intégrés dans les schémas. Le projet passera avec des partenaires réguliers intervenant dans le cadre de cette composante des contrats négociés annuellement.

24. **Renforcement des instances et organisations rurales.** Au moins durant les premières années, la mise en œuvre de cette composante sera assurée par une équipe de techniciens recrutés au sein de l'UGP et placée sous l'autorité du Directeur Technique. Un de ces techniciens/animateurs expérimenté, maîtrisant bien la démarche et capable de concevoir son perfectionnement pourra



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assister le Directeur Technique en coordonnant et orientant les autres techniciens sur le plan méthodologique. Des éléments issus du milieu rural et disposant d'un bon niveau scolaire pourront également venir la renforcer. Par la suite, les fonctions assumées par cette équipe pourront être progressivement transférées à des IOR ou à d'autres acteurs locaux de la société civile. Dès les stades initiaux, les IOR, noueront une relation de type contractuel avec le projet autour de leur schéma d'action. La nature de cette relation dépendrait de l'objet, du degré de maturité, et de compétence de l'IOR. Les rapports contractuels indiqueront la progression dans le transfert des responsabilités, ainsi que des étapes objectivement vérifiables suivant des critères objectifs. Cette progression fera l'objet d'une évaluation conjointe périodique entre l'OIR et le projet.

25. Fonds d'Appui à l'Innovation et à l'Initiative Locales (FAILL). Le FAILL sera géré et mis en œuvre par l'Unité de Gestion du Projet. Elle aura, sauf dans le cas d'un transfert de celle-ci à une possible structure formelle de partenariat local (décision à prendre lors d'un examen à mi-parcours), la responsabilité de décider des contributions du FAILL aux schémas d'action. Cette procédure s'inscrira dans le cadre de la préparation des PTBA du projet. L'UGP sera également responsable d'appuyer les IOR dans le domaine de l'administration et de la gestion et de leur fournir des outils adaptés. Pour chaque action de chaque schéma un dossier descriptif et un dossier financier seront ouverts au niveau de l'UGP. L'UGP sera également chargée de vérifier que les procédures accordées à tous les stades du cycle des schémas et dans le cadre de chaque action entre le projet et les IOR sont respectées et effectivement mises en œuvre. Cette fonction sera également assumée en partie par le personnel de la Direction Administrative et Financière et celui de la Cellule de Suivi-Évaluation. Dès le début du projet, les responsables de l'IOR et les porteurs d'action devront être associés aux procédures de passation de marché, de conventions ou autres procédures d'acquisition de biens et services et avoir accès à l'ensemble des informations budgétaires et comptables. Progressivement, ils seront amenés à assumer ces aspects, le projet se limitant à un rôle de contrôle ex-post.

26. Renforcement de l'offre locale de services. Cette composante comprendra un certain nombre d'actions identifiées au stade de la pré-évaluation et un Fonds d'Appui au renforcement de l'Offre Locale de Services. Les actions pré-identifiées seront gérées dans une logique contractuelle selon les normes et les bonnes pratiques en vigueur dans chaque domaine.

27. Fonds d'appui au partenariat pour le renforcement de l'offre locale de services (FAROLS). Ce fonds devra permettre en fonction des besoins identifiés par les organisations et instances rurales d'appuyer la construction d'une offre pérenne de services capable de subsister au-delà de la durée du projet. Les services pourront être fournis par des opérateurs publics, privés ou associatifs. S'agissant des opérateurs publics, le FAROLS ne devra pas intervenir en substitution du budget de l'État. A terme, une fraction du FAROLS pourra être canalisée au travers des communes afin de favoriser une articulation harmonieuse de celles-ci avec la société civile rurale, s'il y a consensus des organes de décision du projet et des communes sur l'utilité publique des actions.

Suivi et évaluation

28. Du fait des spécificités du projet, le dispositif de Suivi et Évaluation (S&E) devra permettre non seulement le pilotage stratégique et l'estimation de l'impact du projet mais également:

- contribuer à renforcer la capacité de maîtrise d'ouvrage des populations cible, des IOR et des autres acteurs du projet;
- permettre d'identifier et d'analyser les dynamiques en cours au sein de la zone; d'y repérer les signes annonciateurs de changement, et d'évaluer l'articulation des actions du projet avec ces évolutions;
- appuyer et participer aux démarches d'auto-évaluation entreprises par les différents acteurs locaux.



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29. Le S&E sera conçu comme un système d'information et de communication capable de fournir dans des délais adaptés des éléments capables d'alimenter la réflexion et de faciliter les prises de décision. La méthode du projet qui se base sur la maîtrise par chacun des acteurs ou organes d'un cycle «diagnostic/programmation/action/évaluation» propre, permettra d'inscrire la préoccupation et la pratique du S&E au sein même de l'action du projet. Chacun des acteurs aura ainsi des responsabilités de production et d'analyse de données. Le rôle de la cellule placée au sein de l'UGP sera de compiler, compléter, traiter et diffuser l'information, ainsi que d'appuyer les autres acteurs dans le montage et la mise en œuvre de leur propre S&E.

30. Le dispositif de gestion de l'information comprendra ainsi:

- Le recueil et le traitement de l'information générée au cours de l'action: rapports des différents acteurs, base de données sur les initiatives et innovations liées aux informations budgétaires, base de données sur les IOR, suivi des organes, des modes de gestion et des procédures;
- La gestion de l'information additionnelle dont la création sera organisée ou réalisée par la cellule: suivi de ménages de référence et éventuellement d'un échantillon statistiquement représentatif, suivi des prix et marchés, études d'impact, et enquêtes auprès des utilisateurs, études thématiques.

31. La cellule de S&E sera placée au sein de l'UGP sous l'autorité directe du Directeur et du Directeur Adjoint. Elle comprendra outre le responsable, un informaticien et deux «enquêteurs». Elle sera dotée des équipements et fournitures nécessaires à son fonctionnement. Elle bénéficiera d'appuis initiaux pour la conception et le développement des outils initiaux et d'un accompagnement périodique.

32. Outre les réajustements introduits annuellement, deux examens «à mi-parcours» permettront, au cours de la vie du projet, de prendre des décisions impliquant des évolutions stratégiques majeures.



ORGANIZATION CHART

Figure 1: Organes du Projet

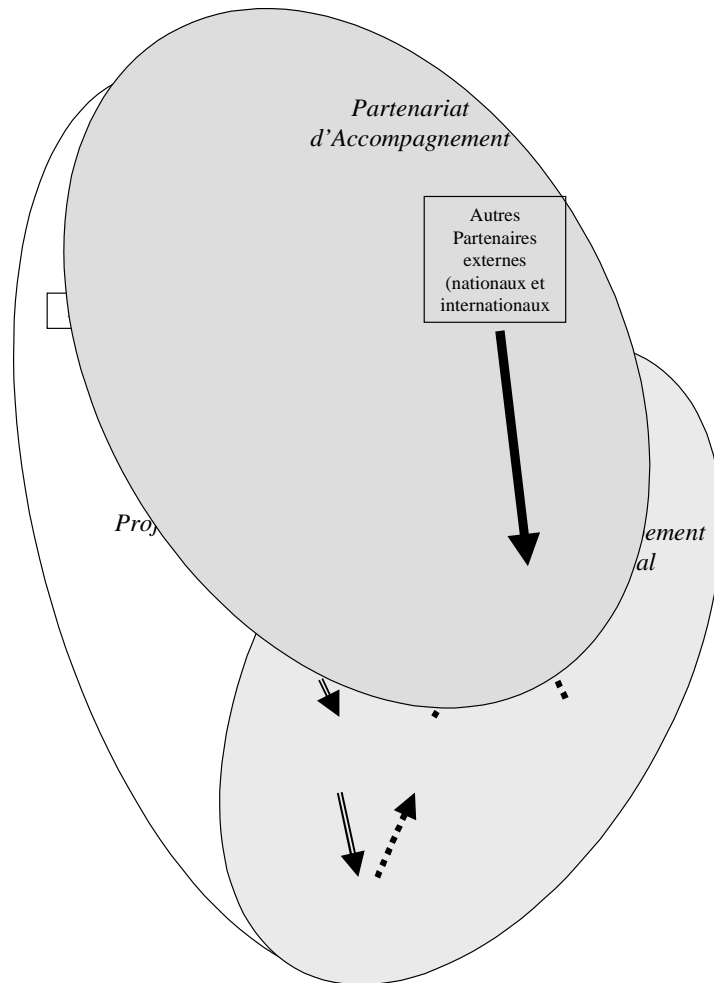




Figure 2: Organigramme de l'UGP

