

برنامج  
الأغذية  
العالمي



Programme  
Alimentaire  
Mondial

World  
Food  
Programme

Programa  
Mundial  
de Alimentos

**Executive Board  
Third Regular Session**

**Rome, 21–25 October 2002**

## **EVALUATION REPORTS**

### **Agenda item 6**

***For consideration***

# **E**

Distribution: GENERAL

**WFP/EB.3/2002/6/4\***

**(English only)**

23 October 2002

ORIGINAL: FRENCH

\* Reissued for technical reasons

## **SUMMARY REPORT OF THE MID-TERM EVALUATION OF COUNTRY PROGRAMME—NIGER (1999–2002)**

This document is printed in a limited number of copies. Executive Board documents are available on WFP's WEB site (<http://www.wfp.org/eb>).

# Note to the Executive Board

**This document is submitted for consideration to 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.

Director, Office of Evaluation and Monitoring (OEDE):      Mr K. Tuinenburg      tel.: 066513-2252

Evaluation Officer, OEDE:      Mr R. Sirois      tel.: 066513-2223

Should you have any questions regarding matters of dispatch of documentation for the Executive Board, please contact the Supervisor, Meeting Servicing and Distribution Unit (tel.: 066513-2328).



# Executive Summary

The Country Programme (CP) is consistent with the Country Strategy Note (CSN) (1997–2002) and with the Economic and Financial Policy Framework Programme (1996–1998), which was used as the reference document for the food security strategy. Formulation of the United Nations Development Assistance Framework (UNDAF) has not yet been completed. The CP should be extended for another year, for a total of five years, in order to harmonize it with United Nations system agencies' programme cycles, and to take into consideration the UNDAF. The evaluation has also taken into account the new WFP strategy on the utilization of food aid, outlined in the Enabling Development policy. The objectives of the three CP activities meet the requirements of food aid utilization specified in that policy.

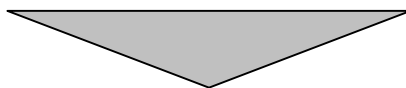
The procedures for planning and implementing the CP have been generally respected. However, in the absence of adequate directives, the document is modelled mainly on the Country Strategy Outline (CSO). The CP activities are an extension of former projects. Targeting is only partial, but the vulnerability analysis and mapping (VAM) activity will help improve it. The monitoring system should be extended to include the entire CP, instead of being limited to individual activities.

The mandates of the current Coordination Unit and the of sub-programme directorate do not make it possible to evaluate the CP results. Moreover, the Inter-ministerial Steering Committee's mandate is not sufficiently clear. Partner support has often been lacking, and that of the Government remains weak. Coordination, programming, and monitoring and evaluation have not been fully integrated, impeding evaluation of this new approach. It is therefore difficult to demonstrate the results. This first CP should therefore be considered a transitory phase from the project approach to the programme approach.

It is recommended that the summaries of activities be formulated during CP preparation and that consideration be given to the selection of indicators for CP monitoring. The mandates of the current Coordination Unit and those of sub-programme directorates should be redefined. Furthermore, it would be advisable to broaden the mandate of the Inter-ministerial Steering Committee. Monitoring and evaluation should be strengthened, and targeting should be refined. There is a clear commitment to women, but it will be necessary to ensure women's participation in the decision-making process and in controlling assets. Mobilization, training and monitoring of results should be strengthened.



## Draft Decision



The Board notes the recommendations contained in this evaluation report (WFP/EB.3/2002/6/4) and the management action taken so far, as indicated in the associated information paper (WFP/EB.3/2002/INF/14). The Board encourages further action on these recommendations, with considerations raised during the discussion taken into account.



## SCOPE OF THE EVALUATION

1. The evaluation mission<sup>1</sup> visited Niger from 20 January to 8 February 2002. Its main objective was to study how the CP approach adopted by WFP in 1995 constituted an effective tool for the design, planning and implementation of WFP development activities in Niger. The evaluation attempted to assess whether the strategy in this new approach made it possible to obtain better results than those obtained through the implementation of individual projects.
2. The mission's analysis and recommendations do not constitute a detailed evaluation of the CP's basic activities, but instead focus on the application of this new approach. Taking account of the importance of the new strategy of food aid utilization, as outlined in the Enabling Development policy, the CP activities have also been analysed on the basis of that policy,<sup>2</sup> which generally consists of creating the conditions that enable poor households and communities exposed to food insecurity to make investments that will directly benefit them in the long term.

## OVERVIEW OF THE COUNTRY PROGRAMME

### Rationale for WFP Food Aid

3. Niger, a continental landlocked country, is one of the world's least developed countries (LDC) and also a low-income, food deficit country (LIFDC). It is classified among the poorest countries in the world, with 67 percent of the population living under the poverty line and 33 percent under the extreme poverty<sup>3</sup> line. Niger has about 10 million inhabitants, 87 percent of whom live in rural areas. The southern edge of the country, which has the most rainfall, contains 75 percent of the population. Recurrent droughts, environmental degradation and a very high population growth rate—estimated at 3.3 percent per year—have contributed to a reduction in the gross domestic product (GDP) in real terms, as compared with its level in the early 1980s. The GDP for 1998 was only 48 percent of what it was in 1981. In 1998, the annual per capita income amounted to barely US\$150.<sup>4</sup>
4. In 2000, the adult illiteracy rate was close to 80 percent and the school enrolment rate stood at about 37 percent, according to the *Programme décennal de développement de l'éducation de base* (PDDE, Ten-Year Education Development Programme), with a considerable difference between girls and boys: Even if this difference has shrunk in the past ten years, in 2000 the enrolment rate was 21 percent for girls and 39 percent for boys. The infant and child mortality rates are 123 per 1,000 and 274 per 1,000, respectively. Child vaccination coverage is 18 percent.<sup>5</sup> One third of the population is food insecure, and

<sup>1</sup> The evaluation team comprised an international consultant, team leader, an international consultant for the basic education activity, a local consultant for rural development, and an Evaluation Officer (WFP/Rome).

<sup>2</sup> Enabling Development—General Policy Issues. Annual Session of the WFP Executive Board (WFP/EB.A/99/4-A).

<sup>3</sup> Republic of Niger and the United Nations Development Programme (UNPD). Report of the review of CP Niger. July 2001.

<sup>4</sup> All monetary values are expressed in United States dollars, unless otherwise indicated. In January 2002, one United States dollar was equivalent to 745,17 Francs CFA (FCFA).

<sup>5</sup> Republic of Niger. Population and Health Survey of Niger—EDSN II—1998.



malnutrition is widespread. Life expectancy is set at 48 years. All these indicators contribute to giving Niger one of the lowest human development rates in the world (0.293), according to the United Nations Development Programme's (UNDP) Human Development Index. In 1999, the UNDP ranked Niger 173<sup>rd</sup> out of 174 countries.

### Country Programme Activities

5. The CP was drafted in compliance with the Country Strategy Note (CSN) (1997–2002) and with the Economic and Financial Policy Framework Programme (1996–1998), which then served as a reference document for the food security strategy. The CP's duration was initially set at four years in order to harmonize it with the programme cycles of the UNDP, UNICEF and the UNFPA. The WFP Executive Board approved the CP in October 1998 for a total estimated cost of US\$28.9 million, corresponding to the supply of close to 50,000 tons of food commodities. The CP will be extended, however, until December 2003 to have it coincide with the new programming cycle of all the United Nations agencies in Niger.
6. CP implementation centres around three areas of intervention, or basic activities: (i) rural development (50 percent of the food commodities planned for the CP); (ii) education (33 percent); and (iii) health/nutrition (17 percent). These three activities already existed as independent projects before CP implementation. The activities' respective objectives are:
  - to encourage agricultural production while protecting the environment;
  - to promote overall school enrolment among nomadic and transhumant populations, in particular that of girls; and
  - to increase the rate of mother-and-child health (MCH) coverage.
7. The document stated that the CP activities would focus on the regions in which food security was most precarious and, in particular, on the most vulnerable groups.

## ASSESSMENT OF COUNTRY PROGRAMME PERFORMANCE

### Design and Integration

8. The technical and methodological support received by the WFP office in Niger was considerable, whether from Headquarters, the regional bureau at Dakar (formerly the centre at Ouagadougou) or from external WFP consultants, namely the World Health Organization (WHO), UNESCO and the Food and Agriculture Organization (FAO). However, this support concentrated mostly on logistics, gender issues, and on the CP activities as sectoral interventions, rather than on the country programme approach itself.
9. The current CP, which is part of the first-generation of WFP Country Programmes, should be considered a transition phase rather than a true integration of the programming approach, for the following reasons:
  - The formulation of the CP took place after some of the activities had begun (e.g. the education activity, in November 1996), while other activities were implemented well after the CP's approval. (The health/nutrition activity started out as a pilot project in February 2000, but it was not actually launched until July 2000.)



- The CP, which should be the main reference document for implementation, is not given the attention it deserves. Compared with the CSO, it contains few new elements, namely, the more detailed activity summaries and the plans of operation, which serve as reference documents.
  - Neither the WFP office in Niamey nor WFP's partners yet have a common understanding or clear idea of the CP concept.
  - The CP itself, which was given only very limited support during its formulation, contains neither a logical framework nor any monitoring-and-evaluation indicators. Its objectives merely restate those of the three basic activities.
10. As a result, the CP document does not provide the expected overall view of the country programme approach but merely repeats the strategy set out in the CSO and the details of the summaries of activities, without providing a fully integrated view of the CP. If most of the summaries of activities had been drafted at the same time as the CP document, the CP would have been better formulated and could have been used as a reference document. Moreover, using the logical framework method in formulating these documents would make it possible to avoid a juxtaposition of objectives and highlight cause-and-effect relationships. Finally, formulating the summaries and the CP document at the same time would force interventions to be designed in a realistic manner, with the implications of the capacities, partnership and coordination of all stakeholders kept in mind.

### Recommendations

- ⇒ Formulate most of the summaries of activities at the time of preparation of the next CP document to allow for their better integration, and to allow the CP document to serve as a true overview and reference document.
- ⇒ Ensure that the main stakeholders have a common understanding of the CP approach. It is also essential to adopt the logical framework method and to identify performance indicators when preparing the next CP.

### Coherence

11. The formulation of the UNDAF had not yet been completed at the time of the mission. Nevertheless, the Common Country Assessment (CCA) had been done and served as the reference document. Moreover, the formulation of the UNDAF is planned to take place by mid-2002 and to serve as a basic reference for the next CP, which will be extended for a year to harmonize programming cycles. The CSO was widely consulted during the evaluation mission.
12. The CP is consistent with government policies aimed at improving food security and combating poverty. Furthermore, WFP has specific spokespersons for each activity within the technical ministries, and the sub-programme directorates are present to facilitate interaction. However, financial means are inadequate and the officials concerned often lack interest. The directorate of the education sub-programme, however, is fairly active. Also, a Coordination Unit exists within the Ministry of Finance and the Economy. The CP's Inter-ministerial Steering Committee was set up as planned, while giving WFP a more advisory mandate.



13. Despite the existence of a framework, facilities and persons assigned to coordination, activity complementarity and synergy are very limited, with regard both to coordination and linkages among the CP activities and to complementarity among the activities of the various development agencies or donors. The reasons for this are:
- Information between WFP and its governmental or other partners in the field is not well circulated,
  - Data that should come from the field to enable the monitoring of activities' progress arrive late or never, reach the persons responsible for activities, either at the ministerial or country-office level.
  - The new WFP requirements for coordinating CP execution are poorly defined, and the current structures are not very functional.<sup>6</sup> The need for logistical monitoring is accepted, but the same is not true for the need to monitor the results of the CP as a whole. The current mechanism and its available means are inadequate for achieving this.

### Recommendations

- ⇒ Provide the CP's Inter-ministerial Steering Committee with a specific and broad mandate. The Committee must periodically meet with WFP and the secretaries-general of the partner ministries, in particular during the review of the summaries of activities, the consolidated monitoring reports and the approval of the CP's implementation time frame.
- ⇒ Analyse the respective mandates of the CP's Coordination Unit and sub-programme directorate (the directorate does not answer to the Steering Committee but to its own ministers), in light of the degree of integration required, the analysis of the results, and the recommendations contained in the current CP document. These recommendations include preparing periodic assessments of each activity in an integrated manner so as to monitor the CP's progress.

### Targeting

14. Generally, the CP activities are implemented in areas of chronic food insecurity and/or those prone to recurring climatic risks. The WFP regional bureau at Dakar has just launched a VAM study for Niger. The results of this work should make it possible to refine the targeting of all the CP activities, and in particular, the activity in support of school feeding and of Integrated Health Centres (IHCs), in order to take better account of the vulnerability of villages or clusters of villages.
15. Since much basic data already exist on cyclical and structural vulnerability in Niger,<sup>7</sup> it is advisable that the VAM work complement these studies and try to highlight the causes of vulnerability and the survival mechanisms for some of the more deprived socio-economic groups. A better understanding of the dynamics within villages would make it possible to better monitor and interpret the medium- and long-term results of the activity in support of rural development, for the creation of productive assets.

<sup>6</sup> The text that defined the role of the Coordination Unit goes back to 1989. It focuses primarily on the receiving, storage and transport of food commodities. The monitoring of the progress of activities ("projects", as they were called at that time) is mentioned in passing and does not refer to monitoring of results.

<sup>7</sup> In particular, a new population census, the Early Warning System (EWS) data and a study by the non-governmental organization (NGO) CARE, on "Food Security in the Departments of Tahoua, Zinder, Maradi, Diffa, Tillabéry" in 1998.





## Implementation

16. The capacity to transfer food commodities between regular activities and emergency operations allowed the use of the under-employed resources from the rural development activity in favour of the food-for-work (FFW) activities implemented as part of emergency operations and the cereal bank component, which was intended to make up for the crop failure of 2000. In this way, the CP resources temporarily served as security stock pending arrival of food commodities assigned under the emergency operations.
17. Although not linked to the country programme approach, the measures for increasing increase the rigour in the management of food commodities, and which were adopted in the Sahel before the CP was drafted, give the WFP office at Niamey greater control of its resources. These measures allow the use of private carriers selected by WFP, the management of eight storage warehouses by the Coordination Unit, including joint administration, and the joint signing of transport documents. The unit receives US\$2 per ton for its services. Although relatively effective, the system in place needs to be improved. A review of the system is being carried out with the help of the regional logistics officer. Two options are being considered: to entrust the responsibility for all logistics to WFP or to pay a higher rate for the services provided in order to improve surveillance and monitoring, according to a clearly defined schedule of responsibilities.
18. Owing to a lack of adequate training, the Niamey staff does not seem to sufficiently master the new commodity movement and processing analysis system (COMPAS) software. In addition, the absence of adequate means of communication causes delays in or makes impossible the transmission of data from the field to Niamey.
19. In spite of the CP's geographical focus, the size of the territory and the lack of budget resources place constraints on the monitoring and coordination of interventions in the field. The lack of staff impedes the progress of the CP, so that logistics takes precedence over results monitoring.
20. The annexed table shows that food distribution varied from one activity to the next. The rural development activity had the highest percentage of food distribution, with 48 percent of the quantities originally planned. This represents a success for this activity, considering that the total tonnage was set at 50 percent. However, this percentage should have reached 63 percent after three years, which indicates a delay in implementation. The delay in the other two activities is more pronounced (33 percent of the food distribution planned for the school feeding activity and 27 percent for the health/nutrition activity). According to initial forecasts, the last two activities should have received 51 and 36 percent, respectively, of the average estimated. However, it is difficult to attribute these delays solely to CP implementation given that the activities did not all start at the same time, nor did they start at the same time as the CP. From the point of view of operations, it is impossible to state exactly when each activity was fully integrated into the CP.

## Recommendation

- ⇒ It is crucial that field staff be increased and that the necessary funding be allocated for this. At least one programme assistant should be recruited for each one of the sub-offices at Tahoua and Zinder, in order to ensure correct monitoring, at the regional level, of the progress of activities as compared with the objectives of the CP and the desired results.



## Gender Issues

21. The CP clearly shows WFP's Commitments to Women. The health/nutrition activity specifically targets women, and thanks to the dry rations given to some families sending their daughters to school, girls receive special attention in the context of basic education.
22. Moreover, the synergy that exists between WFP and the Rural Development Programme in the Ader-Doutchi-Maggia Valley (PDR ADM) has enabled women to have a special role in the management of cereal banks. However, in general, women are excluded from the management committees; when they are on the committees, they rarely participate in decision-making.
23. The majority of rural development activities have women as beneficiaries, mainly because WFP supports projects/programmes in disadvantaged regions, from which men migrate to find salaried work at a time coinciding with the implementation of FFW activities. Also, an increase in the number of women at building sites is generally recommended for explicitly ensuring that food supplies reach the women and their children and, implicitly, to demonstrate WFP's Commitments to Women. On the other hand, the increasing number of men at some building sites could be an indicator of the success of the land reclamation activities, and could reduce the need for women alone to perform FFW activities, which tend to increase their already enormous workload. Furthermore, in spite of the presence of women at the building sites, the productive assets resulting from their work rarely reach them.
24. Achieving equity between women and men at all levels (e.g. at the participatory and decision-making levels as recipients of food and as beneficiaries of interventions) is a desirable objective that would enable women, in the long term, to assert themselves in the management of assets and in decision-making, while establishing new dynamics between the sexes. This approach could contribute to a lasting change in mentality. A better understanding of the respective responsibilities of men and women in the same household with regard to food security would make it possible to set more significant objectives and indicators to monitor the effects of WFP activities on behalf of women.

### Recommendation

- ⇒ Ensure more qualitative participation of women in FFW activities in order that the activities have a more sustainable impact on women, in particular by increasing their participation in decision-making processes and giving them greater control over the assets created.

## EVALUATION OF THE ACTIVITIES' CONTRIBUTION TO COUNTRY PROGRAMME OBJECTIVES

### Rural Development

25. At the time of the CP's preparation, it was foreseen that the rural development activity would be implemented by three major partners: (i) the Rural Development Programme in the Ader-Doutchi-Maggia Valley (PDR ADM) in the Department of Tahoua; (ii) the Special Country Programme (SCP II) of the International Fund for Agricultural Development (IFAD) in the regions of Tillabéry, Tahoua, Agadez and Dosso; and (iii) the UNDP's Framework Programme for Poverty Alleviation (PCLCP) in the department of



Zinder, supported by an International Labour Organization (ILO)<sup>8</sup> programme being implemented at the time of CP formulation. The long-term objectives of this activity were to improve food security and reduce rural poverty. Its strategic objectives aimed at: (i) increasing food production in areas with chronic food deficits; (ii) restoring soil fertility; and (iii) creating reserve stocks, while allowing women to participate fully in activities and benefit from the results.

26. Delays and interruptions in financing from two of these three partners forced the WFP office at Niamey to seek new partners to sell the food commodities programmed for PDR ADM in 2000 and 2001, and those for SCP II–IFAD in 2000. Since the 2001 re-programming followed a very bad harvest, WFP support was positively received by its partners, often non-governmental organizations (NGOs).
27. The food aid allocated for establishing cereal banks constitutes a major asset. The experience acquired in the setting-up and managing of the cereal banks also convinced top government management and disaster mitigation authorities that food security in Niger resulted from locating stocks nearby.
28. In spite of these positive results, it would nevertheless be regrettable if WFP interventions in the area of rural development were directed towards specific activities. Such an action implies a short-term vision that goes against the long-term strategy recommended by the country programme approach.

### Recommendation

- ⇒ If the activities of WFP's two main partners with regard to rural development are not resumed shortly, a partnership should be established with a very limited number of other partners, and the relative importance placed on this activity should be reduced. Moreover, the rural development activity should return to its initial design, i.e. a coherent set of interventions leading to an adequate number of sustainable improvements likely to reduce food insecurity.

### Basic Education

29. WFP support for education goes back to 1971. The fourth phase of the last project took place from 1996 to 2001. Despite its inclusion in the CP, this activity functioned as a project until its evaluation in February 2001. While awaiting the granting of allocation for 2002, this activity is being continued using the remaining food supplies. Following the example of the other basic CP activities, the basic education activity should receive a budget extension until 2003. The objectives of this activity aim at: (i) increasing school enrolment and attendance among children from nomadic and transhumant<sup>9</sup> populations; (ii) increasing school enrolment among girls; and (iii) improving students' learning capacity. Currently almost 250 school canteens permit the provision of meals to close to 25,000 boys and girls. Moreover, in the areas where girls' school enrolment is particularly low, 3,500 families also receive dry rations in order to encourage them to send their daughters to school. Even though joint deworming interventions are planned with WHO and the World Bank, relations between partners are on the whole very weak.

<sup>8</sup> This regards the Programme for the "Cooperative Participation of Enterprises to Guarantee the Food Security of the Villages and in Local Development in the Department of Zinder".

<sup>9</sup> The new summary of activity for 2002 no longer specifically targets to nomadic and transhumant populations, but instead to vulnerable rural areas.



30. All agree that the school feeding activity is a powerful catalyst for encouraging parents to send their children to school and keep them there and, in some cases, through the dry take-home rations given to parents, to encourage girls' attendance in particular. However, with budget resources insufficient to allow adequate monitoring, there are no reliable data to support this claim. The data collected are limited to the number of beneficiaries and the quantities of food distributed. Also, the performance indicators do not permit an assessment of whether the activity objectives have been achieved.
31. Moreover, the targeting and selection of beneficiary schools do not always seem to take into account the opinions of the communities selected, and participation by members of the school feeding management committees consists in assisting when the food arrives and departs. The activity has not been sufficiently integrated into the CP because it continues to be managed independently.

### Recommendation

- ⇒ Refine targeting on the basis of the ongoing VAM exercise, and involve the officials of the decentralized structures in the final selection of communities. Seek partners and strengthen the monitoring-and-evaluation system and its integration into the CP, organizing training courses that could improve monitoring and demonstrate results. It will also be necessary to improve the editing of reports so that they may serve as valid management tools. However, it will also be necessary to take budgetary constraints into account.

### Nutrition Support for Vulnerable Mothers and Children

32. As outlined in the CP, this activity aims to: (i) increase attendance at pre-natal and post-natal health services; and (ii) improve and expand nutritional monitoring of children under 5 in order to prevent malnutrition. In spite of the fact that the activity's objective is to increase use of these services without excluding anyone, the plan of operation specifies that in order to benefit from food aid, women must meet certain criteria related mostly to the risk of nutritional vulnerability.<sup>10</sup> In practice, WFP support consists of providing expectant and nursing mothers monthly dry rations after each consultation. Children between the ages of 7 and 59 months at nutritional risk or who are suffering from early or moderate malnutrition receive rations of enriched flour (corn-soya blend). This activity is implemented in 116 IHCs, located in 13 of the most vulnerable districts in four of Niger's eight regions/departments.
33. Unquestionably, the distribution of food aid commodities leads to an increase in the number of consultations at the IHCs. However, the conflict between the desire to increase attendance and the need to select beneficiaries on the basis of specific criteria leads to confusion and frustration: many women not at risk for malnutrition occasionally come to the centres hoping to receive food. The IHCs are visited also, but not regularly, by women whose nutritional conditions are unsatisfactory.
34. Food quantities are never readjusted after field data arrive because these data reach the Niamey office too late. Consequently, many initial quantities are under- or over-estimated, which leads to ration adjustments at the local level that do not contribute to the successful performance of the activity. In some centres, the food quantities are insufficient to provide

<sup>10</sup> For expectant mothers, for example: those who weigh less than 45 kg, or who weigh less than 60 kg and have the following characteristics: (i) presence of anaemia; (ii) women whose previous child weighed less than 2.5 kg at birth; (iii) twin pregnancy; (iv) women with a child under 1 year.



a supplement to all the women who meet the selection criteria and should have access; the rations are then adjusted downwards to cover all needs. On the other hand, some centres receive too high quantities, encouraging staff to ease the criteria for distributing the food received.

35. Moreover, the inadequacy of awareness-raising and training of the members of the Health Committees and the IHC Management Committees, and the high turnover of centre staff, do not enable the proper distribution of food. Even in the regions/departments of Tahoua and Tillabéry, where training was provided, participation is weak.

### Recommendations

- ⇒ Pursue only one objective: to increase health centre attendance or to contribute to combating malnutrition, coupled with compatible implementation principles.
- ⇒ For the smooth functioning of this activity, it is essential that implementing partners be identified that are capable of ensuring continuous training and monitoring. The ideal partner would be an international NGO with its own funds or a development agency that worked in close cooperation with national NGOs.

## APPLICATION OF THE ENABLING DEVELOPMENT POLICY

36. Generally, the CP is not inconsistent with the new Enabling Development policy, even though it was formulated before the official issuing of that policy.
37. Whatever the basic activity, food aid constitutes an effective catalyst for reducing the food insecurity of certain vulnerable groups and for encouraging the population to undertake difficult works collectively. However, the food sometimes becomes an end in itself, thus risking the creation of dependence.
38. Despite the recommendations of the WFP Executive Board contained in the CP document, there is a shortage of partners possessing sufficient means in the fields of health/nutrition and basic education. Moreover, in 1999–2000 – that is, in the middle of the implementation period – the interventions of two of the three main partners in the rural development activity were practically at a standstill. Partnership with the government counterpart sometimes leaves much to be desired; e.g. the drafting of the Ten-Year Education Development Programme (2002–2012) took place without any real consultation with those responsible for the school feeding activity.
39. The CP's design is consistent with four of the five objectives of the Enabling Development policy. This activity in support of rural development both makes it possible for poor families to gain and preserve assets (the third objective) and enables households that depend on degraded natural resources for their food security to make a shift to more sustainable livelihoods (the fifth objective). The basic education activity enables poor households to invest in human capital through education and training (the second objective). The activity relating to malnutrition aims to enable young children and expectant and nursing mothers to meet their special nutritional and nutrition-related health needs (the first objective).



**Recommendation**

- ⇒ Seek implementing partners for all activities, in particular for those relating to education and health/nutrition. Partners on the ground are essential for informing and mobilizing the population, training the members of the different management committees, monitoring activities and helping provide information for good monitoring of results.



**NIGER**  
**DISTRIBUTION OF WFP FOOD ASSISTANCE**  
**COUNTRY PROGRAMME 10015.0 (1999–2002) AND EMERGENCY OPERATIONS**

	Quantities approved (tons)		Situation as of 31 December 2001 (tons)					Quantities to be distributed in 2002
	Quantities of food commodities approved	Estimated annual average distribution	Quantities distributed in 2001		Quantities distributed since the start of the CP	Progress <sup>1</sup> (%)	Prorated <sup>2</sup> (%)	
			Planned	Delivered				
	A	B						
Rural development								
(Activity 1)	25 369	6 342	11 542	8 548	12 074	48	63	4 740
School feeding								
(Activity 2)	17 268	3 698	4 013	3 589	5 706	33	51	4 267
Health/Nutrition								
(Activity 3)	7 958	1 990	2 116	996	2 121	27	36	2 116
<b>Total CP</b>	<b>50 595</b>	<b>12 030</b>	<b>17 671</b>	<b>13 133</b>	<b>19 901</b>	<b>39</b>	<b>55</b>	<b>11 123</b>
<b>Total emergency</b>	<b>7 592</b>	<b>7 592</b>	<b>7 592</b>	<b>2 519</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>2 762</b>
<b>GRAND TOTAL</b>	<b>58 187</b>	<b>19 622</b>	<b>25 263</b>	<b>15 652</b>	<b>n/a</b>	<b>n/a</b>	<b>n/a</b>	<b>13 885</b>

<sup>1</sup> Quantities actually distributed after three years (1999–2001) of CP implementation as compared with the forecasts of the overall duration of the CP, i.e. four years (1999–2002).

<sup>2</sup> Quantities actually distributed after three years (1999–2001) of CP implementation in proportion to the theoretical annual average distribution after three years.

<sup>3</sup> Emergency operations: 10063.0 and 10068.0.



## ACRONYMS USED IN THE DOCUMENT

CARE	Cooperative for Assistance and Relief Everywhere
CCA	Common Country Assessment
COMPAS	Commodity movement and processing analysis system
CP	Country Programme
CSN	Country Strategy Note
EDSN II	<i>Enquête démographique et de Saute an Niger</i> (Population and Health Survey of Niger)
EWS	Early warning system
FAO	Food and Agriculture Organization of the United Nations
FFW	Food for work
GDP	Gross domestic product
IFAD	International Fund for Agricultural Development
IHC	Integrated Health Centre
ILO	International Labour Organization
LDC	Least developed country
LIFDC	Low-income, food-deficit country
MCH	Mother-and-child health
NGO	Non-governmental organization
PCLCP	Programme for Poverty Alleviation
PDDE	<i>Programme décennal de développement de l'éducation de base</i> (Ten-Year Education Development Programme)
PDR ADM	Rural Development Programme in the Ader-Doutchi-Maggia Valley
SPC	Special Country Programme
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNESCO	United Nations Education, Science and Culture Organization
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund
VAM	Vulnerability analysis and mapping
WHO	World Health Organization

