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COUNTRY PROGRAMMES

Agenda item 7

*For approval on a
"no-objection" basis*



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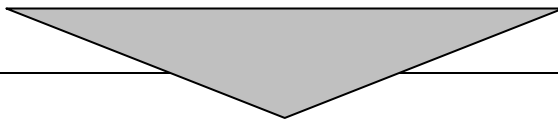
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COUNTRY PROGRAMME — NIGER (2004–2007)

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Note to the Executive Board



This document is submitted for approval on a "no-objection" basis by the Executive Board.

The Secretariat invites members of the Board who may have questions of a technical nature with regard to this document to contact the WFP staff focal points indicated below, preferably well in advance of the Board's meeting.

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Executive Summary

With a population of 10.8 million inhabitants in 2000, Niger is among the least developed and low-income, food-deficit countries. It is ranked 172nd out of 173 countries on the United Nations Development Programme's Human Development Index for 2002. In 2000, its average annual per capita income was US\$150 per inhabitant, with 63 percent of the population living below the poverty line and 34 percent extremely poor.

The country programme for Niger for the period 2004–2007 is in accordance with the United Nations Development Assistance Framework (UNDAF) and reflects the Government's priorities as laid out in the national poverty reduction strategy by 2015.

The formulation of the present country programme closely adheres to the principles of WFP's Enabling Development policy. The planned activities concern four of the five priorities of that policy. The country programme is based upon lessons learned, and follows the recommendations proposed by the last evaluation mission stressing the use of the programme approach. The geographical concentration of WFP's various interventions, and the establishment of partnerships, specifically with other United Nations systems organizations, will facilitate synergies.

In accordance with the UNDAF, the country programme objectives consist in:

(i) strengthening households' ability to create and preserve assets, enabling them to confront food insecurity, and strengthening their capacity to prevent and reduce food crises; (ii) promoting quality basic education, particularly for girls; (iii) reducing the impact of malnutrition on children under 5, and improving the health status of those with tuberculosis and HIV/AIDS in the areas selected by vulnerability analysis and mapping (VAM). The country programme includes three activities:

- creation of productive assets and prevention/reduction of food crises;
- support to basic education; and
- support to the fight against HIV/AIDS, tuberculosis and malnutrition.

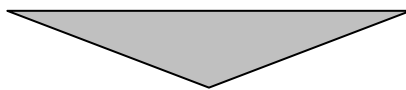
On average, WFP aid will target about 343,290 beneficiaries per year, with an annual volume of 14,016 tons of food. For the country programme's implementation, in accordance with the recommendations of the evaluation mission, WFP staff in the regions will be reinforced, and the national counterpart will be organized into a "National Directorate for the WFP Country Programme for Niger", endowed with enhanced monitoring and evaluation capacity.

The role of the Interministerial Country Programme Steering Committee will be strengthened; the committee will undertake periodic examination of activity summaries, consolidated monitoring reports and the implementation timetable. A workshop organized for all partners involved in programme start-up will focus on: updating the logical framework, operational modalities, the implementation timetable, and monitoring and evaluation commitments.

For the proposed Niger country programme, covering the period 2004–2007, the Executive Director requests that the Executive Board approve, on a no-objection basis and subject to the availability of resources, US\$31,062,770, representing all basic direct operational costs.



Draft Decision*



The Board approves Country Programme—Niger (2004–2007) (WFP/EB.3/2003/7/4), for a total quantity of 56,064 metric tons of food and a value of US\$31,062,770, representing all direct operational costs.

* This is a draft decision. For the final decision adopted by the Board, please refer to the Decisions and Recommendations document issued at the end of the session.



STRATEGIC FOCUS OF THE WFP COUNTRY PROGRAMME

1. The country programme (CP) is based on the country strategy outline (CSO) presented to the Executive Board in October 2002¹ and is in accordance with the United Nations Development Assistance Framework (UNDAF), which represents the collective and coherent response of the United Nations to the national Poverty Reduction Strategy (PRS)² with a deadline of 2015. The PRS is based upon an expectation of 4-percent growth, anticipating the development of production and employment, the integration of the Millennium Development Goals and the improvement of governance.
2. The elaboration of the UNDAF (2004–2007), in which WFP participated, has allowed for the elucidation of cooperation priorities enabling: (i) food security; (ii) access to all basic social services; (iii) good governance and more evenly distributed and sustainable growth. The CP directly addresses the first two goals of cooperation of the UNDAF and aims at reducing vulnerability, improving access to food for the most vulnerable groups of people, and ensuring sustainable livelihoods.
3. The activities adhere to four of the five principles of WFP's Enabling Development policy,³ specifically: (i) enable young children and pregnant and lactating women to meet their special nutritional nutrition-related needs; (ii) enable poor households to invest in human capital through education and training; (iii) make it possible for poor families to gain and preserve assets; and (iv) mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.
4. The Enhanced Commitments to Women have been made with the following goals in mind: increase women's awareness of nutritional and health practices and the prevention of HIV/AIDS; enrol young girls in school; conduct food-for-training (FFT) and food-for-work (FFW) activities addressing the needs of women and adolescents; strengthen the decision-making power of women in management committees; ensure local recruitment of women for monitoring food products.
5. The CP aims at improving the food security and living conditions of vulnerable populations in the areas of intervention (Annex IV).
6. Its objectives, in the targeted areas, consist in: (i) improving the ability of households to create and preserve assets, in order to confront food insecurity and prevent and reduce food crises; (ii) promoting quality, basic education, particularly for girls; (iii) reducing the impact of malnutrition on children under 5, and improving the health of those with tuberculosis and HIV/AIDS.
7. The CP will implement three activities⁴ combining food and non-food resources:
 - creation of productive assets and prevention/mitigation of food crises;
 - support to basic education; and
 - support to the fight against HIV/AIDS, tuberculosis and malnutrition.

¹ Country strategy outline—Niger (2004–2007) (WFP/EB.3/2002/7/1), Rome, October 2002.

² PRS approved by the Government of Niger in January 2002.

³ "Enabling Development" (WFP/EB.A/99/4-A), Rome, May 1999.

⁴ The order is the one established by the UNDAF without consideration of the priority of activities or of their relative importance *vis-à-vis* value or volume, or of the relative importance of the activities.



8. Based on the VAM study conducted in 2002, the activities will be focused in rural areas struck by chronic food insecurity, and that have critical poverty and malnutrition indices and school-enrolment rates, particularly among girls. The CP will encompass the central agro-pastoral area (Annex IV).
9. The CP 2004–2007 builds on the lessons learned from the previous CP and from the mid-term evaluation mission's⁵ recommendations. It encourages the geographical focus of WFP interventions and the strengthening of partnerships.
10. The CP will be associated with a National Plan of Action for the Prevention and Management of Food Crises.

PROGRAMME OF COUNTRY ACTIVITIES

Country Programme Resources and Preparation Process

11. WFP proposes a contribution of 56,064 mt of food, representing a direct operational cost of US\$31,062,770.⁶

SUMMARY OF COUNTRY PROGRAMME ACTIVITIES (2004–2007)
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Activity	Quantity of food (average annual tonnage)	Distribution by activity (% tonnage)	Number of beneficiaries (annual average)	Percentage of beneficiaries who are women/ girls
Basic Activity 1: Creation of productive assets and prevention/mitigation of food crises	5 500	39	197 064	52
Basic Activity 2: Support to basic education	7 475	53	96 470	46
Basic Activity 3: Support to the fight against HIV/AIDS, tuberculosis and malnutrition	1 041	8	49 756	57
Total CP	14 016	100	343 290	52

12. Harmonization of CP preparation with that of the UNDAF has allowed the realization and strengthening of collaboration; for example, partnerships with the Food and Agriculture Organization (FAO) of the United Nations and UNDP, with the United Nations Children's Fund (UNICEF) and the World Health Organization (WHO), and with external partners, specifically non-governmental organizations (NGOs), have been sought out.
13. The support to basic education has been the goal of a UNESCO/FAO/WFP mission. The CP's formulation was preceded by a joint FAO/WHO/UNESCO/WFP mission in close collaboration with various partners, specifically governmental services, which also

⁵ Mission performed in February 2002.

⁶ Direct operational cost not counting direct and indirect support costs.



participated in the drafting of the logical framework and activity summaries. The CP's monitoring and evaluation plan, conceived by an ad hoc mission, will be ready in July 2003.

COUNTRY PROGRAMME ACTIVITIES

Activity 1: Creation of Productive Assets and Prevention/Mitigation of Food Crises

⇒ *Strategic Focus*

14. This activity is in accordance with the PRS and the Government's Rural Development Strategy⁷ for the period 2004–2015. The rural sector must play a central role in the reduction of poverty between now and 2015 by guaranteeing food security and the sustainable management of natural resources.
15. The operation, which focuses on the reduction of food insecurity, addresses three of the five objectives of WFP's Enabling Development policy: (i) enable poor households to invest in human capital through education and training; (iii) enable poor families to gain and preserve assets; and (iv) mitigate the effects of natural disasters in areas vulnerable to recurring crises of this kind.

⇒ *Problem Analysis*

16. The structural food deficit in Niger involves chronic food insecurity in the CP-targeted areas of agricultural production, especially during the lean season between June and September.⁸ Poor agricultural performance is the result of: (i) a degraded environment; (ii) unsuitable agricultural methods and insufficient control of surface water; (iii) weak productive infrastructure.
17. Demographic pressure and overuse of lands have accelerated the process. The spread of farming to the north onto marginal lands, along with natural hazards, constitutes the main cause of environmental degradation.⁹ Poverty and food insecurity impede the investments that would allow for the creation and preservation of assets, particularly among women, who are penalized by their low literacy rate.¹⁰

⇒ *Objectives and Intended Outcomes*

18. The long-term objective is to strengthen the capacity of vulnerable populations in the targeted areas to create and preserve assets and their capacity to prevent and mitigate food crises.

⁷ Ministry of Agricultural Development: Rural Development Strategy (2002).

⁸ WFP: pre-VAM study in Niger 2002, country strategy outline—Niger (2002).

⁹ United Nations system in Niger: Common Country Assessment—Niger (2002).

¹⁰ Ibid.



19. The intended outcomes are the following:
- village food security stocks,¹¹ managed in a sustainable fashion, are accessible to vulnerable rural populations during the lean season and cyclical food crises;
 - productive conditions are improved by the mobilization of surface water and the renewal of natural resources;
 - women's capacity in the management of village food security stocks and of income-generating activities is reinforced; and
 - in the case of a food crisis, activities are implemented in a timely fashion in the targeted areas in order to reduce the impact of the crisis.

⇒ *Role and Modalities of Food Aid*

20. Food aid will be essential for making up the village food security stocks, if initial local contributions are insufficient.
21. To familiarize women's groups with this activity, WFP foresees using FFT activities to encourage the women on management committees to attend literacy courses/training.
22. WFP aid will allow for the execution of work for renewing natural resources and managing water, which FFW will render more appealing while supporting the most vulnerable households with the creation of assets.
23. The initial contribution will be roughly 10 mt of cereals for about 40 women and their families. The participants will receive rations of cereals, pulses and oil. The FFW beneficiaries will receive dry family rations.

⇒ *Implementation Strategy*

24. Concentrated in the region of Tahoua and the northern parts of Tillabery and Zinder, the activity also foresees the installation of school canteens and nutrition centres in the targeted villages, in close collaboration with partners guaranteeing long-term financing. A pilot project with FAO will incorporate basic education activities.
25. The foundation of village food-security stocks, managed principally by women's associations,¹² will no longer address the requirements of groups but will take into account community needs, in order to help the most needy. Training in basic literacy will take place long before the lean season in order that the food stocks be ready in time. New means of using the profits will be tried out.
26. FFW activities foresee the treatment of water basins and the control of surface water in cultivatable lots; 70 percent of these lots will benefit women, who will be guaranteed an equal share of the assets created.
27. In the case of a food crisis, resources can be retargeted toward the most affected areas through village food stocks and FFW activities. These resources could be incorporated in the national plan for prevention and management of food crises. Moreover, in July 2003,

¹¹ The expression "village food-security stock" covers "cereal banks", "village granaries" and "cereal stalls", having for its aim the improvement of cereal availability by the creation of a renewable stock managed by the community.

¹² Study of cereal banks in the Tillabery region (2002), Institute for Research and Application of Development Methods.



WFP will create an emergency assistance plan that will be adapted to the national plan, once that is finalized.

⇒ **Beneficiaries and Intended Benefits**

28. Each year, the activity will encompass an average of 197,064 beneficiaries, of whom 10,000 will be entitled to village food-security stocks and 17,352, mostly women, will be entitled to FFW. All family members (seven on average), participants in FFW works and FFT sessions, and members of cereal banks will benefit from WFP food, which will be distributed equally among men and women.
29. Village food-security stocks will contribute to food security during the lean season. Beneficiaries of WFP food will benefit also from training activities, income generation and microfinance. Finally, water and soil conservation work will benefit the major areas of agricultural production and will complement the rehabilitation efforts of WFP's partners.

⇒ **Support and Coordination**

30. The partners will be in charge of providing certain non-food items, technical support and monitoring. Intensive collaboration has allowed the definition of the field of cooperation with the United Nations system, bilateral and national technical institutions and NGOs.
31. Also foreseen is collaboration with the following partners: UNDP, for the fight against poverty; FAO, for the agricultural input project; UNICEF, for the integrated basic services project; the African Development Bank (AfDB), for the "Support to Agricultural Development in Zinder Region" project; Germany and the Germany Agency for Technical Cooperation (GTZ), for the North Tahoua programme (formerly the Tahoua Rural Development Project); the NGOs CARE, Africare and World Vision, for the various interventions supported in agro-pastoral zones. GTZ and/or regional technical services will provide the necessary technical support for the implementation of FFW activities.

⇒ **Monitoring Arrangements**

32. WFP regional programme assistants will liaise with partners for data collection and presentation. Centralized monitoring of village food-security stocks will be accompanied by monitoring in each village. Implementation of this basic monitoring will be explained during the literacy sessions.
33. WFP programme officers will visit with partners at least once every four months. The WFP representation in Niamey will organize an annual meeting among all partners, and joint evaluations will be carried out. The logical framework (Annex II) contains the monitoring and evaluation system performance indicators.

⇒ **Cost Estimates**

34. This activity will require 22,000 mt of food, of which 20,671 mt are cereals, 886 mt pulses and 443 mt oil, for a direct operational cost of US\$11,599,741. The government contribution is estimated at US\$67,080.¹³

¹³ Representing direct operational costs minus civil-servant salaries.



Activity 2: Support to Basic Education

⇒ *Strategic Focus*

35. This activity will allow poor households to invest in human capital through education and training, which conforms with the second objective of WFP's Enabling Development policy. It is based on the Ten-Year Educational Development Programme (2002–2012), the PRS, and the UNDAF, whose objective is to ensure basic education for 57 percent of children by 2007, especially for 52 percent of school-age girls.

⇒ *Problem Analysis*

36. Niger's gross enrolment rate for basic education is one of the lowest in the world (41.7 percent).¹⁴ Access to educational services is extremely unequal between urban and rural areas and between girls and boy, a disparity that is accentuated beginning with secondary education. School drop-out is widespread¹⁵ and clearly more pronounced among girls.
37. The inhabitants of the targeted areas are primarily nomadic livestock breeders, who are on the move from November to June. Their children are deprived of access to basic educational services. The prospect of provision of a daily meal will encourage these parents to leave their children in boarding schools or with other families.
38. The difficulty for children, and particularly girls, to go on to secondary education negatively affects the demand for schooling among the CP's targeted groups. Schools are often far away, parents have trouble finding tutors, and girls drop out in large numbers.

⇒ *Objectives and Intended Outcomes*

39. The long-term objective is to promote access to basic education in the targeted areas, particularly among girls.
40. The intended outcomes are the following:
- enrolment and attendance rates are improved and the drop-out rate is reduced, particularly among girls;
 - gender inequity regarding education is reduced;
 - the number of girls continuing school after basic education is greater;
 - students' work capacity and energy are improved; and
 - parent/community investment in education is enhanced.

⇒ *Role and Modalities of Food Aid*

41. Food aid will serve to: reinforce school enrolment and attendance among children in vulnerable rural areas, particularly among girls; provide daily balanced meals to children in food-insecure areas; and establish a transfer of revenues for mothers who are beneficiaries of dry rations in areas where school enrolment for girls is low. School feeding, coupled with deworming, will improve students' capacity for learning.

¹⁴ Statistical Yearbook, 2001–2002, Ministry of Basic Education. Niger, October 2002.

¹⁵ Technical evaluation mission of the WFP activity "Support to School Feeding" —WHO/WFP/UNESCO, February 2001.



42. Children attending boarding schools will receive three meals 280 days per year (200 days for those who return home at the end of the week). When boarding school pupils lodge with families having children in the same school, all the children in the household will receive an equal number of meals.
43. The dry rations reserved for the mothers of young girls achieving 80-percent school attendance can be as much as 50 kg of cereals every four months per girl, and will be distributed at the end of the school year in the areas where the enrolment rate is weak and in schools where girls are underrepresented.

⇒ Implementation Strategy

44. Technical implementation is entrusted to the National Directorate for the WFP Country Programme, whose principal partner will be the Ministry of Basic Education and Literacy, which, through its regional directorates and inspection system, will oversee the functioning of the school canteens, in collaboration with WFP and its partners.
45. At each school, management of the food and canteens will be entrusted to a management committee. WFP will endeavour to find partners capable of ensuring implementation of the complementary activities that will enable sustainability of the canteens, the training of parent associations and management committees, community awareness of the importance of education, above all for girls, income-generating activities, and the alleviation of women's work burdens.
46. The assisted schools will be located in the areas identified by VAM. The planned increase in resources for this activity will allow for expansion to the majority of the schools in the departments of Gouré and Tchirozérine, which have the weakest gross enrolment rates in the country.

⇒ Beneficiaries and Intended Benefits

47. Each year, the activity will encompass an average of 96,470 beneficiaries, of whom an average of 45,194 will be students attending schools located in nomadic areas. Also, an average of 8,516 mothers of girls regularly attending school, and their families, will benefit from dry rations each year during the lean season, and around 180 adolescents enrolled in secondary school will receive food to facilitate their entry into boarding school.
48. The activity will considerably promote the demand for education in the targeted areas and the enrolment, attendance and retention of children in school, above all girls. Access of girls to secondary education will be facilitated, and the beneficiaries of dry rations will more successfully confront the lean season.

⇒ Support and Coordination

49. Collaboration with implementing partners has allowed for a definition of areas of cooperation. Thus, cooperation is foreseen with UNICEF, which will intervene in six departments in coordination with WFP. UNICEF action will aim at: improving the educational environment, training teachers, providing micronutrients, and making populations aware of the value of basic education, particularly for girls. Collaboration with WHO for deworming will be pursued. Joint targeting with NGOs such as Africare and CARE, and education projects such as the one involving the AfDB will allow for the launching of supplementary activities.



50. Enrolment of girls in school will be entrusted to the national NGO Women's Organization for Development, active in the management of a pilot home and called upon to oversee other centres in the targeted area.

⇒ *Monitoring Arrangements*

51. In conformance with the recommendations of the evaluation mission, the monitoring and evaluation system will involve itself principally with existing structures and forms, based on information collected on the ground by the inspectors. For the sake of comparison, WFP school canteens will appear separately in the reports.
52. Additionally, periodic monitoring missions will be jointly led by authorities from the national directorate and their regional representatives, WFP and its partners. The National Directorate will be charged with producing periodic reports, which it will submit to WFP and the CP Steering Committee. Monitoring and evaluation system performance indicators appear in the logical framework (Annex II).

⇒ *Cost Estimates*

53. This activity will require 29,901 mt of food, comprising 24,963 mt of cereals (including about 8,980 mt of enriched wheat flour), 2,918 mt of pulses, 1,122 mt of oil and 898 mt of sugar, for a direct operational cost of US\$17,472,022. The Government's contribution is estimated at US\$91,160.¹⁶

Activity 3: Support to the Fight against HIV/AIDS, Tuberculosis and Malnutrition

⇒ *Strategic Focus*

54. The activity addresses the governmental strategy of reducing malnutrition and fighting HIV/AIDS and tuberculosis, identified in the Health Development Plan (2002–2011). It will contribute food aid to the groups targeted in the National Programme to Fight HIV/AIDS (PNLS), the National Programme to Fight Tuberculosis (PNLT), and the National Plan of Action for Nutrition (PNAN).
55. This activity concerns the first objective of WFP's Enabling Development policy: enable young children and pregnant and lactating women to meet their special nutritional and nutrition-related health needs. The activities promoting the fight against HIV/AIDS and tuberculosis—a new aspect of the CSO—respond to the objectives outlined in the UNDAF for 2004–2007.
56. In conformance with the recommendations of the evaluation mission, implementation centres around collaboration with partners having sufficient funds for execution and monitoring of the interventions. The volume of resources allotted is therefore inferior to that foreseen in the CSO. However, the activities may be adapted on an ongoing basis according to the commitment of new partners.

⇒ *Problem Analysis*

57. In Niger, infant mortality, maternal mortality, and malnutrition rates are still high. Children frequently suffer from micronutrient deficiencies, and both pregnant women and

¹⁶ Representing direct operational costs minus civil-servant salaries.



children suffer from anaemia. Worsening malnutrition observed between 1992 and 1998 is especially related to household food utilization, the highest rates of malnutrition being observed in the south of the country, which is, however, self-sufficient as far as agricultural production is concerned.¹⁷

58. The Government estimates HIV/AIDS prevalence in Niger in 2002 at 0.87 percent. However, HIV/AIDS figures clearly rose in at-risk groups during the 1990s,¹⁸ making the illness a major challenge for public health.
59. The recent resurgence of tuberculosis also poses a problem for public health; PNLT fights that problem through the WHO-recommended DOTS treatment.¹⁹ But its efficacy is undermined by patients' malnutrition and their failure to follow the treatment adequately.²⁰ Tuberculosis is also the principal opportunistic infection of HIV/AIDS; one in four tuberculosis patients in Niger is HIV positive.²¹ The growth in tuberculosis is therefore closely linked to that of HIV/AIDS.²²

⇒ **Objectives and Intended Outcomes**

60. The long-term objective is to fight malnutrition in children between 6 and 59 months, and to improve the health status of those suffering from HIV/AIDS and/or tuberculosis.
61. The intended outcomes from this activity among the targeted groups are:
- good nutritional, hygiene and health practices are widespread, more appropriate and better applied;
 - the rate of recovery of undernourished children between 6 and 59 months improves; and
 - people suffering from tuberculosis and/or HIV/AIDS follow their treatment more vigilantly.

⇒ **Role and Modalities of Food Aid**

62. WFP assistance to undernourished children between 6 and 59 months will target Centres for Nutritional Instruction and Recovery (FARNs) (preventive) and Intensive Nutritional Rehabilitation Centres (CRENIs) (therapeutic).
63. Food aid will allow mothers of undernourished children (6–36 months) to attend a 12 day training programme at the FARN four times a year. Children are weighed and fed a porridge prepared from micronutrient-rich foods provided by the mothers. During the lean season, WFP will provide complementary rations of millet, cowpeas, vitamin-A-enriched oil, and sugar. The partner implementing this activity will provide micronutrients.
64. At the CRENI in Maradi, which treats undernourished children with the help of *Médecins sans frontières* (MSF), food aid will allow mothers to remain with their children, and children to undertake nutritional rehabilitation after treatment.²³ For these children,

¹⁷ Demographic and National Health Study, 1992 and 1998; UNICEF Study of Multiple Indicators, 2000.

¹⁸ UNAIDS, Epidemiological Fact Sheets, Niger 2002 Update.

¹⁹ Directly Observed Treatment, Short Course.

²⁰ PNLT.

²¹ UNAIDS, Niger 2002.

²² WHO Bulletin for West Africa, April 2000.

²³ The initial phase of recovery (with serious malnutrition among children) is overseen by MSF.



WFP will provide a complementary assortment of food products for the preparation of a peanut-based fortified blended food. For mothers, extra rations will be prepared and consumed on site.

65. WFP assistance to those suffering from HIV/AIDS will be provided in an ambulatory treatment centre. Those sick with tuberculosis will be provided WFP food in health centres. Food aid will serve to: (i) encourage the sick to follow their treatment; and (ii) ensure that they have the energy necessary to come to the centre and that their bodies can adequately metabolize their medication. The sick will receive a daily dry ration.
66. For this activity, WFP's partners will seek out and procure local, enriched foodstuffs and supplementary micronutrients. WFP does not foresee the need to import enriched flour.

⇒ Implementation Strategy

67. The desire to work in partnership has guided geographic targeting. The nutrition component will focus on the areas prioritized by the VAM study (Agadez, Tahoua, Zinder) and a less vulnerable region (Maradi), where malnutrition is nevertheless the highest in the country. For the fight against HIV/AIDS and tuberculosis, WFP foresees intervening in the two principal hotspots for these diseases, Tahoua (urban and rural areas) and Niamey (peri-urban areas).
68. For the FARNs and CRENI, partner NGOs will ensure activity implementation. Food will be directly managed by the mothers. WFP will encourage its partners to harmonize geographic targeting. As the need arises, WFP will be able to allocate start-up stocks from cereal banks to groups of women participating in FARNs.
69. The fight against tuberculosis and HIV/AIDS will be the focus of pilot activities in anticipation of an increased commitment by WFP. The Government and WFP will endeavour to make partners aware of the need to intensify the fight against tuberculosis. The first year of the CP will focus on positioning the partnerships, with a view to beginning distributions as of 2005 under the supervision of the WFP country office. The HIV/AIDS component will begin in 2004 with an ambulatory treatment centre provided with the appropriate materials. These pilot activities will be subject to assessment at the beginning of 2006. WFP will coordinate its intervention with the programme to fight HIV/AIDS recently approved by the World Bank. Two women, designated by the beneficiaries, will participate in food management through the health training management committee.

⇒ Beneficiaries and Intended Benefits

70. Each year, the activity will include on average 49,756 beneficiaries of WFP food aid.
71. Annually, 10,750 children between 6 and 59 months participating in FARNs and 8,000 pregnant and lactating women and their children in CRENI will benefit from WFP food aid. WFP's partners in FARNs provide deworming for children and rely upon integrated health centres. MSF ensures the monitoring of treated children, with home visits by medical teams providing nutritional advice to families.
72. Annually, about 100 persons suffering from HIV/AIDS will receive individual dry rations. With these rations being shared in the households, 700 people will end up benefiting from WFP food aid. Moreover, as of 2005, about 5,500 persons suffering from tuberculosis, treated in health centres and occasionally also stricken with HIV/AIDS will receive dry rations; as these rations are being shared, this will bring to about 38,500 per year (during three years) the number of beneficiaries of WFP food aid used in the fight



against tuberculosis. The activities for raising partner awareness will encourage the detection of HIV among those suffering with tuberculosis, and provide psychological support to those infected.

⇒ **Support and Coordination**

73. In conformance with the evaluation mission's recommendations, collaboration with partners, specifically with NGOs, will be defined for activity implementation.
74. Aid to FARNs will be ensured by CARE in the Tahoua and Zinder regions, and by Africare in the Agadez region. Aid to CRENIs in Maradi will be overseen by MSF.
75. The activities in the fight against HIV/AIDS and tuberculosis will involve the PNLs, the PNLT and the HIV/AIDS-tuberculosis regional coordinators of the Ministry of Health. The ambulatory treatment centre will be run by the Nigerian Red Cross with the help of the French Red Cross. From now until mid-2004, the Government of Niger and WFP will identify various partners in the fight against tuberculosis. WHO will pursue technical support and will ensure, for the length of the CP, provision of anti-tubercular medications.

⇒ **Monitoring Arrangements**

76. Nutrition activities have been undertaken taking into consideration the availability of partners with resources for monitoring and evaluation. These partners will submit to the National Directorate and to WFP their reports assessing the management and impact of food aid. The HIV/AIDS-tuberculosis regional coordinators of Niamey and Tahoua will submit consolidated data.
77. Joint monitoring (WFP/National Directorate) and field visits will be carried out periodically. Monitoring and evaluation system performance indicators appear in the logical framework (Annex II).

⇒ **Cost Estimates**

78. For this activity, 3,061 mt of millet, 838 mt of cowpeas, 205 mt of oil, and 59 mt of sugar will be required, representing a direct operational cost of US\$1,991,006. The Government's contribution is estimated at US\$12,040.²⁴

Support Activities

79. Certain activities judged essential to the CP's success will be included within the direct support costs (DSC). WFP's country office will strengthen its capacity to monitor activities through the local recruitment of three programme assistants. Technical assistance missions, the second part of the VAM study, and a mid-term evaluation mission are planned. The CP's start-up/validation workshops will take place at the beginning of 2004. Finally, certain activities will require the purchase of non-food items.

Key Issues, Risks and Assumptions

80. The CP's success is based on the Government's implementation plans, specifically the PRS and the rural development strategy with a deadline of 2015 and, in the social arena, the Ten-Year Educational Development Programme (2002–2012) and the Plan for Health Development (2002–2011).

²⁴ Representing direct operational costs minus civil-servant salaries.



81. The new national directorate must have sufficient means for monitoring the CP implementation from its inception, with the support of the relevant ministries. Seeking out partners and collaborating with the appropriate organizations in the fight against HIV/AIDS will be crucial.
82. The assumptions and risks inherent in each activity appear in the logical framework (Annex II).

PROGRAMME MANAGEMENT PROCESS

Evaluation

83. Simultaneous formulations of the CP and the UNDAF has facilitated their harmonization. The activities of WFP's 2004–2007 CP have been defined based on the results of the FAO/WHO/UNESCO/WFP formulation mission (February 2003). In collaboration with the Government and partners, the mission reviewed each activity and clarified partners' roles and the monitoring and evaluation parameters. Moreover, in March 2003, WFP organized a mission on the implementation of a participatory monitoring and evaluation system.

Programme Implementation

84. The evaluation mission had made two recommendations, which were applied in the new CP: strengthen WFP's field staff through the recruitment of programme assistants in Niamey, Tahoua and Zinder; transform the national coordination unit into a National Directorate of WFP's CP for Niger, endowed with increased means. (An after-salary governmental budget of US\$170,280 is anticipated.)
85. The role of the Interministerial Country Programme Steering Committee will be strengthened. The committee will meet at least twice a year, will examine activity and monitoring reports, and will approve the implementation timetable. The partners, in consultation with WFP, will prepare annual work plans.
86. WFP will adopt a flexible strategy for local purchases and imports. For local purchases, WFP will harmonize its selection process with that of the Government in order to avoid disruption of local markets. At least 50 percent of the CP's annual cereal and pulse needs should be taken care of locally. The Government will see to the facilitation of customs clearance and the transport of foodstuffs to beneficiary regions.
87. As soon as the present CP is approved, activity summaries in the formulation mission's report will be translated into operational contracts between WFP and the Government. At the start-up workshop, the partners will study the realization of the logical framework, operational modalities, the implementation timetable, and monitoring and evaluation commitments.

Sustainability

88. Particular attention has been paid to the sustainability of Basic Activity 1, "Creation of Productive Assets and Prevention/Mitigation of Food Crises." The mere creation of village food-security stocks and assets does not guarantee sustainable development. Community participation will be eagerly sought out in all of the CP's phases, and participants' management capacities will be strengthened by functional literacy training. School enrolment for girls will have a sustainable impact only if an entire generation of women



benefits from it. Women who have received an education enrol their own daughters in school, even without food aid as an incentive.

Monitoring and Evaluation

89. The monitoring and evaluation plan will be strengthened by the presence of WFP regional programme assistants. The Government will endow the new National Directorate for WFP's Country Programme for Niger with increased means. The process will be participatory, and training will be provided to village community representatives.
90. A mid-term evaluation, more extensive than that for the previous CP, will take place in the first half of 2006. The CP evaluation will not only function as a tool for planning and implementation, but it will also evaluate the results of each activity with respect to the logical framework and the detailed description of its activities. The duration and composition of the evaluation mission will be determined at a later date.

RECOMMENDATION

91. For the proposed Niger country programme, covering the period 2004–2007, the Executive Director requests that the Executive Board approve, on a no-objection basis and subject to the availability of resources, US\$31,062,770, representing all basic direct operational costs.



ANNEX I

EXECUTIVE SUMMARY OF THE CSO FOR NIGER (WFP/EB.3/2002/7/1)

A landlocked Sahelo-Saharan nation, Niger is among the world's least developed countries (LDCs) and is also a low-income, food-deficit country (LIFDC). Its average annual per capita income was US\$150 in 2000, when it was estimated that 63 percent of the population lived below the poverty line and that 34 percent were extremely poor.

Niger's Human Development indicator is one of the lowest in the world (0.293) according to the United Nations Development Programme's (UNDP) Human Development Index for 2000, Niger ranked 173rd out of 174 countries. Infant and infant-child mortality rates were particularly high, at 126 per 1,000 and 274 per 1,000, respectively (Demographic and National Health Survey [DNHS], 1998). That year, one third of Niger's inhabitants suffered from food insecurity, and 41.1 of children under 5 suffered from chronic malnutrition.

Food insecurity is chronic and structural; it stems mainly from widespread rural poverty and from the lack of alternative sources of revenue to farm production, which is heavily dependent on climatic vagaries. A preliminary vulnerability analysis and mapping (VAM) survey conducted by WFP in early 2002 found the greatest vulnerability in the agro-pastoral ecological region.

In accordance with decision 1999/EB.A/2 of the Executive Board, WFP is focusing its development activities on five objectives, four of which are covered in the present Country Strategy Outline (CSO):

- to enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs;
- to enable poor households to invest in human capital through education and training;
- to make it possible for poor families to gain and preserve assets; and
- to mitigate the effects of natural disasters, in areas vulnerable to recurring crises of this kind.

The activities of the coming CP (Health and Nutrition, Education, Rural Development) will centre on the most vulnerable areas identified by the VAM survey. Within the activities, greater importance will be given to the education sector, which will focus on girls. Given the recurring nature of droughts, a crisis-mitigation component will also be implemented.

The present CSO was created on the basis of the Common Country Assessment (CCA) completed in March 2002 by the United Nations System organizations in Niger, and fully complies with the poverty-reduction strategy adopted by the Government in 2001. Early in 2003 a four-year (2004–2007) Country Programme (CP) will be drawn up on the basis of the present CSO. That CP will coincide with the programming cycle of other organizations and will address the objectives of the United Nations Development Assistance Framework—to be completed in December 2002—including greater collaboration and joint programming within the United Nations system. The CSO was prepared in consultation with government institutions, United Nations organizations, non-governmental organizations (NGOs) and donors. Ways of creating and improving partnerships and programming activities are suggested.



HIGHLIGHTS OF THE DISCUSSION HELD DURING THE EXECUTIVE BOARD ON THE CSO FOR NIGER (WFP/EB.3/2002/15)

The Board favourably considered the CSO, noting that it had been prepared in line with government priorities, and with UNDAF and WFP development policies. Representatives welcomed its focus on women and children. Some members expressed the view that food-for-work activities could be effective in reducing poverty by improving rural infrastructure. A stronger WFP role in managing cereal reserves in Niger was encouraged. Some members recommended that WFP be a full member on the government steering committee overseeing implementation of the Country Programme. While recognizing that the CSO would be an invaluable guide for preparation of a Country Programme, the Executive Board encouraged WFP to further coordinate WFP Country Programme activities with the Government and other implementing partners.



COUNTRY PROGRAMME—NIGER (2004–2007)—LOGICAL FRAMEWORK SUMMARY

Goal at national level	Performance indicators	Assumptions/risks
Extreme poverty in Niger is reduced in conformance with the national Poverty Reduction Strategy	Poverty rate reduced from 63 percent (1994) to 50 percent (2015)	
Country programme goal	Impact indicators	
Food security and living conditions for vulnerable populations in intervention areas are improved	Rate of vulnerability to chronic and cyclical food insecurity School enrolment rate, particularly primary Malnutrition rate, particularly in children between 6 and 59 months Rate of HIV/AIDS prevalence Rate of tuberculosis prevalence	PRS implementation Socio-political stability
County programme objectives	Outcome indicators	
1. Beneficiaries' capacity to create and preserve assets, in order to confront food insecurity, and to prevent and mitigate food crises is strengthened	Rate of vulnerability (measured each year by the early warning system) of assisted villages	Completion of implementation of Rural Development Strategy, including the areas of prevention and mitigation of crises
2. Access to basic education, particularly for girls, is promoted	School enrolment rate, by gender and age	
3. Rate of malnutrition of children between 6 and 59 months is reduced and the health status of those sick with tuberculosis and/or HIV/AIDS is improved	Malnutrition rate of children between 6 and 59 months Recovery rate for those sick with tuberculosis Rate of increase in life expectancy for those with HIV/AIDS	Implementation of Ten-Year Educational Development Programme



COUNTRY PROGRAMME—NIGER (2004–2007)—LOGICAL FRAMEWORK SUMMARY

Specific objectives	Outcome indicators	Assumptions/risks
<p>1.1 Village food security stocks, managed in sustainable fashion, are accessible to vulnerable rural populations during the lean season and cyclical food crises</p> <p>1.2 Productive conditions are improved by mobilization of surface waters and renewal of natural resources</p> <p>1.3 Women's capacity to manage village food-security stocks and income-generating activities is strengthened</p> <p>1.4 In case of food crisis, activities are undertaken in a timely fashion in targeted areas in order to mitigate the impact of the crisis.</p>	<p>Rate of savings after each harvest in the village food-security stocks during the first year</p> <p>Surrender price of food stocks during the lean season compared with market price</p> <p>Change in the ratio of food stock available before the lean season to village population size</p> <p>Additional cultivated surface (hectares)</p> <p>Off-season crop production</p> <p>Monthly water availability for livestock</p> <p>Number of cereal banks managed by women</p> <p>Percentage of cereal banks managed by women</p> <p>Number of women implementing income-generating activities</p> <p>Number and percentage of women playing decision-making roles in productive asset-management committees</p>	<p>Implementation of PNAN, PNLs and PNL T</p>
<p>2.1 School enrolment and attendance rates are improved, and drop-out rate is reduced, particularly among girls</p> <p>2.2 Gender inequality in education is reduced</p> <p>2.3 More girls continue attending school after completing the basic education cycle</p> <p>2.4 Work capacity and energy of students are improved</p> <p>2.5 Parent/community investment in education sector increases</p>	<p>School enrolment rate, by gender and age</p> <p>Attendance rate, by gender and age</p> <p>Drop-out rate, by gender and age</p> <p>Success and graduation rate, by gender and age</p> <p>Number of girls enrolled in secondary education</p> <p>Rate of schistosomiasis prevalence, by gender and age</p> <p>Type of initiatives taken by parent associations/management committees</p>	



COUNTRY PROGRAMME—NIGER (2004–2007)—LOGICAL FRAMEWORK SUMMARY

Specific objectives	Outcome indicators	Assumptions/risks
<p>3.1 Good nutritional, hygienic, and health practices become widespread, more appropriate and better applied</p> <p>3.2 Recovery rate for undernourished children between 6 and 59 months improves</p> <p>3.3 Those suffering from tuberculosis and/or HIV/AIDS follow their course of treatment better</p>	<p>Number of undernourished children tracked between 6 and 59 months</p> <p>Rate of relapse in moderately and severely undernourished children (whose mothers have attended training sessions)</p> <p>Recovery rate in moderately and severely undernourished children between 6 and 59 months</p> <p>Rate of visits to health centres by those with tuberculosis and/or HIV/AIDS</p> <p>Percentage and number of those with tuberculosis/HIV/AIDS regularly following their treatment</p>	
Principal outputs (products)	Output indicators	
<p>1.1.1 Village food-security stocks are established in vulnerable villages before the lean season</p> <p>1.2.1 Participants in FFW activities creating community assets receive food aid (dry rations)</p> <p>1.3.1 Women participating in FFT for management of village food security stocks and income-generating activities receive food aid (dry rations)</p> <p>1.4.1 In case of food crisis, FFW activities and cereal banks are implemented in a timely fashion while giving women a predominant role</p>	<p>Number of cereal banks provided with initial food stocks before the lean season</p> <p>Ratio of stock available before lean season to village population during the creation of cereal banks</p> <p>Difference between cereal bank price of millet and market price</p> <p>Number of participants (by gender) in FFW activities</p> <p>Number of rations distributed in FFW (by gender)</p> <p>Number of works effected, by type</p> <p>Number of participants in training programmes</p> <p>Number of participants completing training programme successfully</p> <p>Number of training programmes</p> <p>Number of rations distributed, by FFT activities</p> <p>Number of confirmed food crises rapidly and effectively brought under control</p> <p>Number of beneficiaries, by gender</p> <p>Number of rations distributed, by gender</p> <p>Number and volume of cereal banks assisted in affected areas</p>	<p>Allocation of sufficient governmental resources to National Directorate for WFP CP</p> <p>Steady commitment by partners to technical/advisory support and community management, and monitoring and evaluation</p> <p>Effective community participation in management and upkeep of created assets</p> <p>Implementation of National Plan for Prevention and Mitigation of Food Crises. Completion of National Emergency and Application Plan in Case of Food Crisis</p>



COUNTRY PROGRAMME—NIGER (2004–2007)—LOGICAL FRAMEWORK SUMMARY

Principal outputs (products)	Output indicators	Assumptions/risks
2.1.1 All children enrolled in school benefit from daily balanced meals	Number and percentage of boys and girls in targeted areas enrolled in school	Partners' support in education sector for complementary activities (nutrition, health, food security, awareness training, particularly for girls, etc.) Investment by parents/communities in WFP's efforts to encourage school enrolment Allocation of sufficient governmental resources to the National Directorate
2.2.1 Mothers of daughters regularly attending school receive dry rations during lean season	Number of rations, by gender and age, distributed in schools	
2.3.1 Daughters attending secondary boarding schools benefit from daily balanced meals	Rate of prevalence of parasitosis in school environment, by gender and age	
2.4.1 Deworming in the school environment is ensured	Number of functional parent/management committee associations	
2.5.1 Parents/communities are trained in the proper management of canteens and foodstuffs		
3.1.1 Mothers and their undernourished children benefit from WFP's complementary foodstuffs during training sessions in FARNs	Annual number of training sessions, by village Number of participants (mothers and children) Number of distributed rations	Allocation of sufficient governmental resources to the National Directorate Reinforcement of financial, human and material resources by PNLS and PNLT Steady commitment by partners to technical/advisory support and community/population management, and monitoring and evaluation Partners' pursuit of complementary awareness-training activities
3.2.1 WFP foodstuffs complement partners' foodstuff contributions for complete recovery of children between 6 and 59 months tracked in the CRENI	Number of children treated in CRENI	
3.2.2 Mothers of severely undernourished children attending CRENI benefit from daily balanced meals	Number of mothers (accompanying) in CRENI Number of distributed rations (mothers and children)	
3.3.1 Those sick with tuberculosis in health centre treatment programmes benefit from daily balanced meals	Number of those sick with tuberculosis benefiting from WFP foodstuffs Number of distributed foodstuffs	
3.3.2 Moderately undernourished persons infected with HIV/AIDS regularly attending ambulatory treatment centres receive food aid (dry rations) complementary to their anti-HIV/AIDS therapy	Number of those with HIV/AIDS benefiting from WFP foodstuffs Number of distributed rations	



ANNEX III
BUDGET PLAN FOR NIGER COUNTRY PROGRAMME (2004–2007)
Basic Activities

	Activity 1	Activity 2	Activity 3	Total
Food commodities (mt)	22 000	29 901	4 163	56 064
Food commodities (US\$)	6 100 990	9 172 390	1 420 525	16 693 906
External transport	1 626 507	1 955 981	24 364	3 606 852
LTSH (total)	3 518 244	5 723 651	315 117	9 557 012
LTSH (cost per mt)	159.9	191.4	75.7	126
ODOC	354 000	620 000	231 000	1 205 000
Total direct operational costs				31 062 770
DSC ¹				2 692 200
ISC ²				2 362 848
Total WFP costs				36 117 818
Government contribution				170 280

¹ The DSC amount is an indicative figure presented to the Executive Board for information purposes. The annual DSC allotment for a Country Programme is reviewed and set annually following an assessment of DSC requirements and resource availability.

² The ISC rate may be amended by the Executive Board during the period covered by the CP.

REPUBLIC OF NIGER

WFP Area of Intervention for 1999-2003 and Future Priority Area of Intervention (2004-2007)



Legend

- Country office
- Sub-office

- Area of Intervention 1999-2003
- Future Priority Area of Intervention (2004-2007)

Untargeted Area

Regional Border

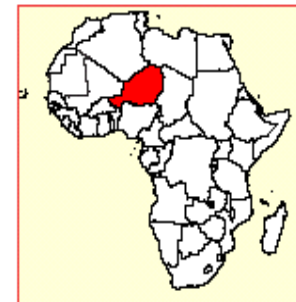
Scale

0 100 200 Km

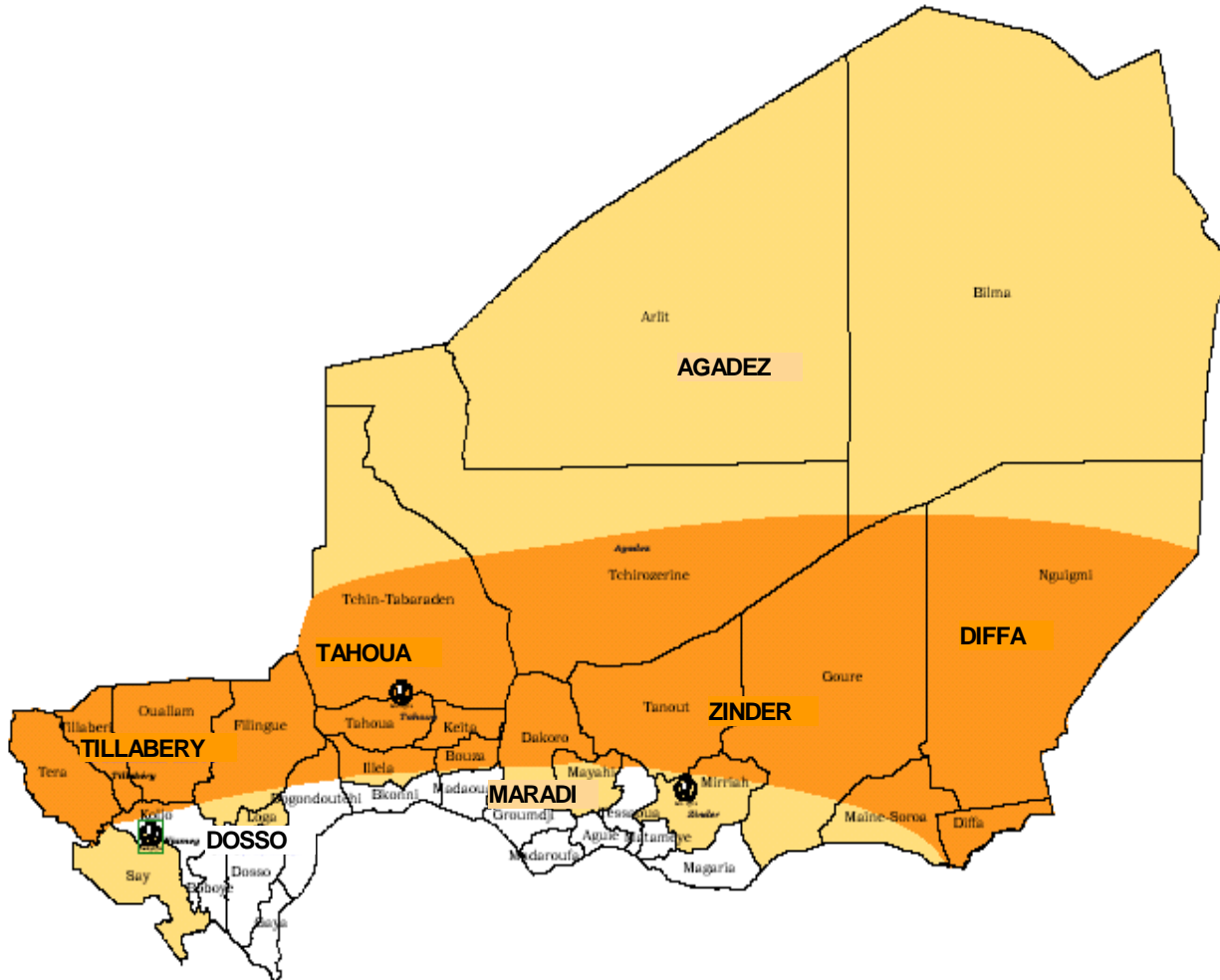
Source of Donations

VAM Study/WFP 2002

Location of Niger on a Map of Africa



VAM/ODDApril 2002



" The area of intervention in 2004-2007 was determined based on the degree of vulnerability established by the VAM study. " The entire area was already part of WFP's area of intervention in 1999-2003.



The designations employed and the presentation of material in this publication do not imply the expression of any opinion whatsoever on the part of the World Food Programme (WFP) concerning the legal status of any country, territory, city or area or of its frontiers or boundaries.

ACRONYMS USED IN THE DOCUMENT

AfDB	African Development Bank
CP	country programme
CRENI	Intensive Nutritional Rehabilitation Centre
CSO	country strategy outline
DOC	direct operational cost
DOTS	Directly Observed Treatment, Short Course
DSC	direct support cost
FAO	United Nations Food and Agriculture Organization
FARN	Centre for Nutritional Instruction and Recovery
FFT	food for training
FFW	food for work
GTZ	German Agency for Technical Cooperation
ISC	indirect support cost
MSF	<i>Médecins sans frontières</i>
NGO	non-governmental organization
ODOC	Other direct operational costs
PNAN	National Plan of Action for Nutrition
PNLS	National Programme to Fight HIV/AIDS
PNLT	National Programme to Fight Tuberculosis
PRS	Poverty-Reduction Strategy
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Organization for Education, Science, and Culture
UNICEF	United Nations Children's Fund
VAM	vulnerability analysis and mapping
WHO	World Health Organization

