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Our thanks are extended to stakeholders and partners of UNDP Niger, including members of the government, civil society, international development community, the United Nations family and members of the communities that the ADR team consulted during the course of the evaluation. Their engagement was constructive, allowing the evaluation team to conduct the evaluation whilst maintaining independence. Credit should be given to members of the Reference Group, led by the Ministry of Planning, particularly Seydou Yaye'. We are also grateful to Abdou Souley, Secretary General of the Ministry of Plan, who co-chaired the stakeholder workshop.

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We would also like to thank the UNDP Regional Bureau for Africa for their valuable support and contributions to the evaluation process.

We hope this evaluation will help UNDP further leverage its strategic partnership with the Government of Niger, as UNDP advances with its transformation process to become an ever more relevant and valuable partner to the country.

FOREWORD

Assessment of Development Results (ADR) are a core work area of the EO which independently and systematically assess progress around key UNDP interventions in countries receiving UNDP support. The ADR was conducted in collaboration with the Government of Niger in order to strengthen ownership of evaluation results by national partners and, consequently their credibility and utility. A Reference Group was set-up to oversee the process, with representatives from the Ministry of Planning, the UNDP Country Office and the Regional Office for Africa as main reference points. Partners from the Government, the National Statistics Institute (INS), the United Nations Children's Fund (UNICEF), the European Union (EU), national and international NGOs, and the University Abdou Moumouni of Niamey also participated. The evaluation process was conducted by an independent regional and national team and guided by a professional evaluation manager in the EO. Through this mechanism, both the Government and the EO ensured that established norms and standards for evaluation, such as independence, impartiality and rigorous methodology, were followed. This approach helped the evaluation team collect inputs from a broad range of national partners, as well as from several recent reviews such as the mid-term country programme review and the review of the United Nations Development Assistance Framework (UNDAF), resulting in a report that is better rooted in the national reality, hence making it useful for national partners and UNDP in designing their future engagement with a better sense of UNDP's strategic direction. A workshop organized by the Ministry of Planning and hosted by the Ministry of Foreign Affairs was held at the end of November 2012. The meeting brought together more than 50 main stakeholders to discuss implementation of the evaluation's recommendations.

The evaluation found that, in general, the UNDP programme has generated tangible results at both strategic and operational levels in the areas of governance, crisis prevention / management, environment and natural resources, poverty reduction, and promotion of United Nations values. Yet the country programme's ability to deliver in collaboration with its main partners, require strengthening as lengthy procedures cause implementation delays and risk to influence performance. They therefore must be addressed to further prepare Niger to face current chronic challenges such as poverty, food insecurity and climatic risk, as well as emerging challenges.

The evaluation's conclusions and recommendations will help UNDP reflect on its effectiveness and strengthen its strategic position in Niger. The evaluation took stock of what worked, what did not and why in Niger over the past ten years and identifies potential roles that UNDP could play in the future. The EO sincerely hopes that this evaluation will support on-going and future efforts by UNDP to enhance its support to the Government of Niger, and other national partners, thereby increasing levels of human development for the people of Niger. We also hope that the study will inform UNDP's strategy more widely and that recommendations from the ADR will lead to management action and implementation.

We believe that this evaluation was very timely, since it was intertwined with recent national strategic planning processes, with the formulation of the new cycle of the country programme and the forward looking processes aimed at envisioning a more secure and sustainable future.
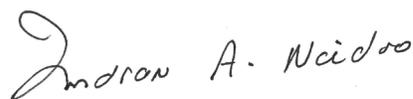
Indran A. Naidoo
Director, Evaluation Office

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ACRONYMS AND ABBREVIATIONS

ADR	Assessment of Development Results
AfDB	African Development Bank
ANDDH	Niger Association for the Defense of Human Rights
AWP	Annual Work Plan
BP	Bureau Performance
CEDAW	Convention for the Elimination of All Forms of Discrimination Against Women
CNCCAI	National Commission for the Collection and Control of Illicit Arms
CNDP	National Council for Political Dialogue
CPAP	Country Programme Action Plan
CPD	Country Programme Document
CSOs	Civil Society Organizations
CSP	Community Support Programme
DANIDA	Danish International Development Agency
DEX	Direct Execution
EO	Evaluation Office (UNDP)
EU	European Union
FAO	Food and Agricultural Organization of the United Nations
GDP	Gross Domestic Product
GEF	Global Environment Facility
GHG	Greenhouse gas
GTZ	German Agency for Technical Corporation
HDI	Human Development Index
HDR	Human Development Report
HELP	Health Education and Literacy Programme
IGA	Income-Generating Activity
IMF	International Monetary Fund
INS	National Statistics Institute
IWRM	Integrated Water Resources Management
JPO	Junior Professional Officer
KfW	Kreditanstalt für Wiederaufbau (German Economic Development Agency)
M&E	Monitoring and Evaluation
MDGs	Millennium Development Goals
MDP	Municipal Development Plan
MTEF	Medium-Term Expenditure Framework
MTR	Mid-term Review
NEX	National Execution
NGO	Non-Governmental Organization
NIEC	National Independent Electoral Commission

ODA	Official Development Assistance
PADEL	Project for Local Economic Development Support
PLWH	Person Living with HIV
PRSP	Poverty Production Strategy Paper
RBM	Results-Based Management
SDRP	Strategy for Accelerated Development and Poverty Reduction
SIGNER	Geographic Information System for Niger
SME	Small and Medium-sized Enterprise
SNV	Netherlands Development Organization
STI	Sexually-Transmitted Infection
TFP	Technical and Financial Partner
TOR	Terms of Reference
TRAC	Target for Resources Alignment from the Core (UNDP's own funds)
UNAIDS	United Nations Programme on HIV/AIDS
UNCDF	United Nations Capital Development Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNOPS	United Nations Office for Project Services
UNV	United Nations Volunteers
UN Women	United Nations Entity for Gender Equality and the Empowerment of Women
USAID	United States Agency for International Development
WAEMU	West African Economic and Monetary Union
WFP	World Food Programme
WHO	World Health Organization

EXECUTIVE SUMMARY

The Assessment of Development Results (ADR) is an independent evaluation managed by the Evaluation Office (EO) of the United Nations Development Programme (UNDP) in Niger in 2012. It assesses UNDP's overall contribution to the development of the country over the two most recent programming cycles (2004-2008 and 2009-2013), as well as the strategy and performance of UNDP-Niger during the last two programme cycles and their action plans. The ADR team focused on evaluating the results of completed programmes and, the quality and scope of ongoing programmes. On the basis of the analysis, recommendations have been made with particular emphasis on the next programming cycle. This ADR is the first conducted in Niger. It was conducted in collaboration with the Government of Niger with a view to strengthening the ownership of the evaluation results by national partners, and thereby its credibility and utility. Its objectives are to: (i) identify progress made toward achieving the desired results for the programming cycles concerned; (ii) analyse how UNDP in Niger has positioned itself in order to provide added value to the country's own development efforts; and (iii) present conclusions and recommendations that will feed into new programming frameworks for UNDP in the country, and in particular the next Country Programme.

The evaluation used several methods and approaches, including an extensive document analysis, individual and group interviews, and site visits to the projects' operations in the three large regional divisions of the country. The evaluation team met with over 100 people during the data collection mission in May 2012 which concluded with a meeting in Niamey, during which preliminary findings were shared. The meeting brought together approximately 30 high-ranking representatives from government institutions, civil society, UNDP, and other technical and financial partners (TFPs). EO had already met 32 strategic actors in UNDP, other partners, representatives of the Government, the University of Niamey and civil society, who together helped frame the evaluation during the preparatory missions to Niger in November-December 2011 and February 2012. Finally, after quality assurance was completed and the report validated, a stakeholder workshop was held on 27 November 2012.

KEY FINDINGS

The evaluation shows that UNDP achieved tangible results during the 2004 and 2009 programme cycles. At the strategic level it assisted Niger in acquiring frameworks and tools to formulate, implement, monitor and evaluate policies and development strategies, at both central and local levels. At the operational level, it provided solutions to development or survival problems experienced by the population. It also attempted to influence cross-cutting themes, such as gender, human rights, capacity development and results-based management (RBM), albeit with mixed results. Indirect contributions included the coordination of cooperation, resource mobilization and scalable pilot initiatives. Overall, the Country Office played a leading role in coordinating development in Niger and assisted to put in place and strengthen an arrangement for managing aid. Contributions were also made through experimental pilot projects which were then scaled-up by partners with more resources, as was the case with decentralization, which the Country Office managed in partnership with the Government.

Over the course of the 2004 and 2009 CPAPs, UNDP's strategic efforts in Niger shifted from poverty reduction to governance to adapt to the urgent situation caused by an institutional crisis in 2010. UNDP was forced to support its resolution through eight electoral ballots.

Governance is the largest portfolio in the current CPAP, while in the previous CPAP it came behind poverty reduction which was the largest. Crisis management was managed by the Governance Unit during the previous CPAP, but is now handled by a separate programme unit created specifically to take into account the importance of this dimension in view of the frequency of disasters and crises in the country. While execution during the first cycle was assisted by a support unit based in the Ministry of Economy and Finance, this arrangement was replaced by the principle of project focal points in counterpart national institutions. This was driven by a desire to strengthen national execution. In practice, this proved to be insufficiently prepared, showing the limits by the national counterpart in both the planning and monitoring of activities.

UNDP's interventions in Niger were **highly relevant in terms of their relation to strategic national priorities and community needs, and institutions benefiting from them on the ground, and in how the programme is implemented.** UNDP's direct (mainly project) and indirect or non-project interventions have had meaningful results. The balance between strategic/national and operational/local levels is not always understood by national partners, some asking for more strategic support, others for more operational action.

In terms of effectiveness, the programme has generated tangible results at both strategic and operational levels in the areas of governance, crisis management and prevention, environment and natural resources, poverty reduction and promotion of UN values. However, the procedures and ability to deliver by the Country Office and the national authorities require strengthening.

On a strategic level, UNDP has helped Niger develop central and local level frameworks and tools for the formulation, implementation, monitoring and evaluation (M&E) of policies and development strategies. Institutional governance-related frameworks emerged which gradually established stronger procedures for consultation, negotiation, arbitration, reporting and the administration of justice. In the area of economic development strategies and poverty reduction, strategic MDG-focused tools were developed covering critical issues such as gender. UNDP contributed to sectoral policy frameworks and processes that improved knowledge and management of natural resources and assisted Niger to meet with its obligations for greater communication to the international community on the theme of environment. Furthermore, warning and crisis management systems were strengthened in response to the increased frequency of such events.

On an operational level, UNDP has provided solutions to benefit the population by providing target communities with basic social services, education, healthcare, water supply, community infrastructure, alleviating the workload of women, offering employment and income alternatives, and in some cases, allowing access to modest sources of credit with flexible terms. Progress is slow in terms of gender equality, judging by the few women holding positions of leadership in Niger. Significant results have been achieved in human rights and the judicial system is gradually opening up to this, with growing awareness among the citizens.

Problems of national ownership have hindered capacity development and raised questions over the effectiveness and sustainability of outcomes. Results of capacity-building are uncertain as there is still much to be done before capacity development has real impact. Gender issues are not given sufficient visibility and progress has been slow. The programme retained flexibility and has been responsive to changing conditions and needs, and thus remained relevant.

Regarding efficiency, resources are planned, implemented and justified following UNDP procedures, which are of international high standards, suggesting that the programme in Niger is efficient. Procurement protocols are both transparent and fair, which suggests a

degree of rationality that can only contribute to the efficiency of the programme. Yet, abnormally long delays caused by UNDP protocols and processes detract from the overall efficiency of the programme and lead to additional costs.

With regards to sustainability, the programme's performance depends on the quality and strength of ownership and national abilities. The country, however, is still facing problems at these levels.

Problems have been encountered with the formulation, coherence and organizational structure of the programme. There are ambiguities in the formulation of an outcome related to the poverty-MDG and in the positioning of the economic governance. The institutional location of the key M&E function is not appropriate. Operating methods are based on national execution in most interventions. Managing relations with donors is highly effective, as shown by good results in mobilising funds. Yet there are still areas where improvements can be made, such as the communication and management of procedures.

Major difficulties have been noted in the management of procedures to deliver the programme's products and lengthy procedures cause significant delays. There are bottlenecks in the production of annual work programmes (AWPs) which are now published biennially, as well as the availability of funding and delivery of reporting documents. These implementation problems have a direct impact on performance since, from the start, the programme is forced to operate and deliver in a significantly shorter timeframe than originally foreseen. Stresses at the operational level due to insufficient availability of time and capacities are affecting quality.

RECOMMENDATIONS

Recommendation 1: Improve strategies for national capacity development. Actions should be taken jointly by the Country Office and national partners to identify the minimum level of activity required to stimulate further and more appropriate development of national capacity, while continuing with conventional training and workshops.

Recommendation 2: Improve the handling of gender issues within the CPAP. The way in which gender issues are dealt with is not yet sufficiently effective, even though it is a cross-cutting issue of the utmost importance. In general, gender issues should be more adequately reflected in programme documents (in terms of context analysis, target setting and strategies).

Recommendation 3: Strengthen, clarify and restructure economic governance in the programme, especially in the crucial area of public financial management, building on the efforts made to promote the use of Mid-Term Expenditure Frameworks in the different ministries. At the same time, a choice should be made between continuing to dilute the theme in the poverty reduction strategy and Millennium Development Goals (MDGs) or giving it more visibility in a wider governance programme.

Recommendation 4: Improve the wording of the CPAP outcome covering poverty reduction, gender and the MDGs to overcome the ambiguity undermining its coherence. The wording of this outcome is too restrictive and should include 'actions' or 'activities' to achieve the MDGs and reduce poverty, as well as 'reforms'.

Recommendation 5: Improve quality assurance. Programme managers and project teams spend considerable time controlling the quality of implementation procedures leading to delays, and time and energy spent on catching up which is a less efficient use of resources. The Country Office should focus more on the core substantive work of the programme and less on managing procedures.

Recommendation 6: Strengthen human resources in the programme. Although recent efforts had been made to improve human resources in the Country Office, with the recruitment of financial

and administrative assistants, programme units are stretched to the limits and further recruitment efforts are needed.

Recommendation 7: Improve communication with national partners. This is a top priority for any cooperation-based partnership. The Country Office needs to take action to communicate its mandates and strategies more effectively, and give more visibility to the national counterpart over UNDP's prospects in the country. Such greater clarity would also strengthen national ownership.

Recommendation 8: Be more proactive and improve communication on procedures. UNDP's procedures appear too complicated, cumbersome and inflexible to partners and donors. Although

UNDP procedures and regulations cannot be significantly changed at the Country Office level, the Country Office should become more proactive in operating and communicating its procedures.

Recommendation 9. Give the M&E function greater autonomy. While a fully-autonomous M&E unit would be the best solution, the Economic Analysis and Development Strategy Division could take on this function to ensure some degree of independence.

Recommendation 10. Improve national ownership. National ownership is an important issue and needs to be managed throughout the entire programme cycle and can be achieved by designing specific strategies to be included in AWPs.

Chapter 1

INTRODUCTION

The Assessment of Development Results (ADR) in Niger is an independent evaluation managed by the Evaluation Office (EO) of the United Nations Development Programme (UNDP). It assesses UNDP's overall contribution to the development of Niger over the two most recent programming cycles (2004-2008 and 2009-2013) as well as UNDP-Niger's strategy, performance and action plans during this period.

The ADR evaluated the results of completed programmes and the quality and scope of ongoing programmes. Drawing from the analysis, recommendations have been made with a particular emphasis on the next programming cycle.

1.1　SCOPE OF THE EVALUATION

The strategy and performance of UNDP's programme in Niger from 2004 to 2012 were evaluated from two perspectives. First, the analysis focused on the Country Office's four areas of intervention[1]: (i) poverty reduction; (ii) governance; (iii) crisis and disaster management and prevention; and (iv) environment and natural resources.

Performance was evaluated according to:

- Relevance of UNDP projects and programmes with regard to existing development needs according to national priorities, and as perceived by the population;

- Effectiveness of UNDP interventions in terms of objectives achieved;

- Efficiency of UNDP interventions in terms of the balance between the results achieved

and the human and financial resources used to achieve those results;

- Sustainability of the results.

Second, UNDP's strategic position in Niger was evaluated by examining its role vis-à-vis local cooperation agencies and its specific strategies for supporting development efforts. UNDP's mandate and Niger's development priorities were also taken into account. This required systematic analyses of both the context and policies in the areas of poverty reduction, governance, and crisis and environmental management, without losing sight of cross-sectoral thematic issues such as human rights, results-based management (RBM) and capacity-building. The criteria for this part of the assessment included:

- Strategic relevance and responsiveness of the country programme as a whole;

- Use of networks and enhancing comparative strengths; and

- Promotion of UN values from a human development perspective.

Gender is also a cross-cutting issue and was thoroughly assessed in the evaluation. Specific tools developed by UNDP were used to determine the extent to which it is dealt with by the Country Office and to evaluate outcomes.

1.2　METHODOLOGY AND APPROACH

The Niger ADR was implemented in accordance with UNDP guidelines for evaluating development activities and outcomes, and current

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1　Over the last two cycles of the CPAP (2004-2008 and 2009-2013).

evaluation practices. For each dimension of the programme, the ADR presents findings and recommendations. (Further information on the criteria is available in the 2010 ADR manual.) Assessments were based on the criteria presented above, and the questions raised are outlined in the evaluation matrix (see the ADR Terms of Reference [TOR]). The various factors which may have influenced UNDP's performance were also investigated.

The evaluation was led by an evaluation specialist in EO, and was supported by an independent team comprised of an international team leader (consultant, evaluation expert), an international crisis consultant (no local consultant was available), and three national consultants responsible for poverty, the MDGs, gender, governance, and crises and natural disasters. The team was also initially supported by a research assistant working in the EO.

The scope and design of the evaluation were determined by two field missions conducted from 27 November to 2 December 2011 and from 5 to 9 February 2012. Preliminary consultations to develop the ADR's TOR were held at UNDP headquarters in New York at the start of the evaluation. A preliminary inception report detailed the methodology used and contained an evaluation matrix outlining areas to be examined and the evaluation questions. The evaluation framework and methods were established according to EO's guidelines and ADR manual, while the scope and key questions were designed after consultation with UNDP's Regional Bureau for Africa (RBA) and the UNDP Niger Country Office. A list of the documents examined and of the individuals interviewed by the ADR team is presented in the Annexes below.

Sampling: A sample of 34 projects was established (a summary of which is provided in the Annexes). Internal reporting listed 186 registered UNDP projects in Niger during the programming cycles 2004-2008 and 2009-2013, although, in the field, this figure varied depending on the groupings and rewordings of the

project titles. The evaluation team visited projects located in the capital Niamey (the Parc W zone) and two regions – Maradi (Mayahi department) and Tillabéry. An initial plan to visit Agadèz was abandoned because of safety concerns and because experiences had already been documented to some extent. The selection of projects was based on a stratified sampling based on the following criteria:

- Programme coverage (projects covering the various components);

- Coverage of all cycles (projects drawn from both the 2004 and the 2009 cycles);

- Maturity (covering both completed and active projects);

- Geographical coverage (including projects covering various areas of the country);

- Budgetary scale (covering both high- and low-budget projects);

- Execution modalities (including both national and direct execution [NEX and DEX] projects); and

- Quality (covering both successful projects and projects reporting difficulties).

Consultations with local stakeholders (including UNDP programme divisions, Country Office and other implementation partners) helped identify projects to be included in the sample, based on the above criteria.

An interview protocol covering the ADR's main areas of interest was developed by the evaluation team to conduct data collection. These areas included: planning and formulation; execution; results; processes, strategies and implementation modalities; performance criteria (relevance, effectiveness, efficiency, sustainability); problems; lessons; and recommendations.

Data Collection: Primary data was collected through interviews with several groups of actors including (i) national administrations; (ii) joint bodies (National Independent Electoral

Commission [NIEC], National Council for Political Dialogue [CNDP]); (iii) institutions, including the National Parliament; (iv) local governments; and (v) civil society organizations (CSO). Interviews were either conducted individually, in groups (for UNDP experts and some ministries) or in focus groups (beneficiaries in the various project sites). Staff past and present were interviewed to verify information and avoid bias associated with staff mobility. Secondary data were drawn from various sources, including:

- Documents relating to the UNDP methodological framework;

- Strategy documents on UNDP-UN cooperation (UNDAF, Country Programme Documents-Country Programme Action Plan [CPD-CPAP]);

- Strategy documents (Poverty Reduction Strategy Papers [PRSP] and sectoral documents);

- Planning documents for CPAP projects including AWPs;

- CPAP project assessment documents; and

- Other documents relating to UNDP-Niger development and cooperation.

The main field data was collected from 1 to 26 May 2012 although the national consultants continued to collect additional data until the first draft report was presented in July 2012. The preliminary results and conclusions were shared with the national actors in collaboration with the Ministry of Planning in a meeting of Country Office staff, senior officials from various ministries and administrative structures, civil society organisations (CSOs) and national experts.

Validation: Given the evaluation's strong qualitative dimension, subjectivity or bias among interviewees and interviewers cannot be entirely eliminated. However, their impact was significantly reduced thanks to the triangulation of

sources allowing for objective observations and completing the quality of information.

1.3 EVALUABILITY AND LIMITATIONS

Both primary and secondary data were analysed to assess UNDP's contributions to Niger's development. Particular attention was paid to the results of activities, rather than the activities themselves. A mid-term review (MTR[2]) of the 2009-2013 CPAP was conducted in Niger in December 2011. It was an operational review focused on an ongoing programme, while the ADR adopted a longer-term outlook focusing on the value added to development generated over time.

Challenges to determining evaluability included:

The very recent MTR: One main limitation for the ADR was that it was conducted during a very busy period for the Country Office. The MTR of the 2009-2013 cycle had just taken place and staff, national partners, technical and financial partners (TFPs), and other actors concerned, did not understand the difference between the two. Until this ambiguity was clarified, the ADR tended to be perceived as just another review. The timing of the MTR meant partners felt overloaded making it difficult to obtain appointments to conduct interviews.

Timing at the same time as audit and difficulties with getting financial data: In addition to the MTR, the Country Office was being concurrently audited. Several staff tasked with performance monitoring and delivering the latest financial data were often unavailable for the purposes of the ADR.

Functioning of the Reference Group: A Reference Group established with partners from the Ministry of Planning, other government departments, UNDP and TFPs did not function well.

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2   The MTR of the 2009-2013 CPAP of UNDP in Niger, December 2011.

Security: Security issues in some parts of the country affected the evaluation team's travel itinerary. Traveling to some parts of the country meant preparation delays as safety protocols did not allow enough flexibility in the timing. Although such challenges were expected, of the three weeks of budgeted field work, the first was mostly devoted to replanning and general organization. Despite these issues, the potential for evaluation was promising as solid programme documentation was already available, including the results of the MTR and the 2004 CPAP review. Furthermore, projects from the portfolio had already been evaluated and lessons learned from past experiences were already available. These sources made it possible for the team to rationalize trips despite safety constraints.

1.4 EVALUATION REPORT

The evaluation report was prepared and validated following an exchange of drafts between the Country Office and national counterparts. The report is divided into six chapters. Chapter 1 above presented the context and methodology of the evaluation. The national context and development challenges are presented in Chapter 2. Chapter 3 presents a review of UNDP's response to this situation, while the results of UNDP's contributions to the development of Niger are presented in Chapter 4. An analysis of this contribution and UNDP's strategic positioning are presented in Chapter 5. Finally, Chapter 6 provides the evaluation's main conclusions and recommendations.

Chapter 2

NATIONAL CONTEXT AND DEVELOPMENT CHALLENGES

This chapter provides the national context in which UNDP has implemented its Country Programme in Niger. After an overview, the country's development challenges and the Government's national strategies are described, especially those relevant to the achievement of the MDGs. Finally, there is an analysis of financial contributions from international donors for implementing national strategies.

2.1 OVERVIEW OF NIGER

2.1.1 GEOGRAPHY

Niger is a landlocked country in West Africa bordered by Algeria and Libya to the north, Benin and Nigeria to the south, Mali and Burkina Faso to the west, and Chad to the east. The nearest international seaport is more than 1,000 km away. Niger covers a land area of over 1,186,408 km² with three climatic zones. The Sudanese area in the south has the most rainfall averaging 300 - 650 mm per year, while the Sahalian area in the centre averages 200 - 300 mm of rainfall per year. The Sahara area in the north covers almost three-fifths of the country.

Niger has two permanent sources of water – the Niger River, which extends across over about 550 km in the west of the country, and Lake Chad which is located in a small area in the east. Both are currently at risk of silting. There are also many semi-permanent rivers, including the tributaries of the Niger River in the west and the Komadougou Yobe River in the south-east. In addition, Niger has large reserves of fossil water.

2.1.2 DEMOGRAPHICS

In 2011, the National Statistical Institute (INS) estimated Niger to have a population of 15.7 million, equivalent to 12.4 inhabitants per km²

which is low given that it is one of the largest countries in Africa. The majority of the population live in rural areas, with only 21 percent living

Figure 1. **Demographic structure, by age**
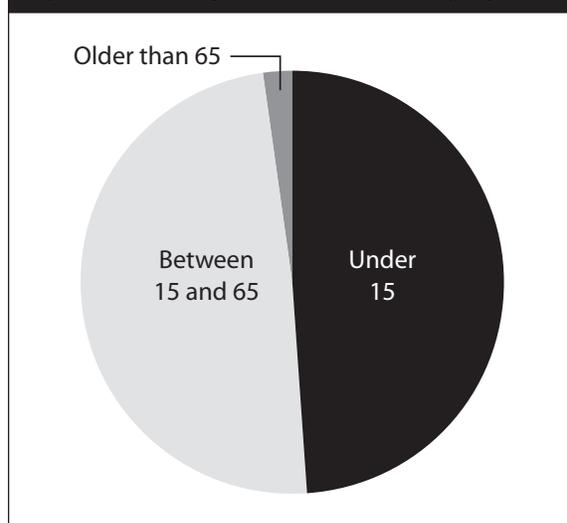
Figure 2. **Population growth and urbanization**
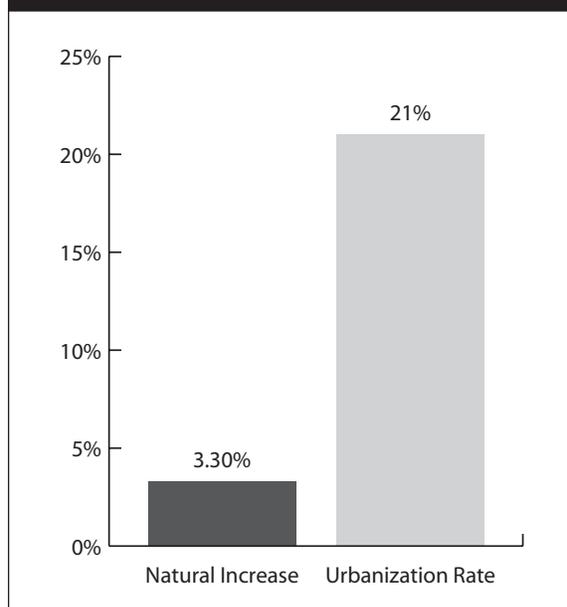
Source: *Niger in Figures*, INS, 2011

Table 1. Demographic indicators

Key demographic indicators	Values
Population under 15 years	49.2%
Population over 65 years	2.7%
Urbanization rate	21%
Population growth rate (annual %)	3.3%
Population density	12.4 inhabitants/km^2
Gross birth rate (per 1,000 people)	46.1
Gross death rate (per 1,000 people)	11.6
Infant mortality rate (per 1,000 live births)	81
Child mortality rate under 5 (per 1,000 live births)	198
Maternal mortality rate (per 100,000 live births)	648
Average number of children per woman	7.1
Life expectancy at birth	58.4 years

Source: *Niger in Figures*, INS, 2011

in urban areas. The spread among the ten regions of the country is markedly unequal, varying from 3 percent in Agadez and Diffa to 20 percent in Maradi. The population is predominantly young, with only 3 percent aged 65 or over.

2.2 ACHIEVING THE MDGS

Poverty Reduction

In 2008, the poverty rate was assessed at 59.5 percent compared to 63.6 percent in 2002. Over the same period, the poverty gap fell from 24.1 percent to 19.6 percent. An analysis of Niger's results towards achieving the MDGs highlights significant limitations, despite some progress achieved in certain areas including access to education. In general, however, performance to reduce poverty has not met expectations due to the country's limited resources. Indeed, in terms of official development assistance (ODA), Niger receives $29 per person rather than the $80 per person needed.

Despite progress since 2005 to reduce poverty, lowering the proportion of the population living below the poverty line to 31.5 percent by 2015 is almost certainly unobtainable since this would require reducing the proportion by 1.5 percentage points per year. In practice, action in this area has resulted in a reduction of only 0.25 percentage points per year in terms of the incidence of poverty, or one sixth of what is required. To achieve this goal, given the challenge of a relatively high population growth rate, significant resources in the fight against poverty would have to be mobilized and invested.

Primary Education

The net primary education enrollment rate remains low even though it improved significantly between 1999 and 2008, rising from 28.9 percent to 58.6 percent (an annual growth rate of 3.3 percentage points). This growth rate was much higher between 2005 and 2008, when it reached a yearly average of 4.2 percentage points. However, despite this increase, Niger is unlikely to achieve universal primary education for all by 2015.

The gross enrollment rate was also low in 2008, at 67.8 percent, despite having more than doubled from its 1992 level (28.8 percent). If Niger were to sustain the progress seen over the 1992 to 2008 period until 2015, the gross enrollment rate would reach only 84.4 percent. In 2007, 67 percent of children completed primary school, meaning a third of children enrolled in primary school did not graduate, with a higher dropout rate among girls. Finally, although literacy rates

improved by 1.13 percentage points per year between 2000 and 2008, from 19.9 percent to 29 percent, illiteracy will not be halved by 2015.

Gender Equality and the Empowerment of Women

The gender ratio in schools improved by two percentage points per year between 1997 and 2008, rising from 62.6 to 75.9 girls to every 100 boys. At this continued rate, by 2015 there will be about 85 girls to every 100 boys. However, should the growth rate be as high as that observed over the 2005 to 2008 period, the gender ratio will reach 95 girls to 100 boys by 2015.

With the implementation of a law on quotas, the proportion of women legislators rose from 2.4 percent in 1993 to 12.4 percent in 2004. However, this figure fell to 9.7 percent in 2009 and, despite this law, Niger remains well below a trajectory to achieve parity in this area by 2015. Indeed, the overall trend suggests that the disparity between the sexes among legislators will remain high, with the number of women legislators not expected to exceed 10 percent in 2015.

Finally, the representation of women in non-farm employment rose from 25.4 percent in 2005 to 36.1 percent in 2008. However, there are significant regional differences, with Niamey being the best performer (ratio of 33 percent). Niger will not achieve gender equality by 2015 in this area either.

Reduction in Child (Under Five) Mortality Rate

From 1992 to 2006, child mortality rates decreased from 318 to 198 per 1,000 live births, an improvement of nine percentage points in the annual average. Meanwhile, the infant mortality rate decreased from 123 to 81 per 1,000 live births over the same period, a reduction of only three percentage points per year. If this trend is consolidated, Niger could move considerably closer to achieving this MDG. The child vaccination rate against measles was 47 percent in 2006. However, it rose to 56.3 percent in 2007 and stood at around 65.5 percent in 2009. Assuming this trend continues, Niger should achieve universal vaccination by 2013.

Improvement of Maternal Health

Progress towards improving maternal health has been slow. From 1990 to 2001, the number of

Figure 3. **Participation by women in non-farm employment**
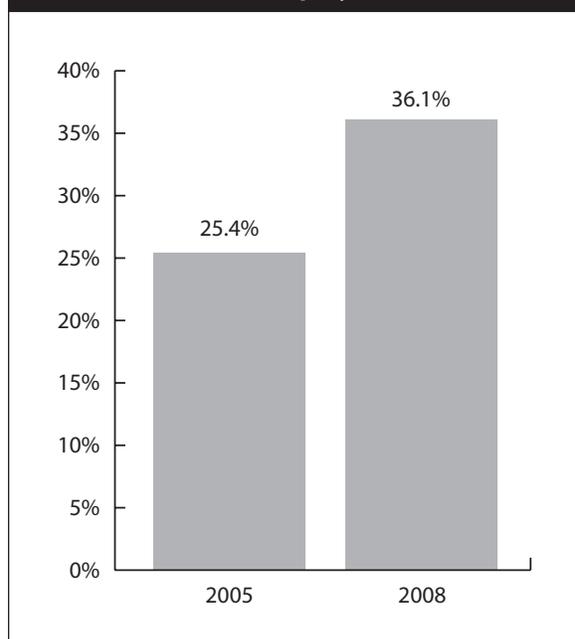
Source: *Niger National Report on MDGs*, 2011

Figure 4. **Percentage of female representatives in Parliament**
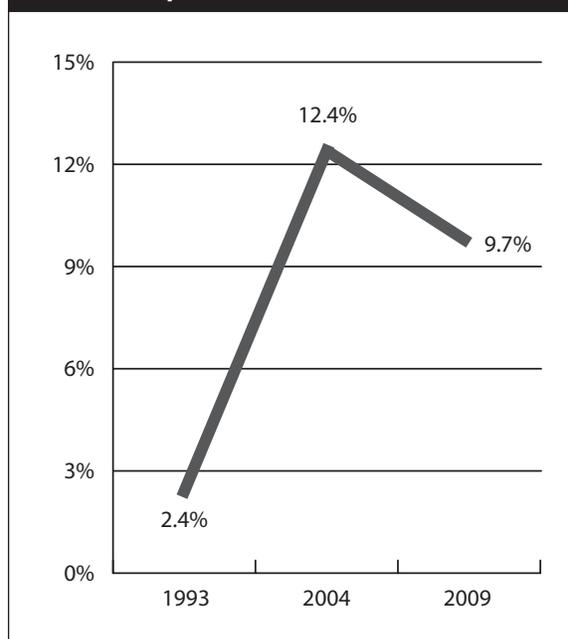
Source: *Niger National Report on MDGs*, 2011

deaths fell from 700 per 100,000 live births, to 648 in 2006. However, this is far from the target level of 175 by 2015.

The proportion of medically-assisted births has been stable or even in net regression. There was a 7.6 percent increase between 1990 to 1998 from 15 percent to 17.6 percent. However, this figure fell again to 15.7 percent in 2000 before rising again to 17.7 percent in 2006. The 2010 MDG monitoring report put the 2008 level back to below 15 percent.

Ensuring universal access to reproductive health is also progressing slowly. Relevant indicators are challenged by limited public policies and local resistance. Between 1998 and 2006, the number of married women using contraception rose from 4.4 percent to 5 percent (less than half a percentage point per year in an eight year period). However, the MDG target rate is 10 percent by 2015. According to the Demographic and Health Multiple Indicator Survey adolescent fertility rates (linked to risky behavior such as multiple partners), unwanted pregnancies and dangerous abortions, remain significant at 39.3 percent of 15-19 year-olds in 2006.

Access to family planning services remains grossly inadequate, judging by data on unmet needs in this area, which fell by only 2.6 percentage points between 1998 and 2006, from 16.6 percent to 14 percent. Meanwhile, the proportion of women receiving prenatal care rose from 47.4 percent in 2006 to 64.2 percent in 2008, a rise of more than eight percentage points per year. This can be explained by significant investment and improvements in rural areas, including in the implementation of free care, due to which rates rose from 38.5 percent in 2006 to 61 percent in 2008 (an increase of more than 22.5 percentage points).

The Fight against HIV, AIDS, Malaria and Other Diseases

The prevalence of HIV and AIDS is low in Niger and fell further over the 2002-2006 period, from 0.87 percent to 0.7 percent. This was the result of intensified efforts to fight the pandemic, notably through prevention, especially directed towards women. However, results differ sharply across regions, with higher incidences in the areas of Diffa (1.7 percent), Agadez (1.6 percent), and Niamey (1.4 percent). In total, the goal to halt the progression of AIDS and reverse the spread by 2015 remains a possibility for Niger as long as current efforts are consolidated.

The incidence of malaria in children more than doubled between 2000 and 2008, rising from 6.26 percent to 14.31 percent, an average annual increase of one percentage point. There was a significant rise in the number of reported cases between 2006 and 2008 (five percentage points per year). This can be contributed to improvements in health coverage and free health care for specific populations which have given patients stronger incentives to visit health centres allowing them to be recorded in national statistics. In practice, mortality rates have fallen from two per 1,000 from 2000 to 2005, to 1.32 per 1,000 in 2008.

There were 9,390 new cases of tuberculosis detected in 2008 (174 per 10,000) and although the pulmonary screening rate rose to 55 percent, it is still substantially lower than the 70 percent standard set by the MDGs. The success rate for the treatment of detected cases was estimated at 78.6 percent in 2008, whereas the death rate was estimated at 2.4 percent. The 2010 MDG monitoring report projected that, in view of this prevalence and fatality rate, and assuming policies are pursued and expanded, it should be possible to reduce the impact of malaria significantly.

Sustainable Management of the Environment and Natural Resources

There exists no comprehensive inventory of Niger's forestry resources but estimates indicate that resources have fallen from 8.29 percent in 1990 to 5.35 percent in 2008, an average loss of one percentage point every five years.

As regards greenhouse gas (GHG) emissions, statistics are severely out of date. The position

went from 8,912.06 Gg16 equivalent CO_2 in 1990 to 19,329.94 Gg equivalent CO_2 in 2000. The rate per capita has changed slightly, rising from 1.292 tons in 1997 to 1.719 tons in 2000. Despite this overall increase, the nationwide level of net emissions and GHG sequestration has improved over the period, rising from -359.10 Gg to -13 926.52 Gg. In other words, Niger is not a source of GHG emissions and, significant action has been taken to preserve and restore the environment and natural resources in the country.

In 2006, 6.6 percent of Niger's national land area was protected, which was just over half the 11 percent required by international norms. To improve on this, Niger with support from UNDP has created new fauna reserves (Termit, Tin-Touma, etc.) covering 9.700.000 ha, thus expanding the protected areas in Niger to 14.3 percent of the national land area. More new fauna reserves are envisaged (Tadress, Sirba, etc.).

Access to sources of improved drinking water rose from 22.3 percent of the population in 1992 to 50.1 percent in 2008 (two percentage points per year). However, there were significant urban-rural disparities with only a one percentage
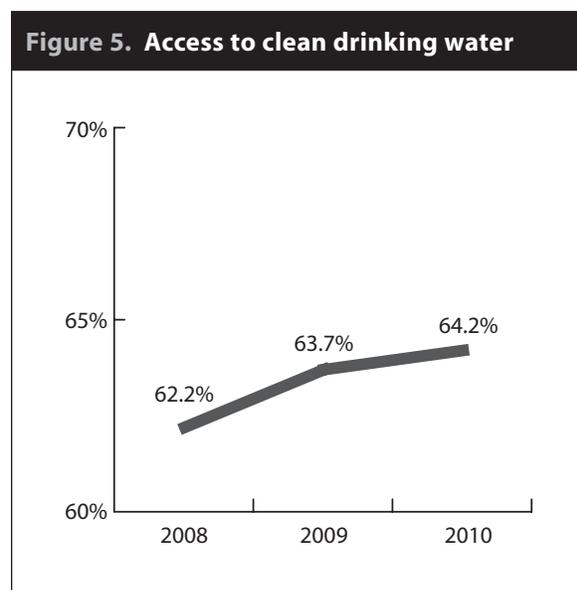
point improvement for rural access compared to three percentage points in urban areas in 2006. Assuming this trend continues, 60 percent of the population should have access to a source of improved drinking water in 2015, below the 77 percent goal. The 2011 INS report, *Niger in Figures*, shows greatest improvements in rural areas, resulting from efforts to resolve disparities. In this environment, the coverage ratio reached 64.2 percent in 2010, up from 60.2 percent in 2008 and 63.7 percent in 2009.

Global Partnership for Development

Niger's debt sustainability has been improving in recent years. Debt fell from 50.6 percent of Gross Domestic Product (GDP) in 2005 to 14.3 percent in 2007. The generally accepted sustainable level is 1.5 percent. Even though this target remains out of reach, the trend in this direction is clear. Debt servicing relative to exports of goods and services fell from 31.6 percent in 2005 to 18.6 percent in 2007, relatively consistent with the generally accepted sustainable standard (below 20 percent).

Despite these ratios, Niger's capacity to repay its debts depends not only on the growth rate over the period, but also on business competitiveness and the state of the world economy. Niger's economic growth rate is erratic increasing from 3.4 percent in 2007 to 9.3 percent in 2008 before falling abruptly to -1.2 percent in 2009. The economy is heavily reliant on its agricultural sector which is affected by, for example, fluctuations in rainfall.

2.3 CHALLENGES AND CONSTRAINTS TO NATIONAL DEVELOPMENT

Economic and Social Areas

In 2010, the World Bank estimated Niger to have a per capita GDP of $358. Real GDP grew less than 5 percent over 2000-2011, which is low in view of the population growth rate (3.3 percent per year). This rate is less than the 7 percent required for poverty to be halved by 2015.

Figure 5. Access to clean drinking water

Source: *Niger National Report on MDGs, 2011*

Figure 6. Change in GDP growth
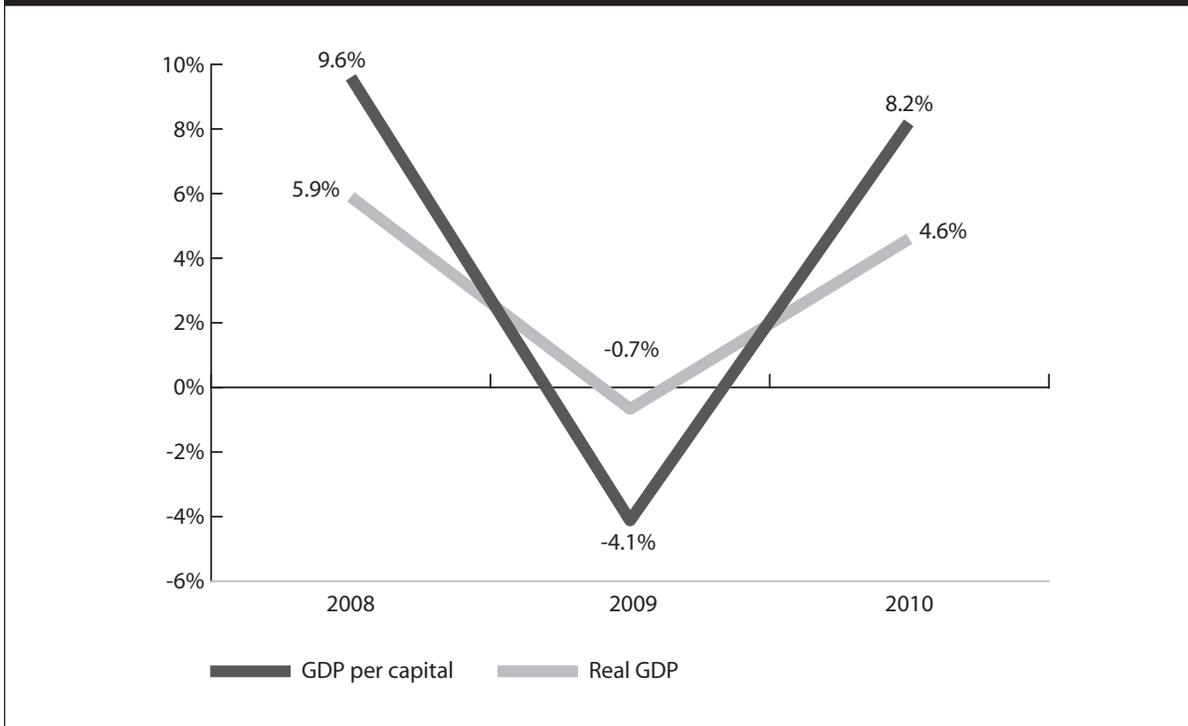
Source: *Niger in Figures*, INS, 2011

Economic growth is extremely volatile because of unreliable rainfall which affects crop and livestock farming. Furthermore, investment and job creation in the formal sectors remain sluggish, reflecting the country's low level of industrialization. The high level of youth unemployment, including young graduates, is worrying for Niger's future despite integration initiatives in health, education and agriculture in 2011. The unemployment rate among the active adult population was estimated at 15.9 percent by the 2008 National Survey of Budget and Household Consumption. Niger is highly dependent on neighbouring Nigeria which provides 75 percent of its electricity. However, this should improve gradually as a result of oil extraction that begun in January 2012.

In fact, according to the 2012 and 2013 macroeconomic framework, GDP growth estimates are between 12 percent and 15 percent, as reported by the INS and the International Monetary Fund (IMF). This estimate is based on the development of oil and mining activities, and takes into account the agricultural situation. Three scenarios have been considered: (i) a combination of good performance by the oil and mining sectors, with a good to very good production year, leading to the GDP growth rate reaching 17 percent to 20 percent; ii) a combination of oil and mining activities with an average production year, resulting in the predicted scenario (12 percent to 15 percent growth); iii) a poor production year, as in 2009, probably resulting in a GDP growth rate below 10 percent. However, even in this worst-case scenario there is hope for significant growth. Should this occur and be maintained over the period, the conditions for effectively reducing poverty could be created.

However, the quality of this growth depends more broadly on governance challenges. Income from oil presents a variety of possible models on which Niger should carefully reflect before it can successfully embark on a new era in oil production. Significant growth is not enough: the country must also ensure that impact is socially distributed and effective. The economic

Figure 7. Budget implementation rate in 2008

Sector	Rate
Total	64.8%
Others	72.5%
Sub-total Priority Sectors	58.3%
Art and Culture	81.8%
Tourism and Crafts	59.2%
Energy	27.4%
Infrastructure (transport and equipment)	19.5%
Rural Development	49.9%
Population/Women/Children	15.5%
Health	61.4%
Education	75.1%
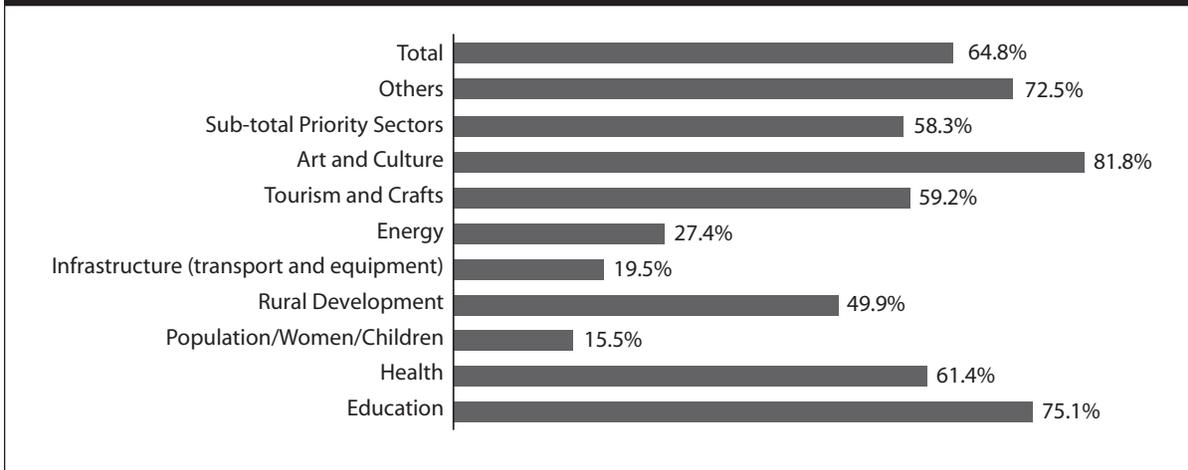
Sources: *INS and 2010 MDG Monitoring Report*

challenge and the fight against poverty are therefore intrinsically tied to governance and the country's strategic and technical capacities.

Strategic and management capacities remain extremely poor. This is seen in the poor levels of performance in many sectors, which puts into perspective the problem of inadequate resources. In fact, available resources cannot always be exploited within the planned time frames and for the intended purposes. Infrastructure is a specific challenge, adding to difficulties in governance.

The most troubling issue remains the fact that the most severe budget implementation difficulties are found in priority sectors, which also represent a burden on the budget implementation rate. For example, in 2008 Niger was only able to execute 65 percent of its budget appropriations.

Human Development

Niger ranks low on the Human Development Index (HDI). The 2011 Human Development Report (HDR) gave it a score of 0.295, ranking it 186 out of 187 countries rated. This is a net

Figure 8. Changes in the HDI: Niger and its environment

Legend:
- World
- Countries with Low HDI
- Sub-Saharan Africa
- Niger
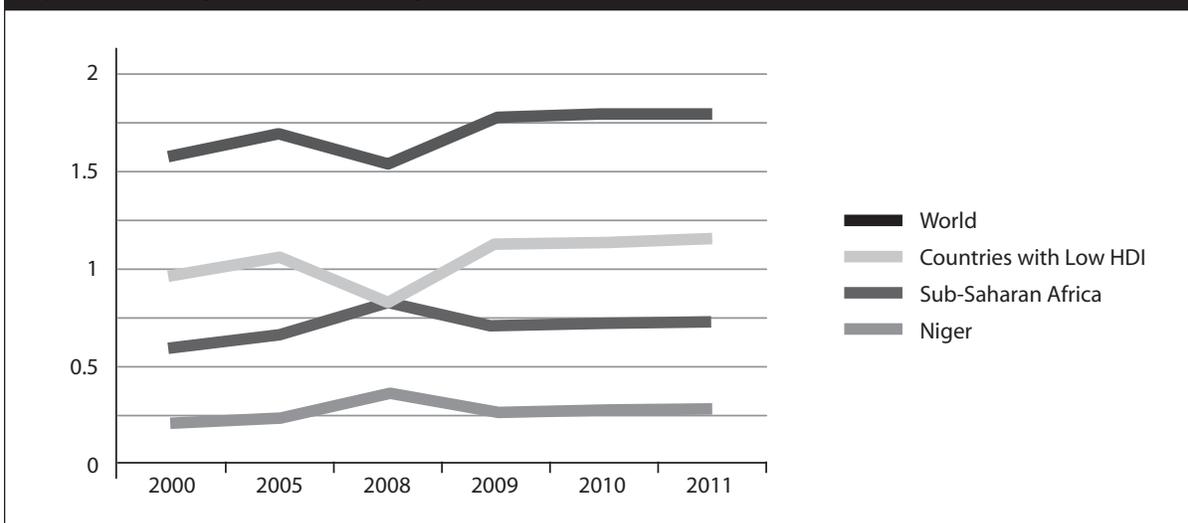
Sources: *HDRs 2000-2010, UNDP 2011*

drop from 2009, when it achieved an index of 0.34 even though it was ranked last.

Since 2007, Niger has aligned its Strategy for Accelerated Development and Poverty Reduction (SDRP) 2008-2012 with the MDGs, in compliance with its international commitments. This strategic framework aims to reduce poverty and to achieve the MDGs set for 2015.

Politics, Institutions and Governance

Following the example of other countries in the region, Niger became a democracy in the early 1990s after a national conference that led to the establishment of a new constitution based on political pluralism and the promotion of freedoms. However, democracy has been obstructed by three coups, with the most recent in 2010. Since April 2011, Niger has been attempting to achieve a new democratic era of reconstruction and strengthening of national institutions which has been a constant challenge. Although the regime terminated by the last coup was born out of a democratic process, legitimate institutions were again destroyed and are now being rebuilt under the current regime (the "Seventh Republic").

Linked to this are recurring governance problems. When institutions do not hold firm, national capacities cannot deliver quality services. The problem is made more acute in Niger because the country, already a major uranium producer, is now entering an oil economy era. This calls for the renewal and consolidation of its management capacities and mechanisms so that the exploitation of these national resources profits the most people fairly and sustainably.

The Environment

The environment is under increasing pressure and the scale of environmental destruction is increasingly noticeable. Energy is at the heart of the problem. Niger consumes more than two million tons of oil each year in the form of firewood, creating desertification especially in populated areas. Niamey, for example, with

1.4 million inhabitants is about to face the complete deforestation of its surrounding reserves and is sourcing its firewood from as far afield as neighbouring Burkina Faso.

Difficulties in accessing resources such as water, land and forests create inter-community conflicts that could increase over the coming years. As a result, Niger faces a major challenge in promoting adequate management methods for seriously threatened natural resources. Climate change also complicates the country's environmental profile.

Crises and Disasters

Niger's economic framework is unstable and is dominated by informal activities which represent perhaps up to three-quarters of GDP, and an agro-pastoral primary sector strongly dependent on climatic fluctuations. For over three decades, Niger has been experiencing chronic food insecurity, mostly as a result of cyclical shortfalls in rainfall (on average every two to three years) and inadequate implementation of policies to address this issue. Nearly 80 percent of people live in rural areas, of whom more than 65 percent live below the poverty line and are seriously threatened by this situation. Recurrent flooding is an issue and has been worsening since 2009.

Recent armed conflicts have also led to insecurity. Although rebellions have been curbed, the consequences of the recent crisis in Libya are having an impact on the entire sub-region. Although Niger has so far been spared, the situation in the north of Mali gives rise to legitimate concerns and security remains of concern for both the natural environment and the population.

Development Assistance

Niger is a highly-indebted poor country and receives debt relief and other forms of ODA. However, funding levels remain lower than the country's funding requirements, with $29 per head compared to the $80 per head required. Assistance is essentially multilateral in origin. In 2008, the multilateral component represented

88.7 percent of total indebtedness. ODA is to a large extent absorbed within the SDRP framework, in compliance with the Paris Declaration alignment requirements.

Figure 9 shows that ODA in Niger essentially comes from multilateral resources, with bilateral resources making up only a quarter of the total. The International Development Association of the World Bank is by far the primary source of development finance in Niger.

ODA is almost twice the amount of domestic resources which is typical of a developing economy in crisis and largely dependent on this type of resources.

ODA funding is volatile when the environment is unstable. Between 2008 and 2010, ODA contributions to Niger stabilized but then fell due to the instability of national institutions. UNDP's response to these challenges will be explained in the next chapter.
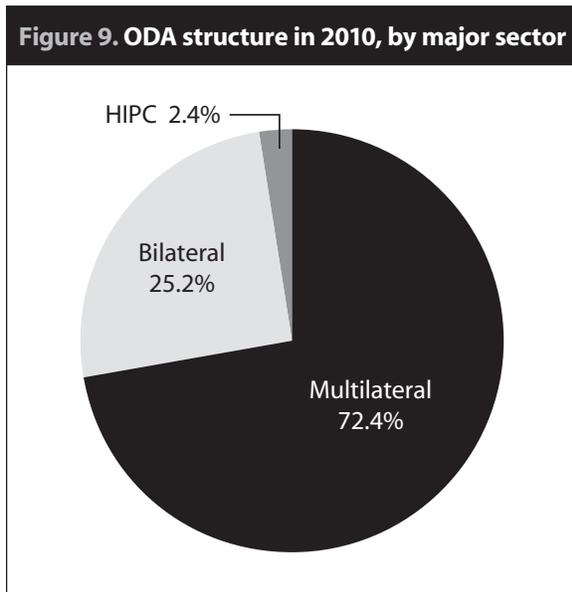
Figure 9. ODA structure in 2010, by major sector

HIPC 2.4%

Bilateral
25.2%

Multilateral
72.4%

Source: *Cooperation Report,* European Union et al., 2010

Figure 10. ODA versus domestic resources

Domestic
resources
37.3%

ODA
62.7%
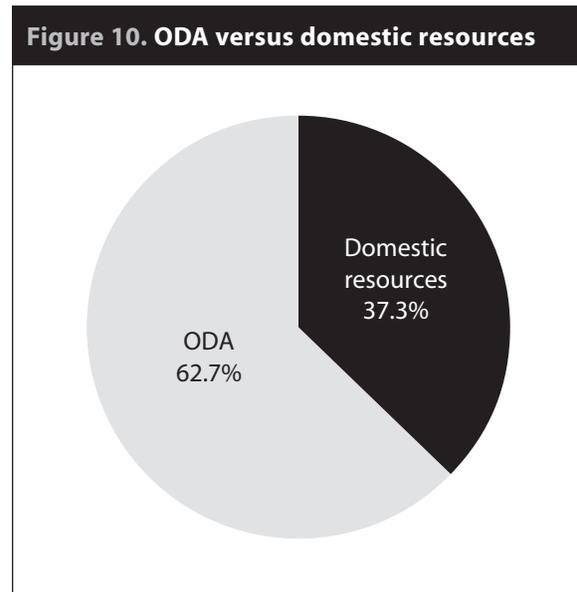
Source: *Cooperation Report,* European Union et al., 2010

Chapter 3

UNDP RESPONSES AND STRATEGIES

This chapter describes how UNDP, through the UNDAF framework, responded to the challenges outlined in the previous chapter and how it adapted to evolving situations during the past decade.

Based on the national priorities defined in the PRSP 2008-2012, the UNDAF for Niger (UNDAF 2009-2013) and the CPAP defined three outcomes to contribute to the implementation of the national development strategy for Niger:

i. Enabling vulnerable populations to improve their food security, contribute to the sustainable management of natural resources, and diversify their sources of income (MDGs 1, 3, 7, 8);

ii. Enabling vulnerable populations to use high-quality core social services and take part in controlling demographic growth (MDGs 2, 3, 4, 5, 6);

iii. Enabling national and local institutions to govern democratically while respecting human rights and gender equality and contributing to peacekeeping (MDGs 3, 8).

The CPAP's programmatic approach focuses on three themes, of which the development of national capacities is always the top priority. Indeed, during the two previous generations of the PRSP, the strengthening of human, institutional and material capacities for planning, management and development M&E emerges as a prerequisite for implementation. In addition, UNDP contributions hinge on strengthening of capacities for:

i. Quality governance, including crisis prevention and recovery;

ii. Effective development management, poverty reduction, and the accelerated achievement of the MDGs; and

iii. Sustainable management of natural resources.

3.1 PROGRAMME CYCLES AND FINANCIAL PROFILE

Since 2004, the Niger Country Office has established two programme cycles. The first programme cycle covered the period 2004-2007 and has expired. A transition year was added before the implementation of the second cycle which covers the period 2009-2013.

CPAP 2004-2008

Table 2. CPAP 2004-2008 resource allocation						
Components	**Approved budget (2004-2006)**			**Implemented budget (2004-2006)**			**(G)** **Implementation Rate (F)/(C)*100**
	(A) **Core**	**(B)** **Non-core**	**(C)** **Total**	**(D)** **Core**	**(E)** **Non-core**	**(F)** **Total**	
Poverty/gender	12,100,023	5,815,352	17,915,375	7,854,407	1578268	9,432,675	52.65
Environment	2,461,584	5,246,147	7,707,731	2,657,846	2,998,770	5,656,616	73.38
Governance	5,054,574	6,483,756	11,538,330	5,351,622	3,850,074	9,201,696	79.75
Crises/disasters	3,024,469	1,607,296	4,631,765	1,985,997	407,271	2,393,268	51.67
Total CPAP	22,640,650	19,152,551	41,793,201	17,849,872	8,834,383	26,684,255	63.85

Source: *CPAP Review (2004-2008)*, 22-23 November 2006

CPAP 2009-2013

Table 3. CPAP 2009-2013 resource allocation							
Components	**Approved budget (2009-2011)**			**Implemented budget (2009-2011)**			**(G)** Implemen-tation Rate (F)/(C)*100
	(A) Core	**(B)** Non-core	**(C)** Total	**(D)** Core	**(E)** Non-core	**(F)** Total	
Poverty/gender	17,387,000	12,456,000	29,843,000	7,682,000	8,547,000	16,229,000	54.38
Environment	7,468,000	12,285,000	19,753,000	3,624,000	11,820,000	15,444,000	78.18
Governance	14,308,000	42,278,000	56,586,000	8,644,000	38,115,000	46,769,000	82.65
Crises/disasters	6,499,000	3,335,000	9,834,000	2,982,000	1,829,000	4,811,000	48.92
Total CPAP	45,662,000	70,354,00	116,016,000	22,932,000	60,311,000	83,243,000	71.75

Source: *MTR CPAP 2009-2013 Part II*, 2 February 2012

Figure 11. Financial profile – CPAP 2004

Source: *CPAP Review (2004-2008), 22-23 November 2006*

Figure 12. Financial profile – CPAP 2009
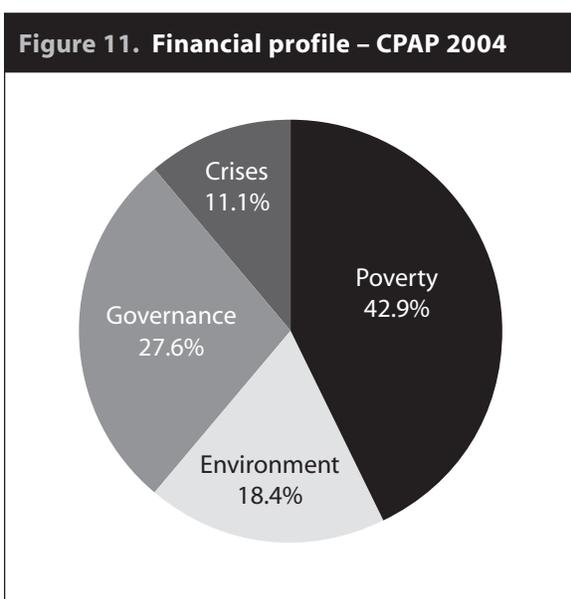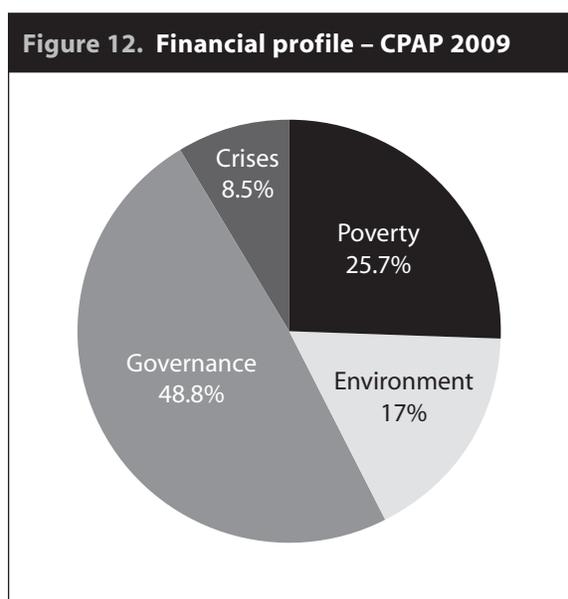
Source: *MTR CPAP 2009-2013, February 2012*

In terms of overall strategic content, the two CPAPs are consistent and many interventions run across both cycles. However, the relative importance of the components has changed. While poverty reduction was the focus in the CPAP 2004-2008, the focus for the CPAP 2009-2013 is governance.

This evolution is a consequence of the current economic situation. Niger has entered a new political and institutional transition that culminated in a series of elections. As a consequence, UNDP had to adapt its cooperation plans to support this critical process for the sake of the relationship between Niger and the international community.

In addition, the change from one cycle to the next also took place at the organizational level. This led to the separate component of crisis prevention and management, formerly part of the governance component, being established as a portfolio component in its own right.

3.2 APPROACH AND ORGANIZATION

3.2.1 APPROACH

For each intervention: (i) the context is studied in order to diagnose the development challenges before needs for capacity-building are defined; (ii) a medium-term strategy, targets, and activities based on national priorities and UNDP's mandate are set; (iii) an intervention budget is created for the duration of the programme cycle; and (iv) the expected results and performance indicators are formulated to support M&E of the impact of contributions.

The intervention strategy of the Country Programme is also in line with the fundamental principles guiding UNDP action, namely national ownership and effective management of internal resources and development assistance, the aim being to reduce transaction costs. The principles of non-discrimination, empowerment of women and protection of vulnerable groups are affirmed in order to support development based on human rights. The main stages in this process are:

i. Consultations with stakeholders to forge a consensus regarding the evaluation of existing capacities and their need for strengthening;

ii. The elaboration of appropriate strategies; and

iii. M&E of their execution.

Between 2000 and 2010, Niger used PRSPs as frames of reference for the implementation of its development programmes. Two generations of this tool have been implemented, the latest of which was the SDRP 2008-2012. UNDP-Niger aligned its portfolio to the national priorities expressed in the PRSP. Consequently, the CPAP 2009-2013 cycle is rooted in the 2008-2012 PRSP in the same way the 2004-2008 programming cycle was rooted in the first generation of the PRSP.

Alignment to the country's strategic priorities guided the actions of the Country Office.

However, efforts were often thwarted by political and institutional instability, and recurring crises. Instability can, for example, cause inconsistencies in strategic priorities. During the briefing workshop on the evaluation's preliminary observations, the national authorities highlighted that some elements of the new government's road map, in particular regarding hydraulics (water supply), were not sufficiently taken into consideration in the CPAP. It was recognized, however, that these elements were not in place when the CPAP was being written.

The 2009-2010 political crisis illustrates how political instability impacts the management of UNDP's strategic priorities in Niger. The political crisis led to emergency rule followed by an electoral cycle. This was strongly supported by UNDP who made governance a priority for the 2009 CPAP, whilst it was only a second priority in the 2004 CPAP, at the expense of poverty reduction. Natural disasters, such as the recurrent food crises, have had the same impact and the Country Office has had to institute a fourth portfolio component dedicated to crises which, in the previous CPAP, were managed under the governance portfolio.

These adjustments do not contradict the main position of the UNDP Country Office. On the contrary, in maintaining this alignment, the Country Office shows great adaptability. Here, the aim is to emphasize that helping the country manage these cyclical issues also forces it to divert resources from strategic issues. In other words, when attempting to conduct UNDP alignment while taking the state of the country into account, cyclical issues will regularly upset the structure in the long-run.

3.2.2 ORGANIZATION

The development programme in Niger is managed by the Country Office and national authorities. The UNDP portfolio is divided into four components and provides the steering framework for the country programme: (i) poverty reduction; (ii) promotion of good governance; (iii) crises

and recovery; and (iv) the environment and sustainable management of natural resources. The Country Office Director, who assists the UNDP Resident Representative, manages this process.

The Country Office Director is responsible for the Operations Division which manages the administrative and financial functions that act as the logistical framework for the programme's operational management. It is also responsible for finances, human resources, acquisitions, information technology and corporate services.

Within the Country Office, the Economic Analysis and Development Strategy Division is responsible for strategic and operational management including the development of the AWPs. The division is supervised by the Economic Adviser to the Resident Representative.

Lastly, M&E is conducted internally by two officials based in different parts of the Country Office. A UN volunteer is in charge of M&E within the programme, whilst a staff member who reports directly to the Resident Representative, is responsible for monitoring the overall performance of the Country Office. The gender expert operates at the Poverty Unit level.

Within the national government, the Ministry of Planning is responsible for managing the CPAP and divisions are set up in the administrations concerned. However, the national interface has evolved over the course of the two CPAP cycles. While a relatively substantial Programme Technical Support Unit previously existed, this has been replaced by a lighter framework, structured around an M&E expert[3] in the Ministry of Planning responsible for project focal points (i.e. staff of national institutions receiving programme support). Financial assistants have also been hired.

The above framework, with its dual anchorage in UNDP and the Government, functions according to a NEX modality. The DEX modality applies to projects that traditionally use this procedure, such as electoral projects, in a locally specific manner.

Figure 13. Internal organization of the Country Office

Resident Representative (RR)

Programme Organization
– Director of Programmes
– Assistant to the RR/Programme
– Responsible for Programmes
– Responsible for M&E
– Administrative and financial assistant

Performance Monitoring

– Principal Economist
– National Economist
– Resp. Resources Mobilization
– Resp. for Communication

Economic Analysis and Development Strategies Unit

Operations Unit
– Director for Operations
– Assistant to RR/Operations
– Procurement
– Finances
– Human Resources
– General Services
– Informatics

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3   Hired in 2012.

The Country Office develops the programme during the strategic writing phase of the cycle, and relies on the Economic Analysis and Development Strategies Unit and national authorities. Legal documents are assembled, including national strategic documents (in particular the PRSP), UNDAF and UNDP documents specifically relevant to the programming process. The CPD and an action plan are signed by the highest-ranking UNDP representatives and representatives of the national authorities.

Both CPAPs reviewed in this ADR underwent this process. The 2004-2008 CPAP was extended by one transition year before the 2009-2013 CPAP could be set up.

UNDP provided the expertise for developing the strategic programme with support from national authorities. The NEX modality means these roles are reversed at the operational level. The national government also initiates the development of AWPs and makes them available as part of an operational programming calendar signed by the appropriate ministry and the Country Office.

National authorities are responsible for preparing the successive quarterly budgets through which the AWPs are conducted once they are signed. Requests for funding advances are made to UNDP, in adherence reporting and quality assurance requirements followed for previous advances. In other words, for resources to be set up for one entire quarter, the resources allocated to the previous quarter must have been largely implemented (at least 80 percent) and be supported by suitable justification in terms of accounting and UNDP regulations.

3.3 PARTNERSHIPS AND OTHER INTERVENERS

Assessing specific contributions to national development results is delicate because actions are never isolated and tend to interact, making it difficult to attribute results to a single source. Moreover, in the case of UNDP, numerous direct and indirect implementation partnerships are involved thanks to its position as an organizer of synergies in the area of cooperation, as illustrated in Table 4.

The next two chapters evaluate UNDP's contributions to development results through implementing the programme described above and the strategies and approaches UNDP has taken in response to evolving development challenges and national priorities, while applying its comparative strengths and promoting UN values.

Table 4. Other partners active in target areas		
No.	**Components/CPAP**	**Other partners**
1	Poverty reduction and strategic management of development	German Aid, African Development Bank (AfDB), Arab Bank for Economic Development in Africa, World Bank, Belgium, Care International, Catholic Relief, Economic Commission for Africa (ECA), Niger Chamber of Commerce, Industry and Trade, French Development Agency (AFD), Danish International Development Agency (DANIDA), Helen Keller International, Spanish Aid, Food and Agricultural Organization of the United Nations (FAO), East Flanders Decentralized Development Agency, Clinton Foundation, Damien Foundation, Zayed Foundation, United Nations Children's Fund (UNICEF), United Nations Population Fund (UNFPA), Global Fund to Fight AIDS, Tuberculosis and Malaria, IMF, France Volontaires, GIZ, International Crops Research Institute for the Semi-Arid Tropics, Italian Aid, KFW-GTZ, United Nations Office for the Coordination of Humanitarian Affairs (OCHA), World Health Organization (WHO), Eau Vive, United Nations Programme on HIV/AIDS (UNAIDS), United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), World Food Programme (WFP), Plan International, United Nations Volunteers (UNV), Local Funding Agent, European Union (EU), United Nations Capital Development Fund (UNCDF), Abdoul Moumouni University.
2	Promotion of good governance and local development	Spain, World Bank, Care International, Spanish Cooperation Agency, KFW, Belgian Development Cooperation through the Global Programme for Parliamentary Strengthening, UNCDF, IMF, France, Office of the High Commissioner for Human Rights (OHCHR), Danish Institute for Human Rights, Belgium, Programme to support justice and the rule of law (PAJED), Luxembourg, World Bank, National Democratic Institute (NDI), International Organization of Francophone Countries (OIF), UNV, Netherlands Development Organization (SNV), the EU, UN Women, UNICEF, United Nations Office for Project Services (UNOPS), UNFPA.
3	Prevention and management of crises and disasters	United States Agency for International Development (USAID), Belgium, Japan, Denmark, Aghrymet Center, EU Agency for the Prevention of Food Crises, WFP, FAO, UNV, Health Education and Literacy Programme (HELP), Karkara, Mercy Corps, Vanhour, Office of the Prime Minister, Office of the President of the Republic, National Commission for the Collection and Control of Illicit Arms (CNCCAI), Office of the High Commissioner for Restoration of Peace, Food Crisis Unit
4	Environment and sustainable management of natural resources	Global Environment Facility (GEF), UNCDF, Italy, Denmark, USAID, Luxembourg (relating to energy), AfDB (relating to water), International Union for Conservation of Nature (IUCN), national NGOs, local communities, National Committee for the Environment and Sustainable Development, Ministry of Hydraulics and the Environment, Ministry of Oil and Energy

Chapter 4

UNDP CONTRIBUTIONS TO DEVELOPMENT RESULTS IN NIGER

This chapter assesses the relevance, effectiveness, efficiency and sustainability of UNDP's contributions to development results. The assessment follows the structure of the Country Programme thematic clusters and programme outcomes.

UNDP's Niger Country Programme 2004-2013 supports the implementation of development strategies for the country and has contributed to results across its four focus areas:

i.   Poverty reduction and strategic management of development;

ii. Promotion of good governance;

iii. Prevention and management of crises and disasters; and

iv. Environmental protection and sustainable management of natural resources.

Both strategic (upstream) and project operational (downstream) work were considered and the distinction is made in this ADR. The strategic level refers to outcomes regarding the institutional and technical capacity for analysing, planning, programming, implementing, and monitoring and evaluating development activities. The operational level pertains to results obtained from activities directly improving people's living conditions or living environment. UNDP is also active in this area, firstly through a desire to support its strategic assistance with practical development initiatives, and secondly to contribute to improving quality of life. The contributions were also analysed in terms of the results of indirect (non-project) actions by UNDP. Finally, the structure of the results produced was analysed to determine how the Country Office carried out the action.

These direct contributions will be examined and analysed against the assessment criteria established in the TOR, namely:

i.   Are results in line with the development priorities contained in the planning benchmarks for the country, UNDP and the international community?

ii. How do the results align with the outcomes to which they should contribute (according to the PRSP, CPAP, UNDAF and MDGs) and the development expectations of the country's population?

iii. What resources were used to obtain the results and what was the reasoning behind their use?

iv. To what extent can results be expected to outlast the programme's activities and be preserved, improved, replicated or extended to the surrounding environment?

4.1 DIRECT CONTRIBUTIONS FROM PROJECT-BASED ACTIVITIES

Programme performance was evaluated at the level of its four programme components and based on the following evaluation criteria:

■ Relevance – the alignment of each programme component with the planning benchmarks set by Niger, UNDP, and the UN, and the extent to which it corresponds to the development problems in question;

■ Effectiveness – the extent to which the anticipated results were produced;

■ Efficiency – relating the results to the resources used to produce them; and

■ Sustainability – the degree to which the results outlast the programme activities that produced them.

4.1.1 POVERTY REDUCTION AND STRATEGIC MANAGEMENT OF DEVELOPMENT AND GENDER

4.1.1.1 Contributions by the UNDP programme

On a strategic level, the programme assisted Niger to strengthen its capacities in these areas:

i. Formulating and monitoring development policies;

ii. Fostering sectoral strategies that create jobs for young people;

iii. Developing sectoral strategies for the promotion of gender equality; and

iv. Boosting local development.

i) Formulating and Monitoring Development Policies

The programme contributed to national capacity-building by assisting with the formulation of tools for implementing and monitoring of development policies as set out in the 2009-2013 CPAP. A result of this was the incorporation of considerations relating to the MDGs and human rights in the third-generation PRSP, the availability of monitoring reports on the MDGs, and the existence of Mid-term Expenditure Frameworks (MTEF) in the ministries.

During the 2004-2008 CPAP, the programme contributed to the strategic strengthening of Niger's gender capacities. As a result, gender approaches were incorporated in the PRSP, the Convention for the Elimination of All Forms of Discrimination Against Women (CEDAW) was ratified, and the National Gender Policy adopted and implemented. *The Manual for the Institutionalization of Gender in Organizations, Policies, and Programs* (December 2010) also received major support from UNFPA.

In the area of health, the institutional environment and political framework were strengthened through the drafting and validation of a National Strategic Framework for Combatting Sexually-Transmitted Infections (STIs), and HIV and AIDS, as well as drafting of policy documents and thematic strategy documents on STIs, HIV, AIDS, malaria and tuberculosis. It was in this context that focal points for combating HIV were appointed in national institutions and ministries. The creation of an HIV unit within the Defense and Security Forces is also due to the institutional efforts with which UNDP has assisted, together with other partners.

The 2004-2008 CPAP allowed the development of the Geographic Information System for Niger (SIGNER), which focuses on the management of water resources. Regulatory texts were subsequently drafted and adopted in order to ensure the continuity of this tool.

ii) Fostering Sectoral Development Strategies for Youth Employment

Both 2004-2008 and 2009-2013 CPAPs contributed to the development of mechanisms and policies to promote youth employment. A strategy for developing youth entrepreneurship and an operational framework to establish an Agency for the Promotion of Volunteer Work were developed, assisted by a legal framework project and TOR for a manual of administrative, accounting, and financial management procedures. This strategic mechanism has resulted in:

- Simplified procedures for starting businesses and making available data on the private sector;

- The implementation of a National Consultation Framework on job creation for young people;

- The implementation of a business incubator at the University of Niamey;

- Drafting of an information, awareness and orientation guide for young people with entrepreneurial plans;

- The creation of a plan for monitoring the commitments made at the Roundtable on Education, Vocational and Technical Training;

- The execution and validation of a feasibility study on the establishment of the Employment and Training Observatory in the context of the West African Economic and Monetary Union (WAEMU);

- The development of an information system on the employability of young people allowing users to quickly identify and recruit suitable young employees to respond to urgent needs (for example, the recruitment of local UN volunteers to support populations affected by violence in the Agadez region);

- The adoption of a public-private partnerships law;

- The creation of the National Volunteer Programme for the Development of Niger;

- Validation of the Small and Medium-Sized Enterprise (SME) Charter Action Plan;

- An update of the Action Plan for the Strategic Framework for the Promotion of Youth Entrepreneurship; and

- A proposal to establish an agency for the promotion of SMEs (*Maison de l'Entreprise*) and a one-stop office.

Although these achievements may not yet have had an impact on youth employment in Niger, they have at least contributed to creating a strategic environment in which other interventions can be built. For instance, following the Roundtable on Education, Vocational and Technical Training and effective follow-up by participants, the AfDB agreed to finance a project for Vocational and Technical Education Development Support for 25.5 million, of which 17.63 million in the form of a grant and 7.87 million as a loan.

Furthermore, the successful development of innovative business ventures at the University of Niamey has led the Agency for Development of Education in Africa to promote this experience in schools and faculties of agronomy throughout Africa, through a network of African agronomists headquartered in Nairobi, Kenya.

iii) Generating Local and Regional Development

From early on, UNDP committed itself along with Niger to the process of decentralization through piloting "pre-municipalization". As a result, support for decentralization was reinforced in the 2004 CPAP, achievements of which include:

- Implementation of Municipal Development Plans (MDPs) and project management tools (including transparent tendering procedures);

- Establishment of arrangements for accessing resources;

- Capacity-building of management practices and maintenance of public amenities; and

- Alignment of MDPs with land management plans outlined within the context of the law.

In the 2009-2013 CPAP, these results are being implemented in the joint programme for the Maradi area. An operational statistical system is also being developed through: (i) the activity of the INS Regional Bureau; (ii) the creation of the MARADI-INFO database; (iii) training staff from the regional INS office and regional statistical office on reporting techniques including Publisher, SPSS and CSPro; (iv) consultations between the regional INS office and staff of the local statistical office; (v) the establishment of a baseline scenario with regard to achieving the MDGs in the Maradi area; (vi) the compilation of the regional report on MDG progress and a study on the drivers of poverty in the region (November 2009); and (vii) the collection of data for monitoring indicators outlined in the PRSP and MDGs in two pilot municipalities (Sarkin Yama and Ourafane).

At the operational level, UNDP assisted Niger to apply solutions to development problems in the field at grassroots level for the benefit of populations in need, including young people and women. These included ensuring access to

healthcare, education, clean drinking water; food security; access to the production system; and practical skills with regard to gender.

iv) Access to Healthcare

The Municipal Development Support Programme (CPAP 2004) made a large contribution to improving the situation of affected local populations in the target areas. The programme's funding report and supporting survey highlighted the following impacts of the Local Development Support Project (PADL) in the departments of N'Guigmi and Mayahi:

- N'Guigmi

  □ 78 percent of households surveyed confirmed having adequate access to basic healthcare services.

- Mayahi

  □ Increased numbers of people attending integrated health centres (IHC) and a decrease in illness (92 percent of households surveyed reported adequate access to healthcare services);

  □ Improved coverage of healthcare facilities from 20 percent in 1999 to 39.7 percent in 2006 (including rural micro-clinics);

  □ Improved vaccination rates for pregnant women and infants aged 0-11 months from 46.5 percent in 2003 to 90.2 percent at the end of 2005 (provided by 20 IHCs); and

  □ Fewer cases of malnutrition through improved diet (establishment of grain banks, promotion of vegetable growing, support for milk processing [yoghurt, cheese], and distribution of red Maradi [Sokoto] goats in Mayahi giving children access to milk and meat).

The PADL also improved the living conditions of persons living with HIV (PLWH) by supporting income-generating activities through PLWH networks. Activities included selling firewood

and food, and feeding livestock. Offering antiretroviral treatment free of charge was also effective in expanding care to those with HIV.

UNDP helped organize a media and public awareness campaign of the AIDS pandemic on World AIDS Day (every 1st December). Similarly, the country programme strengthened the capacity of PLWH networks to help improve the lives of people living with HIV and AIDS through advocacy, prevention, management associations and microfinance. UNDP also supported exchange visits of leaders from associations or communities working on the fight against HIV in Niger which were important opportunities to share strategies and approaches for establishing a consultation framework, and to mobilize resources for local communities.

Local healthcare professionals in nine district hospitals and one maternity hospital were offered additional training in reproductive healthcare. The programme provided training in obstetrics and neonatal care to 13 international UN volunteer surgeons, 14 local volunteer midwives, three district surgeons, and five district midwives in 2006 and 2010.

Statistics show that the numbers of referrals by these nine hospitals to more advanced healthcare facilities have subsequently fallen. The international UNV doctors made a significant contribution to establishing surgery practices in the district, increasing the number of cases referred and treated in the 42 health districts between 2008 and 2011.

The health sector management system was also improved through the use of reliable databases within the National Healthcare Information System and at the level of the M&E units of the three programmes for malaria, tuberculosis, and HIV and AIDS.

The Global Fund, WHO, UNICEF, Japan and the Netherlands also made important contributions in this area. UNDP focused on supporting

Niger to develop and submit projects to the specialized donors such as the Global Fund, and provide facilities and economic opportunities to ease the living conditions of people affected by these diseases.

v) Access to Education

The 2004 CPAP contributed to improvements in school enrollment rates in N'Guigmi and Mayahi *départements*. The capitalization study noted the following:

- N'Guigmi

  - Improvements in school attendance from fewer than 5,000 children in 2001 to over 6,000 in 2005;

  - Higher enrollment rate for girls (from 43 percent to nearly 54 percent of the student population); and

  - Improvements in parental awareness of the importance of girls receiving an education.

- Mayahi

  - Improvements in school attendance from 4.7 percent to 6.7 percent between 2001 and 2006; and

  - Improvement in the gross enrollment rate for girls from 26 percent in 2001-2002 to 38.5 percent in 2005-2006.

With regard to adult literacy, the capitalization study showed:

- N'Guigmi

  - In 2003 and 2004, 859 people (330 men and 529 women) were taught to read, whilst 882 people (373 men and 509 women) were taught to read in 2005.

  - Of the 363 people tested following the 2005 campaign, only 98 adult men (27 percent) and 109 adult women (30 percent) were declared sufficiently literate, while the others required repeat training.

- Mayahi (2002, 2003, and 2005)

  - A pass rate of 81 percent for men and 40.9 percent for women among the 88 pre-municipal counselors.

The programme had a subsequent ripple effect. In four earlier centres established with support from the PADL, the villagers conducted their own self-funded literacy campaigns and three additional villages organized their own literacy campaigns, borrowing teaching materials from the earlier centres. Private instructors also began giving fee paying classes for those interested in learning to read.

Education results have not been exclusively generated by the CPAP. Other partners present in the sector and target areas include UNICEF and the KfW (German Cooperation).

vi) Access to Clean Drinking Water and Integrated Water Resources Management

The CPAP contributed to broadening local access to clean drinking water. The results of the pilot model of Integrated Water Resources Management (IWRM) in Liptako Gourma, developed with support of UNDP, have been capitalized upon and highlighted the need to anchor IWRM in the Directorate of Water Resources in the Ministry of Hydraulics, the Environment and Combatting Desertification (MHE/LCD), and to national and regional water and sanitation municipal committees. They also showed that the institutions established under the project (management committee of water users associations and water users federation) comply with the law on decentralization and allow water users to participate in decision-making.

These results made an important contribution to the operationalization of the National Action Plan for IWRM and a practical guide to its implementation has been prepared based on the Niger experience. Simultaneously, the MHE/LCD organized training courses for managers of central and decentralized services on using geographic information system tools to promote

SIGNER which was developed with support from UNDP. UNDP also acquired new equipment and software to operationalize gains made during the pilot phases.

Support for water infrastructure has helped strengthen the capacity of communities through the construction of mini-drinking water devices and the introduction of modern sanitation systems (latrines).

vii) Food Security

The 2004 CPAP (through the PADL) put in place a network of grain banks enabling the most vulnerable populations access to food, particularly during lean periods when producers need to work in the fields. The impact is all the greater if the grain banks prove to be sustainable, even with weak management.

Focus groups organized of beneficiaries in Loda, found that the grain banks have the advantage of being close to the point of sale, thus making food available and offering convenient transfer to retailers. In addition, prices are relatively more affordable than those in markets, a key point in the lean season. Moreover, they reinforce ties between villages sharing the same point of sale.

viii) Access to production systems

A "Red Goat" operation allowed uninterrupted growth in goat herds despite the food crisis in 2004. An evaluation of the operation showed a growth rate in herds of 105.1 percent in 2004.[4] Beyond monetary gain, keeping livestock contributes to the food security of those households engaged in the practice. In agro-pastoral areas, livestock are a main source of income in cases of food shortage, when small livestock (male sheep and goats) are sold to buy grain.

The quality of the diets of those in the most vulnerable groups has improved, in particular through the production of fresh milk and fermented milk products such as yoghurt, which are sources of beneficial nutrients for growing children, and pregnant and breast-feeding women.

In the context of the 2009 CPAP, direct employment of varying duration was created by the programme through the project to support the promotion of youth employment:

- Over 500 projects holders were trained in starting and managing a business;

- Over 225 small businesses were supported, with 597 jobs created or preserved;

- Nearly 800 entrepreneurs were trained, supporting the creation of 133 new businesses; and

- Ninety-four local development volunteers in around 60 service centres in Tillabéry (49 volunteers) and Maradi (45 volunteers) were recruited, trained and assigned to reinforce the capacities of municipalities and other local development actors with a view to improving the supply of public services at the local level, supporting the fight against poverty and, ultimately, accelerating the achievement of the MDGs.

The programme enhanced production by reducing the burden of domestic chores, particularly for women, through the introduction of water pumps, mills and carts. Interviews conducted in the field indicated that the water pumps had an impact on the environment (three-quarters of the beneficiaries with water pumps still working appreciated the service, while 25 percent were fairly satisfied). However, the mills were limited by the poor functioning of the management committees. Only a third of the carts provided survived the programme and, although they were intended for women, they were quickly appropriated by the men, thereby endangering the initiative. The project did not take into account local common values whereby men extend their property to that of their wives.

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4   ABC Écologie activity report for the period September-December 2004.

ix) Gender

The gender-focused operational activities of the 2004 CPAP achieved the following:

- Women were involved in various management committees: 100 percent in the case of grain banks, cooperatives, and mills in N'Guigmi and 50 percent in some mixed market gardens and water points (wells and boreholes) and grain banks in Mayahi;

- Women acquired a degree of security and financial independence, taking greater responsibility for household expenses and capitalization of family assets;

- Women obtained access to decision-makers and greater consideration was given to their opinions;

- Men began to carry out tasks formerly considered women's work, including gathering firewood and collecting water;

- Greater receptiveness to ideas promoting change, with taboos beginning to be debated;

- Consent from husbands for their wives to learn to read and write, and greater awareness of their rights;

- Reduction in de-capitalization under pressure from usurers among vulnerable households;

- Recognition of women's contributions to development;

- Development of better practices in health (hygiene) and nutrition (eating habits); and

- Greater openness to new ideas through discussions, training and the development of income-generating activities (IGA).

UNDP's support in the area of gender has focused on extending and implementing the CEDAW for: promoting female entrepreneurship; empowering female leadership by endorsing more qualitative and quantitative representation of women in Parliament; and strengthening technical and institutional capacity of the Ministry of Women's Empowerment and Child Protection. Country Programme interventions have specifically (i) supported the finalization of the National Gender Policy (ii) strengthened the response capacities of the Ministry of Women's Empowerment and Child Protection, (iii) trained women elected to female leadership, and (iv) trained national actors on violence against women and advocated for the rights of women under CEDAW.

4.1.1.2 Relevance

From a strategic and operational perspective, the programme had a positive influence on the country's capacity to formulate policies, devising strategies in favour of women and young people, providing better means of access to basic social services, and creating opportunities for production and raising incomes, especially for women and young people. The results obtained are perfectly aligned with Niger's national priorities, as laid out in the two generations of PRSPs covering the period under review.

UNDP's assistance to formulating policies strengthens the macro-economy and develops productive sectors and strategies to benefit impoverished populations, as envisaged in pillars one and three of the 2002 PRSP and carried over in pillars one to six of the 2008 PRSP. In addition, these efforts also served the operational strategies supporting the implementation of the PRSPs. The table below shows the programme's contributions to poverty reduction, the MDGs and gender.

The results of the components relating to poverty reduction, the MDGs, and gender are also relevant given their contribution to the advancement of development related MDGs. While the strategic results contribute indirectly to the advancement of the eight MDGs, the operational activities do so directly, in particular regarding the MDGs to end poverty; achieve universal primary education; promote gender equality; reduce child mortality; and improve maternal health and combat HIV, malaria and other diseases.

No.	Programme contributions		Source of relevance in the two PRSP cycles for Niger	
			2002-2007	2008-2012
1	Strategic Level	Formulation and monitoring of development policies	**Pillar 1:** Promoting growth and ensuring economic and financial stability	**Pillar 1:** Seeking strong, diversified, lasting, and employment-generating growth
2		Fostering of sectoral strategies that create jobs for young people	**Pillar 2:** Developing the productive sectors mainly through the rural and private sectors while ensuring sustained and sustainable economic growth	**Pillar 2:** Ensuring equal access to quality social services
3		Development of sectoral strategies for the promotion of gender equality		**Pillar 3:** Containing population growth
4		Boosting local development		**Pillar 4:** Reducing inequalities and reinforcing social protection for vulnerable groups
5	Operational Level	Access to production system	**Pillar 3:** Taking direct measures to reduce poverty and guarantee access to basic social services for the poor	
6		Improvement in food security		
7		Access to clean drinking water		**Pillar 5:** Developing infrastructure
8		Access to education		**Pillar 6:** Effective implementation of the poverty reduction strategy
9		Access to healthcare		
10		Gender focused skills		

Table 5. Relevance of the results of poverty focused contributions in relation to national priorities

Results that reduced poverty also contributed to sustainable environmental management (MDG 7). By offering the poorest populations economic alternatives, particularly access to a stable income and basic social infrastructure, the poverty reduction strategies contributed to lessening human pressure on the environment and natural resources. Finally, the various synergies promoted in the context of financing and implementation fed into partnerships that are advantageous to development, as foreseen in MDG 8.

The programme's achievements in the areas of poverty reduction, advancement of the MDGs and gender-related issues have offered populations solutions (or components of solutions) which correspond closely to their daily development problems. During interviews, beneficiaries at grassroots level all requested additional UNDP services. At the local level, it is often suggested that the programme could do more from an operational standpoint so as to have a more tangible and immediate effect on the lives of beneficiaries, as opposed to

long-term strategic effects which require development of skills that take time and effort to acquire.

4.1.1.3 Effectiveness

The effectiveness of the components of the programme related to poverty reduction, the MDGs, and gender are measured by examining the results obtained and comparing them to the expected results and strategic benchmarks whose objectives it should help to attain, (namely UNDAF, the MDGs, and the PRSP). The relevant effect of the Country Programme to which the component refers is that national and local institutions are implementing reforms with a view to achieving the MDGs and reducing poverty. The gains achieved by the project component, namely the drafting of policies, development strategies, and legal and policy instruments that promote women and boost local development, have clearly contributed to this outcome of the CPAP. However, the operational gains represent extra-programmatic achievements insofar as the very restrictive wording of the programme outcomes does not allow

for their inclusion. The direct provision of basic services, food security, production support, jobs for young people, and the promotion of women are not the same as reforms whose outcomes require implementation assistance by the project component.[5] In order to justify these direct results, the outcome would have to be broadened to include reforms and actions aimed at advancing the MDGs and the fight against poverty. Among the targets envisaged by the project component, only the prospective (forward-looking) study is yet to start (it was still in an exploratory phase at the time of the mission).

Strategic and operational gains effectively contribute to achieving the UNDAF outcome which sets that, by 2013, vulnerable populations will have greater food security, contribute to the sustainable management of natural resources, and diversified sources of income. These gains will also contribute to the achievement of MDGs 1, 3 and 5. Finally, they will represent real contributions to the PRSP objectives to create jobs, protect vulnerable groups and reduce inequalities. Despite that growth, the main objective of the PRSP remains insufficient.

Table 6. Effectiveness of the poverty component in relation to outcomes defined in the strategic benchmarks

No.	Programme contributions		Benchmarks for assessing the effectiveness of the component			
			Country programme outcomes	UNDAF outcomes	MDGs targeted	PRSP
1	Strategic Level	Strategic abilities to formulate and monitor development policies	National and local institutions are implementing reforms with a view to achieving the MDGs and reducing poverty	By 2013, vulnerable populations will see an improvement in food security, contribute to the sustainable management of natural resources, and will have diversified their sources of income	**MDG 1:** Eliminate extreme poverty **MDG 3:** Promote gender equality and empower women **MDG 5:** Improve maternal health	Strong, diverse, and job-creating growth, reduction in inequality, and strengthening of social projection for vulnerable groups
2		Fostering sectoral development strategies for employment among young people				
3		Generating local development				
4	Operational Level	Access to healthcare				
5		Access to education				
6		Access to clean drinking water				
7		Food security				
8		Access to the production system				
9		Gender focused skills				

5   The list of indicators confirms this reading: MTEF, prospective (forward-looking) study, plan for capacity-building, mobilization of MDG funds, action plan on gender, pilot system for communal management (CPAP 2008, p. 60). No provision is therefore made for operational performance indicators, which shows that the component's targeted outcome does not allow for operational actions.

4.1.1.4 Efficiency

Between the two CPAPs, a change in budgetary resources allowed the results shown above to be achieved. The programme's budget fell from 43 to 24 percent of programme funding to the benefit of the governance portfolio, which funded elections to help the country out of the state of emergency created by the last coup. However, even after this diversion of resources between programme components as dictated by needs and circumstances, poverty reduction remains a key component of development aid and continues to receive the second largest share of resources. The table below indicates the distribution of resources and shows that over 64 percent of financing is allocated to operational activities involving the delivery of goods and basic social services.

Table 7. Internal distribution of resources in the area of poverty

Sub-components	Relative importance
Management and monitoring of resources	26.4%
Gender and youth employment	9.3%
Basic social services	64.3%
Total	**100%**

Source: *UNDP, MTR, February, 2012*

Figure 14. Resources by poverty sub-area
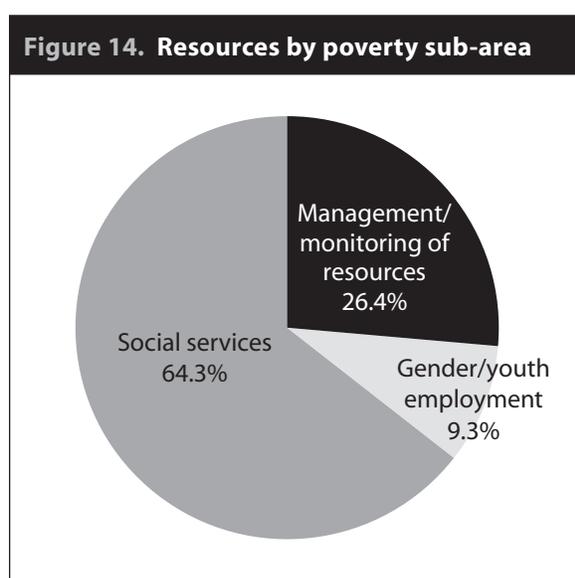
Source: *CPAP Review (2004-2008), 22-23 November 2006*

In terms of human resources, poverty is managed by a Programme Officer in the Country Office. An administrative and financial assistant were recently recruited to work with the Operations Division to assist in making administrative and financial procedures function more smoothly allowing the Programme Officer to dedicate more time to strategic issues. In general, there is a lot pressure on the human resources in the Country Office, especially for those working on poverty, the MDGs and gender. To alleviate some of this pressure, a gender specialist is in the process of being recruited.

The Operations Division offers administrative and financial support services indispensable to implementing the programme. Delays in administrative and financial procedures are attributed in part to the heavy strain on human resources. The Economic Analysis and Development Strategy Division assists programme components with strategic guidance (poverty reduction strategies and the MDGs in particular) as well as with the mobilization of resources. This division is also experiencing human resource shortages.

Efficiency – as a measure of the relationship between costs and effectiveness of results – is difficult to document. Generally accepted standards for determining optimal efficiency do not exist and the confidentiality policy of the Country Office did not allow the mission to access audit reports, which could have provided information on the quality of financial management.

Resources are planned, implemented and justified following UNDP's procedures, suggesting high-quality financial governance. Procurement is both transparent and equal, giving rise to a degree of rationality that contributes to the efficiency of the programme.

However, delays in the preparation of AWPs and the release of the resources needed, demonstrate some levels of inefficiency. Such delays lead to additional costs, visible or not, which are always borne by one of the parties involved and therefore cut into the efficiency of the programme.

4.1.1.5 Sustainability

The sustainability of the results of poverty-related work, the MDGs and gender can be assessed differently depending on whether strategic or operational aspects are examined. At the strategic level, the absence of ownership and weak internalization of programme gains is affecting capacity-building. The programme went to great lengths to establish expertise to formulate policies and tools for guidance, direction and M&E. The MDGs were integrated into the PRSP and monitoring of implementation generated periodic reports. The MDGs are also being adapted at the local level to ensure they are firmly anchored in the community and have the greatest impact on the daily lives of the target populations. At the central government level, the coordination mechanism for development assistance has been reinforced and MTEFs have been formulated at a sector level.

Unfortunately, beneficiary institutions do not have the capacity to maintain and improve these benefits without external input in the future. Virtually all of those interviewed indicated that the strategic capacities of the country remain weak and that the Government is unlikely to fund this type of project in the future. In the context of the appropriate modality for government implementation, the programme shows a persisting weakness in the national government's skills. An institutionally strong programme support unit based in the Ministry of the Economy and Finance was dismantled in order to allow the beneficiary government structures to implement the portfolio themselves. This new arrangement, though favorable to the alignment, led to substantial delays and a great deal of inefficiency. Agreeing with this diagnosis, UNDP and the Government partially reinstated the old formula by creating the position of M&E Officer in the Ministry of Planning and by firmly establishing operational assistance.

The sustainability of the strategic gains of the programme is threatened by a low level of national ownership. Neither the relevant structures, nor their agents, capitalized on the leadership role conferred on them under the NEX modality and act as if the activities were UNDP's and not their own. The unreliability of institutions and officials working between national government and the programme does not facilitate the solid and long-lasting localisation required for ownership. Other development partners recognize the absence of leadership as a hindrance to national ownership.

At the operational level, however, ownership is generally more prevalent with beneficiaries committed to the processes involving the delivery of products that lead to results, thereby ensuring their continuation. For example, grain banks which formed part of the earlier PADL (CPAP 2004) not only outlived the programme, but multiplied and spread beyond the former target area of the PADL through farmers traveling to other locations and helping establish them there.

Furthermore, third-party actors and partners seized on the initiatives started by the PADL and have enjoyed its benefits in a wider context. This is also the case with the Municipal Support Programme financed by the World Bank, which allows its investments in municipalities to take the form of planning schemes formulated by the PADL. The Netherlands Cooperation Agency, working through SNV, also relies on educational tools formulated by the programme to articulate capacity-building strategies for local development actors.

Nevertheless, the sustainability of operational activities is in doubt. The MTR highlighted two examples where sustainability of results were not assured because the necessary measures were not put in place (e.g. local counterparts, durable institutions, etc.). For example, under the support programme for MDG 5, permanent counterparts to UNV surgeons have not yet been appointed even after six years of activity. It is therefore unlikely that adequate skills have been transferred to guarantee the sustainability of the programme. The absence of a national agency for judicial assistance also threatens the programme of UNV justice mediators in the long-term.

4.1.2 PROMOTING GOOD GOVERNANCE

4.1.2.1 Contributions by the UNDP programme

On a **strategic level**, the programme to promote good governance contributed to:

i.   Improving accessibility to justice;

ii. Promoting human rights;

iii. Strengthening the political environment;

iv. Supporting transitional institutions;

v.   Promoting electronic governance;

vi. Promoting local governance;

vii. Promoting the fight against corruption; and

viii. Decentralizing strategies for achieving the MDGs.

i) Improving accessibility to justice

Both the 2004 and the 2009 CPAPs helped improve accessibility to justice in Niger by promoting the adoption of a national strategy and a legal framework for legal assistance and legal aid. The programme also allowed the sector to revive a statistical system which provides information on the structure of the judiciary and the functioning of the legal system for national authorities to use in decision-making. This high-quality directory is used by the INS as an example to other sectors.

ii) Promoting human rights

The programme created an institutional environment favorable to respecting human rights through:

i.   Establishing a permanent structure responsible for compiling reports to treaty-monitoring institutions;

ii. Dissemination of the Universal Declaration of Human Rights, especially during commemorative ceremonies;

iii. Successful presentation of Niger's human rights report before the Human Rights Council at the time of the Universal Periodic Review (UPR);

iv. Formulation and adoption of a draft law to create an independent National Human Rights Commission; and

v.   The inclusion of human rights in the school curriculum.

iii) Strengthening the political environment

The programme made special efforts to improve a culture of politics and dialogue through support to the CNDP. This support was financed by the Programme for Capacity-building of Political Parties, part of the CPAP 2004. Before the CNDP was established, there were often violent political confrontations between the Government and the opposition. Street demonstrations and other "dead cities" or "dead regions" were a common occurrence and highly damaging to the national economy. The CNDP was able to offer a peaceful alternative through political dialogue. The 2011 Presidential elections were also an exercise in promoting political dialogue and consensus building. However, the electoral register was found to be technically unsatisfactory by an independent audit conducted by development partners, in particular the International Organization of Francophone Countries (OIF). Nonetheless, political parties were able to build a solid consensus on how to organize polling through the CNDP, bringing an end to the state of emergency.

The CNDP was, however, unable to act during the 2009 institutional crisis during which there were attempts to keep the former regime in power thereby thwarting the work of democratic institutions. It was unable to react to the situation because the Office of the Prime Minister to whom it reports, did not want it to take action, going against the advice of the political parties which requested that a working session be called.

iv) Supporting transitional institutions

The 2009 CPAP supported Niger's transition to a democracy and contributed to a return to constitutional normality in the country. A needs

assessment reinforced the strategic capacity of, for example, the Consultative National Council allowing it to constructively assist in the transition. It served as a transitional Parliament, adopting bills needed to restore constitutional legality through credible elections.

Similarly, strategic tools to calm the situation were put in place, including:

■ A political pact between the parties to establish respect for the country's status as a constitutional state, the rule of law, democracy and democratic institutions; and

■ A Code of Conduct for the media at election time (which led to communications supporting peaceful elections).

v) Promoting electronic governance

Through the programme's 2004 and 2009 cycles, the electronic governance project contributed to improving the strategic capacity of government departments in Niger. The IT applications that were developed allowed for an increase in the effectiveness of these structures. In particular, improvements in national government and budget services (including at a municipal level) were highlighted to illustrate this gain. The Ministry of the Economy and Finance, through its aid management unit, is now managing the development aid situation more effectively. Another demonstration of growing administrative effectiveness is that all data from the general census of government employees were processed and anomalies in the government's payroll were corrected (Project Evaluation Report).

vi) Promoting local governance

The Decentralization Support Project (2004 and 2009 CPAPs) contributed to strengthening the capacity for strategic governance at the decentralized level by putting in place the following policy and guidance tools:

■ A General Code for Local Authorities, drafted and adopted in 2010;

■ The framework for the National Decentralization Policy, validated in 2011;

■ Various documents on decentralization and governance processes (general information brochures, collections of foundational texts for the use of local authorities, and a guide to setting up the legislative and executive bodies of local authorities, etc.);

■ A 2010 national policy on local and community development, to support localizing the MDGs in eight municipalities (Niamey V, Tahoua II, Mayahi, Damagaram Takaya, Méhanna, Tibiri Doutchi, Diffa, and N'Guigmi);

■ Seven harmonized training modules on decentralization, in partnership with the National School of Administration and Magistrature (ENAM);

■ A study on funding of tools and good practices for decentralization and local development in 2010-2011; and

■ A national agency to finance local authorities which is almost operational.

Of the significant changes observed, the most important has been the consolidation of the decentralization process thanks to the establishment of shared facilities allowing synergies to be built between the various actors. Local authorities also benefited from an appropriate support framework thanks to the creation of an agency in charge of financing. Finally, in 2008, the creation of a Management Training Center for local authorities (including national, regional and municipal actors) at ENAM marked a significant step toward establishing a management framework and for building capacity in this area, particularly with regard to project management.

Before the Center was founded, each partner offered training courses without taking into account what was already on offer elsewhere and only relying on in-house teaching resources. Moreover, there were inequalities in the coverage

provided by these services, with some municipalities receiving more support than others.

With regard to the functioning of local services, improvements in the way roles and responsibilities are assumed by the various actors, including improvements in the formulation of MDPs, were also noted. The implementation and monitoring of municipal budgets is also becoming clearer. In addition, Council meetings are being convened more regularly and are better structured, and project management skills have improved. Finally and more generally, the logistics for managing development aid have been put in place, and it is now the local authorities who decide on the formulation of MDPs and request the support of TFPs.

vii) Promoting anti-corruption

The 2009 CPAP, through the Support Project for the Fight against Corruption, contributed to:

- The formulation, validation and distribution of documents on national strategies to combat corruption;

- The formulation of a suitable framework concerning financing of political parties;

- The creation of an Office of Information and Grievances, responsible for dealing with corruption and working within the Ministry of Justice to strengthen the judicial system in the fight against corruption;

- The creation of an authority for combating financial crime and similar offenses;

- The reinforcement of parliamentary networks against corruption;

- The ratification of the Mérida Convention; and

- The signing of a parliamentary transparency pact.

Citizens are also reportedly more aware of corruption. It is no longer considered an inevitable or acceptable practice as demonstrated by complaints received from citizens by the Office of Information and Grievances. The number of political parties has increased and their accounts are now audited and filed with the Court of Auditors, as prescribed by law. Finally, after investigations by the High Authority in charge of combating financial crime and similar offenses, steps have been taken in the area of customs administration, suggesting that things are starting to move in the area.

viii) Decentralizing strategies to achieve the MDGs

Through the two CPAP cycles (2004 and 2009), the programme has favoured localising country strategies to achieve the MDGs. These include:

- Implementation and distribution of guidance and monitoring tools concerning the MDGs to municipal counselors, technical services, NGOs and local development committees;

- Distribution to local authorities of the municipal resource allocation strategy which takes into account the concerns of the population, the MDGs, gender and human rights; and

- Publication and distribution of assessment outcomes, including implementation reports on MDPs, to improve local governance.

These strategic instruments allow municipalities to monitor changes in the MDG and PRSP indicators at the local level. Furthermore, actions contributing to local development as outlined in the MDPs are being carried out in a more transparent, ordered and targeted manner, and annual implementation reports for the MDPs are being regularly published to strengthen the culture of transparency.

Neighboring municipalities not targeted by the programme have shown interest in these measures leading UNDP and the Government to envisage expanding the approach to four additional municipalities.

At the **operational level**, the programme assisted the country to apply solutions to development

problems in the field and at a grassroots level for the benefit of populations in need, including young people and women. These actions included:

- Improving access to justice;

- Promoting human rights;

- Strengthening the political environment;

- Strengthening of skills for political organizations;

- Supporting transitional institutions;

- Promoting electronic governance;

- Promoting local governance;

- Promoting the fight against corruption; and

- Decentralising strategies for achieving the MDGs.

i) Improving access to justice

The support project to improve legal aid and legal assistance was conducted in two phases between 2004-2008 and 2009-2013. Through the project 15 UN volunteers and 13 participants in the national civic service programme were made available to prisoners and persons awaiting trial in nine detention centres (Niamey, Agadez, Tillabéri, Dosso, Konni, Tahoua, Maradi, Zinder, and Diffa) and ten High Courts (Niamey, Agadez, Arlit, Tillabéri, Dosso, Konni, Tahoua, Maradia, Zinder, and Diffa). These intermediaries brought about real improvements in the interface between the legal system and those accused of crimes.

The partnership between the Ministry of Justice and human rights associations provided legal assistance mechanisms for vulnerable prison inmates. This allowed for an assessment of judicial assistance mechanisms for vulnerable populations, in collaboration with the EU, from which it was then possible to establish a sustainable system. The capacity-building activities of political parties and CSOs allowed achieving in participatory ways a diagnostic of CSOs capacity to perform their functions of analysis and advocacy; and of political

parties to support the views of the population, and translate them into the political agenda.

The programme also helped leaders, customary assessors and religious leaders to better understand their specific roles and responsibilities with regard to traditional justice through targeted training. The training modules were also distributed to the High Courts.

ii) Promoting human rights

From the start of the 2004 cycle, the programme invested in training staff from ministries and civil society stakeholders on human rights-based approaches. Judges, lawyers and members of the Defense and Security Forces were trained according to regional and international norms and mechanisms in the fields of human and gender rights.

With support from UNDP, the joint human rights programme has yielded tangible results, demonstrating the importance of working in synergy with sister UN agencies. For example, UN system agencies in Niger were able to respond jointly and effectively to the needs of the Government to prepare and submit its report to the UPR which reviews the human records of all 193 UN Member States. Under UNDP's leadership, the Niger report was submitted on time to the UN Human Rights Council and is considered good practice. Other UN agencies also helped Niger meet its obligations in drafting and submission of reports to the treaty bodies.

iii) Strengthening the political environment

In supporting the elections in the 2009-2013 cycle, the programme ensured free and fair elections were held which restored constitutional order. This achievement is all the more significant because it brought an end to the state of emergency, which the international community demanded in order to resume aid to Niger.

The NIEC provided direct support to the electoral cycle. Given the significant efforts made by

UNDP and other partners, the lessons learned in this process enabled the NIEC to build its own effectiveness so that in the future it will only need financial and logistical support. Unfortunately, those surveyed and the final project assessment both indicate that NIEC is not in an ideal position to learn lessons from these processes since, as an ad hoc body with a largely insubstantial permanent Secretariat, it does not have the institutional means to capitalize on this experience. In addition, the direct implementation approach used in electoral projects does not favor this type of learning by national structures.

iv) Building capacity of political organizations

Training party activists, and promoting a leadership more transparent and open to women and youth, was a difficult process and achieved little in the way of building capacity. Stakeholders and the local population have seen few changes and there are still very few women and young people in leadership positions in Niger's political parties.

The programme also supported a skills-building project to improve Parliament's deliberative and legislative capacities (2009-2013 CPAP). Overall, it improved the quality of parliamentary debates (according to those surveyed); increased the number of questions to Government by legislators (showing increased awareness of their responsibility to hold government accountable in particular concerning budgetary matters); and raised awareness of the importance of gender and the MDGs among legislators.

CSOs were also helped to conduct an institutional analysis which laid the foundations of an index of existing structures. The project assisted elected officials in establishing a women's network in Parliament which is active in training and empowering female parliamentarians, who are still very few (9.7 percent).

v) Supporting transitional institutions

At the operational level, as part of the Democratic Transition Support Project in the 2009 CPAP,

key actors received training on the transition and procedures associated with the electoral cycle (including eight polls), allowing them to better fulfill their duties. This mainly involved members of the National Constitutional Council and the National Observatory for Communication and for the Constitutional Council. Support included:

- Logistical support to transitional institutions in Niger to raise national awareness of democracy and peace-building;

- Contributing to better communication and visibility of actions undertaken by the transitional institutions, within the context of strengthening democracy;

- Strengthening of technical capacities of transitional institution members; and

- Institutional and logistical support to transitional institutions to better fulfill their mandate.

vi) Promoting electronic governance

Technical resources and other electronic solutions provided by the programme for the benefit of government departments included:

i. Establishment and provision of equipment of a training centre to build capacity in the High Commission;

ii. Organization of computer training courses for employees of central and decentralized government;

iii. Publishing of a publically accessible website containing a legal and judiciary database;

iv. Building capacity of the two Courts of Appeal in Niamey and Zinder by making criminal records of the ten High Courts available electronically.;

v. Development of an application to manage criminal records, which allows for the preparation and delivery of criminal records from any region of the country regardless of the birthplace of the person concerned;

vi. Assistance by a UN volunteer IT specialist to create a local skills pool for analysing business needs, use of content management tools, web development, and the development of reports produced by the Ministry;

vii. Establishment of municipal cybercafés accessible to the public to strengthen the IT skills of pilot municipalities;

viii. Development of a website for the Municipalities Association of Niger;

ix. Strengthening the capacity of the Network of Organizations for Transparency and Budgetary Analysis; and

x. Strengthening of electronic archive management skills in the Ministry of Civil Service and Employment, and development of an online publically accessible portal allowing users to manage their careers.

vii) Promoting local governance

Training and support to decentralized authorities and their staff allowed the pilot phases of the decentralization process to be successfully completed and for the preparation of the full municipalization phase. It also provided operational tools for managing the process. These tools were the subject of the capitalization study of good practices in decentralization that can be replicated, especially as regards their sustainability.

viii) Promoting anti-corruption

At the operational level, anti-corruption activities raised public awareness and sensitized the media to the issue.

- Citizens, especially women and young people, were made more aware of corruption, its risks, and its negative impact on the creation of conditions and opportunities needed for development and the development process itself;

- The media was trained to analyse and communicate the effects of corruption on the development of the country and on the rule of law; and

- Local and international documents on combating corruption were distributed.

ix) Decentralising strategies for achieving the MDGs

At the operational level, each municipality within the intervention area is provided with an MDP to achieve the MDGs. Practical mechanisms to monitor and evaluate the MDGs, PRSP and MDP are also provided. For these municipalities, the availability of reliable up-to-date data motivates decision-makers, especially those designing socioeconomic projects intended to benefit their populations. In line with what is happening on the national level, effectiveness also depends on aligning the MDPs with the national PRSP, in particular with regard to strategies for pursuing the MDGs. The INS has also given greater recognition to local authorities who can help it save both resources and time.

4.1.2.2 Relevance

Through its governance component, the programme has focused on improving the performance and accessibility to public administrations, in particular the judiciary. It has also focused on decentralization, strengthening institutional structures, developing capacities of political actors and strengthening citizens' participation (electoral processes and support to civil society), promoting human rights and fighting corruption. The results achieved in all of these areas are highly relevant for the country. Promoting good governance was therefore one of the main pillars of the 2002 PRSP which was carried over and expanded in the 2008 PRSP. The results of the CPAP analysed below are similar and also contribute to achieving two of the three sub-objectives set by the country namely: economic, democratic and decentralized governance (SRP 2002 and SDRP 2008).

Drawing on lessons learned during the implementation of the first PRSP, a seventh strategic objective, entitled *Efficient Implementation of a Poverty Reduction Strategy*, was added to the second PRSP. The achievements of the CPAP in

the areas of institutional and political governance also supported an operational (implementation) focus through the development of high quality managers and processes at the national level.

By contrast, the benefits of a governance component in terms of the MDGs, although highly relevant, are less obvious. When resources are scarce, good governance is a prerequisite to achieving the MDGs. In other words, the efficiency and performance of these objectives requires effective and high quality governance.

While the governance component matched the national priorities laid out in the PRSP, an analysis of the situation shows pressing needs with regards to the performance of the component. In particular, the recent political and institutional environment has brought governance issues to the forefront. Governance assistance during the recent elections enabled the country to overcome exceptional circumstances and reconcile with both the international community and itself. As per similar circumstances, the international community demanded a rapid return to institutional legitimacy. On a more structural level, politically related governance efforts, in particular through the CNDP, helped bring peace in a political environment where previously, disputes had led to street protests nationwide, impeding the country's economic development. A more specific example of how the component's political efforts have helped bring about this relates to the electoral register. Although the OIF audit highlighted some serious shortfalls of the electoral register, cross-party political dialogue within the CNDP framework led to an agreement on the urgent need to proceed with the polls despite a less than perfect electoral register, so as to move out of the transition period and return the country to institutional normality.

Table 8. Relevance of governance results with regard to national priorities			
Programme contributions		**Source of relevance in the two PRSP/Niger programming cycles**	
		2002-2007	**2008-2012**
Strategic Level	Improving access to justice	**Pillar 4:** Ensure good management of development through promoting good governance, reinforcing individual and institutional capacities, and decentralization	**Pillar 6:** Develop high quality governance **Pillar 7:** Ensure efficient implementation of the poverty reduction strategy
	Promoting human rights		
	Strengthening the political environment		
	Supporting transitional institutions		
	Supporting electronic governance		
	Supporting local governance		
	Supporting the fight against corruption		
	Decentralizing MDG achievement strategies		
Operational Level	Improving access to justice		
	Promoting human rights		
	Strengthening the political environment		
	Developing capacities of political organizations		
	Supporting transitional institutions		
	Supporting electronic governance		
	Supporting local governance		
	Supporting the fight against corruption		
	Decentralizing MDG achievement strategies		

The judiciary and human rights are two other areas in which governance related work have been particularly relevant. An example of the relevance of the programme at the operational level is when UN volunteers helped free a woman arbitrarily jailed for two years. Although acquitted by a judge and released from custody, she had no lawyer or representative to explain that she was free to go. Instead, she returned to the detention center and re-joined other prisoners. This situation was resolved when UNV volunteers helped the woman contact the relevant officials in the judicial system, a proof of the functioning of the programme.

4.1.2.3 Effectiveness

Governance has improved access to and the performance of public administrations (in particular the judicial system), decentralization, strengthened the institutional environment, developed the capacities of political and electoral actors, and promoted human rights and the fight against corruption. Although these are usually more strategic issues, they are in line with the first specific outcome of the Country Programme, which stipulates that national and local institutions instigate reforms to strengthen democracy, the rule of law and respect for human rights.

Table 9. Effectiveness of the governance component in relation to outcomes in the strategic reference document

Programme contributions		References to assess the effectiveness of the component			
		Country programme outcomes	UNDAF outcomes	MDGs targeted	PRSP
Strategic Level	Improving access to justice	1) National and local institutions instigate reforms aimed at strengthening democracy, the rule of law, and respect for human rights 2) Communities, in particular women, should have equal access to the decision making process, control over government actions, and access to and use of efficient and high quality local services	By 2103, national and local institutions will govern democratically and show respect for human rights and gender equality and will contribute to consolidating peace	**MDG 8:** Develop a global partnership for development	Promote high quality governance and the effective implementation of development and poverty reduction strategies
	Promoting human rights				
	Strengthening the political environment				
	Supporting transitional institutions				
	Promoting electronic governance				
	Promoting local governance				
	Promoting the fight against corruption				
	Decentralizing MDG achievement strategies				
Operational Level	Improving access to justice				
	Promoting human rights				
	Strengthening the political environment				
	Developing capacities of political organizations				
	Supporting transitional institutions				
	Promoting electronic governance				
	Promoting local governance				
	Promoting the fight against corruption				
	Decentralizing MDG achievement strategies				

At an operational level, direct services such as legal assistance to detainees, training and sensitization to human rights issues or any other service provided on the ground, the component's results come under the second specific outcome of the Country Programme. This states that communities, in particular women, should have equal access to decision-making processes, control over government actions, and access to and use of efficient and high quality local services. In contrast to the poverty component, the overall outcome is to bring together results at the operational level (as regards the direct delivery of services).

There are also measures in the programme to ensure efficient economic governance, in particular of public finances (notably the MTEF or pilot schemes such as the monitoring of the MDGs) which form part of the poverty, MDG and gender components. Both political and democratic governance are specifically targeted by the governance component, while economic governance is implicitly covered under the poverty component.

The component's results, whether strategic or operational, also contributed to the outcomes of the UNDAF. MDG 8 – the global partnership for development – is specifically mentioned within the component which is surprising, not least because it is the only MDG to be mentioned. In truth, improvements in governance help create a favorable environment for achieving all of the MDGs through developing efficiencies and savings that can only be ensured by high-quality governance. Finally, the component effectively helped achieve the PRSP's targets for political and institutional governance.

4.1.2.4 Efficiency

The component achieved the aforementioned results thanks to a budgetary increase between the 2004 and 2009 CPAPs, from 27.7 percent to 46.7 percent of the total programme budget. This increase came at the expense of the poverty, MDG and gender portfolios and was a result of the budget allocated to finance the elections that enabled the country to emerge from the state of

emergency into which it was plunged by the 2010 coup. The table below presents the breakdown of the budget for the 2009 programme.

Table 10. Governance component budget breakdown	
Heading	**Share**
Citizen participation	79%
Strengthening public institutions	13%
Justice and human rights	9%
Total	**100%**

Source: *UNDP, MTR, February 2012*

Figure 15. Resource allocation within the governance component
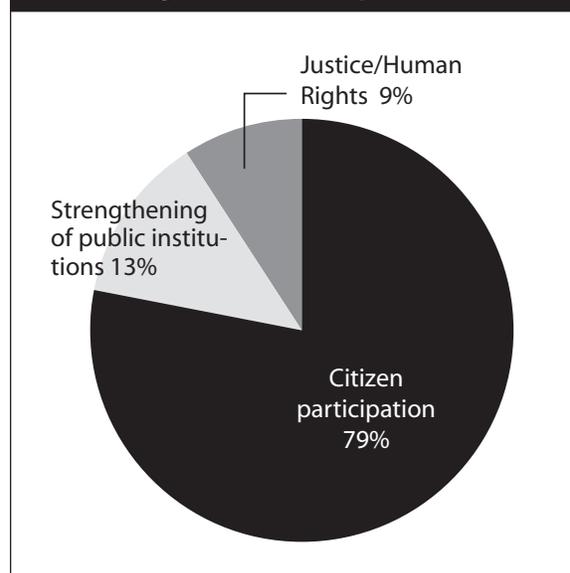
In relative terms, civic participation received the largest share of resources in the governance budget during the 2009 cycle (76 percent equivalent to $36 million), due to the funding raised by partners ($33.6 million) to cover the cost of the elections. Meanwhile, only 13 percent of resources ($5.5 million) was allocated to strengthening public institutions and 9 percent ($3.9 million) was allocated to justice and human rights.

The good governance work area is led by a Programme Manager and an assistant in the Country Office. An administrative assistant

was recently recruited to work alongside the Operations Division and help improve administrative procedures, allowing the Programme Manager and assistant more time to concentrate on strategic issues. The analysis of the operational management of resources and global capabilities of the programme in Section 4.1.1.4, apply here equally.

4.1.2.5 Sustainability

Sustainability issues raised in the section on poverty also relate to work on governance, crisis management and the environment, and therefore need not be restated here. One additional factor related to governance is the human aspect of governance and the conservative forces that impact it on the ground.

There have, however, been some positive outcomes in terms of the sustainability of governance. For example, improvements seen in terms of human rights are now solidly embedded in a strong and potentially sustainable framework. The programme has more than simply focused on developing training to encourage the wider take-up of the issue at the institutional level. Training for judges, administrators and prison staff is no longer carried out on an ad hoc basis but is now part of the basic training, providing a lasting framework for the development of human rights within the judicial system. Moreover, awareness-raising activities and other forms of training for CSOs, has enabled hubs to be created or strengthened on the ground, and these are in a position to promote greater awareness of human rights issues and counterbalance the traditional inertia of the justice system. For example, court records for divorce cases show that more women are contesting repudiation without financial support, which is extremely widespread in Niger society, and humanitarian organizations are increasingly using the media to highlight cases of abuse.

Although legal assistance offered by UN volunteers appears to have had a positive impact, it is difficult to find the means of ensuring long-term sustainability. For their part, the CNDP and NIEC have the capacity to lead the movement for political and electoral change. Both these organizations have developed their capacities and play key roles in their respective fields. However, their futures are uncertain since the CNDP was too dependent on external funding to operate effectively and the NIEC operates between elections with limited staff resources. It is therefore difficult to see how the improvements made in the political and electoral spheres can be sustained.

Advances made in the empowerment of women also face an uncertain future. That they are already being reversed is a sign that they are not of a lasting nature. For example, the proportion of women members of Parliament fell from 12.4 percent in 2004 to 9.7 percent in 2009. Niger is unlikely to achieve a gender balanced Parliament by 2015, despite a law setting quotas. In practice, the gender disparity is likely to remain significant, with the share of women in Parliament not expected to exceed 10 percent.

4.1.3 CRISIS AND DISASTER MANAGEMENT AND PREVENTION

At the **strategic level**, the component supported Niger's efforts to develop its capacities in:

i. Strengthening the peace consolidation framework (2004 and 2009 CPAPs); and

ii. Developing strategic crisis management and prevention capacities.

i) Strengthening the Peace Consolidation Framework

The 2009 CPAP offered strategic support for peace management through the peace consolidation framework in Aïr and Azawak, which resulted in:

- Strengthening the High Authority for the Consolidation of Peace and the National Commission for the Collection and Control of Illicit Arms (CNCCAI), in particular with regard to conflict prevention;

- Strengthening the crisis prevention and management capacities of decentralized institutions;

- The mapping of minefields;

- Development of a peace consolidation strategy for 2009; and

- Development of a national action plan against illicit weapons.

ii) Developing Strategic Crisis Prevention and Management Capacities

The Bureau for Crisis Prevention and Recovery (BCPR) in UNDP helped establish a strong crisis alert and management network in Niger which maps threats and potential conflicts in four regions. Disaster-assistance coordination capacities were also developed through public administration pilot schemes, in particular through the Office of the Prime Minister and observers noted that recent flooding was better handled than during previous disasters.

Since 2005, UNDP has been one of the 13 partners with Niger that signed an agreement establishing a framework for state-donors dialogue on the prevention and management of the food crises in Niger. UNDP resources have supported national structures to consider the needs of the population, to support training of Nigeriens working within this structure and provide expertise, equipment and financial resources. This support has resulted in better management of the food crisis by the national mechanism to prevent and manage food crises (Dispositif National de Prévention et de Gestion des Crises Alimentaires des Crises Alimentaires).

At the **operational level,** work has supported the country's basic efforts to help communities in need, including women and young people, and to find solutions to development problems in the following areas:

i. Strengthening the Peace Consolidation Framework (2004 and 2009 CPAPs);

ii. Supporting the rehabilitation of former fighters and victims of conflicts;

iii. Clearing mines and collect illicit weapons; and

iv. Developing crisis management and prevention capacities.

i) Strengthening the Peace Consolidation Framework (2004 and 2009 CPAPs)

The peace consolidation project worked to promote a culture of peace through raising awareness and initiatives promoting dialogue as a social value and strategy. Inter-community meetings, for example, provided a forum for parties to meet and exchange views or air grievances, and to identify solutions through mutual understanding rather than conflict.

ii) Supporting the Rehabilitation of Former Combatants and Victims of Conflict

To support the rehabilitation of former combatants and victims of conflict, the capacities of local communities were developed to broaden their economic and social options. A local incentive, the Arms for Aid Fund, was also set-up to help finance micro-projects and promote collection of weapons held by former fighters. This rehabilitation programme has:

- Rehabilitated 3,160 former combatants and 1,200 women victims of conflict;

- Created 298 cooperatives for men and 100 for women; and

- Led to five inter-community meetings and five peace missions of the IEC (information, education, and communication) on a culture of peace.

iii) Mine Clearance and Collection of Illicit Weapons

The peace consolidation project also had concrete outcomes that re-established public safety and generated economic activity. Projects included mines clearance along 643 km of major highways,

and the collection, registration and incineration of weapons and ammunition. Campaigns to raise awareness about the danger of mines and unexploded shells were also launched, targeting communities and the media alike. Peace caravans were also organized with the same goal.

iv) Developing Crisis Management and Prevention Capacities

At the operational level, activities focused on assisting about 12,000 households affected by floods by providing them with tools and subsidies for cooperatives providing IGAs.

4.1.3.1 Relevance

At both structural and operational levels, the project helped in the area of crisis and disaster prevention and management, and peace consolidation. It also helped restore the economic and social capacities of the victims of the crisis. Although these outcomes are not formally included in the strategic measures outlined in the PRSPs, they remain relevant. Crisis management and prevention is a governance issue and, until recently, this part of the portfolio was managed by the Governance Unit in the Country Office. Work to improve access to new social services for

disaster victims also helps reduce poverty, since the poor are most likely to be the victims of crises and disasters, thereby creating more poverty.

Crisis and disaster management has a direct impact on the lives of the population. The incidence of crises in the country has increased from every 10 or so years, to every two to five years. As such, requests for help are intensifying. The geo-climatic situation in this essentially arid country, the political and institutional instability, weak strategic capacities and poor economy explain why crises occur so often and are of such magnitude. Taking note of this growing danger, the Country Office created a stand-alone crisis management unit, a clear sign that the actions carried out in this area are becoming increasingly relevant year-on-year.

Experiences have also been adapted to meet problems on the ground. Food security and measures to improve nutrition reduced the seriousness of the agricultural crises by creating a permanent management system both in times of plenty (immediately following the harvest, when crops are sold at knock-down prices) and in times of want (when crops are sown). IGAs in particular contributed to saving the lives of victims

Table 11. Relevance of the outcomes of the crisis component with regard to national priorities			
Programme contributions		**Source of relevance in the two PRSP/Niger programming cycles**	
		2002-2007	**2008-2012**
Strategic Level	Strengthening the peace consolidation framework (2004 and 2009 CPAPs)	**Pillar 2:** Develop production, in particular in the rural sector and private sectors in general (development of production Sectors) **Pillar 3:** Take direct measures to reduce poverty and guarantee the poor access to basic social services **Pillar 4:** Guarantee good management of development by promoting good governance, developing individual and institutional capacities, and decentralization	**Pillar 2:** Provide equal access to high-quality social services **Pillar 3:** Manage demographic growth **Pillar 4:** Reduce inequalities and strengthen social protection for vulnerable groups **Pillar 5:** Develop infrastructure **Pillar 6:** Implement high-quality governance
	Developing strategic crisis management and prevention capacities		
Operational Level	Strengthening the peace consolidation framework (2004 and 2009 CPAPs)		
	Supporting the rehabilitation of former fighters and victims of conflict		
	Mine clearance and collection of illicit weapons		
	Developing crisis management and prevention capacities		

of conflicts or disasters, who have become even poorer as a result. Specific efforts to consolidate peace, such as inter-community meetings, have created a culture of dialogue where violent confrontation had once been the norm.

The positioning of the outcomes of the crisis component with regards to the MDGs, is the same as under the governance outcomes already discussed. Although crisis and disaster prevention and management are not mentioned explicitly in any of the MDGs, they are nonetheless important prerequisites for achieving these goals. In such an environment, it is not possible to set out the long-term strategy necessary for the MDGs.

4.1.3.2 Effectiveness

The component has had an impact on the national environment, with contributions notably in crisis and disaster prevention and management, peace consolidation, and restoration of the economic and social capacities of persons affected by crises. These results contribute to the outcome of the programme with regard to crises, namely the prevention and management of crises, conflicts,

and disasters through effective national, regional, local, municipal and community operations.

With regard to the UNDAF, MDGs and PRSP, as this work area was initially part of the governance portfolio, the results of crisis and disaster management are attached to the same frameworks as results for governance. However, it is worth noting that the title of the outcomes of the UNDAF is too restrictive to capture other results, including those of actions regarding natural disasters, because it is centered on peace consolidation with respect to its crisis content. In other words, the effectiveness of the component does not cover the effects of dedicated UNDAF actions. With regard the MDGs, observations made to governance also apply, as prevention and proper management of crises and disasters not only serve MDG 8 which calls for a global partnership for development, but also contribute to a favorable environment for all MDGs. Finally, advances in prevention and crisis management have brought added value to the quality of governance, defined as one of the PRSP's major objectives.

Table 12.	Effectiveness of crisis and disaster prevention and management to impacts in the strategic frameworks					
Programme contributions		**Evaluation Benchmarks for the Component's Efficiency**				
		CPD	**UNDAF**	**MDGs affected**	**PRSP**
Strategic Level	Reinforcement of the peace consolidation framework (2004 and 2009 CPAPs)	Prevention and management of crises, conflicts, and disasters through efficient mechanisms at the national, regional, local, municipal, and community levels	By 2013, national and local institution will govern democratically with respect to human rights, equality, and gender and contribute to peace consolidation	**MDG 8:** Put in place a global partnership for development	Promotion of quality governance and efficient implementation of the Development and Poverty Reduction Strategy
	Development of strategic capacities with respect to crisis prevention and management				
Operational Level	Reinforcement of the peace consolidation framework (2004 and 2009 CPAPs)				
	Support for the re-insertion of former combatants and conflict victims				
	Mine clearance and collection of illicit weapons				
	Development of capacities for crisis prevention and management				

An example of the effectiveness of the crisis programme that emerged from interviews with partners and corroborated by the MTR, was the marked improvement in the control function following the consolidation of coordination mechanisms based in the Offices of the Head of State and the Prime Minister. Observers reported that the 2005 crisis constituted an almost perfect example of poor management, with stakeholders pulling in their own directions and sometimes even attempting to turn the situation to their personal advantage (as was the case for some NGOs). Observers also reported that advances in control functions have since brought a considerable degree of order to this chaos.

4.1.3.3 Efficiency

The budgetary resources for crisis and disaster prevention and management allowing the crises component to achieve the results shown above, evolved between the 2004 and 2009 CPAPs. In relative terms, they decreased from 11.1 percent to 8.5 percent of the programme budget. However, as illustrated in Table 13 which provides an overview of the allocation of resources for the 2009 programme, in absolute value, they more than doubled.

Figure 16. Resource allocation by crises sub-component

Table 13. Internal allocation of crisis-related resources	
Component	**Relative Importance**
Natural crises	62%
Sociopolitical crises	38%

Source: *UNDP, MTR, February 2012*

In relative terms, for the 2009 cycle, the natural crises sub-component received the largest share of resources (62 percent, or $2.97 million). The remaining 38 percent ($1.83 million) was allocated to sociopolitical crises.

In terms of human capacity, the crises component is probably the most characteristic given problems caused by human resource issues. This work area is managed by a team of three UN volunteers and, like other units, has recently benefited from the recruitment of an administrative and financial assistant. Working with the Operations Division, the assistant helps streamline the management of administrative and financial processes, thus allowing the division to better focus on strategic issues. The analyses made of the operational management of resources and capabilities of the programme at the global scale in Section 4.1.1.4, apply equally to this work area.

4.1.3.4 Sustainability

By definition crises are exceptional events, making maintenance of high quality management mechanisms all the more arduous. Indeed, in the case of Niger, the increasing recurrence of crises (natural disasters, armed conflicts, political crises, etc.) tends to make them almost permanent, thus making structured and solid management frameworks all the more important. Much work has been devoted to this area and tangible results have been achieved.

One such result is a mapping of risks and vulnerabilities for four regions. The aim was to determine which structural capacities were available to support a permanent project, rather than merely updating the data gathered, and whether this tool could be extended to other regions. This question echoes those already discussed concerning strategic capacities.

The programme has also notably helped the Government set-up a control system to coordinate both the prevention and the management of emergencies. Not only has this added value to existing projects but it also allowed the country to partially overcome the serious dysfunctions experienced in the management of the food crisis of 2005. Although integration of the system at a Presidential and Ministerial Cabinet level has clearly contributed to its institutional solidity, there is also an element of risk because its framework is essentially political in nature. The danger of the system being politicized cannot be absolutely excluded, since changes in leadership in high political offices can compromise the viability of the instrument.

At the operational level, there have been mixed reviews of project sustainability. In areas where mines have been cleared with the support of the CNCCAI, trained personnel (including former combatants) are continuing to volunteer to clear mines and collect illicit weapons, reflecting a measure of involvement by the population. However, at the conclusion of the project, monitoring and support of IGAs by the NGOs concerned, ended without local government being empowered to take over and work alongside those involved in managing cooperatives.

4.1.4 ENVIRONMENT AND SUSTAINABLE MANAGEMENT OF NATURAL RESOURCES

On a **strategic level**, UNDP's contributions to the environment and sustainable management of natural resources supported Niger to:

i.   Improve its knowledge of fauna (five thematic studies) and biodiversity, leading to a national Strategy for the Conservation and Development of Fauna;

ii. Comply with international obligations regarding communications and thematic reports;

iii. Improve its institutional capacities; and

iv. Develop a national water and available sanitation policy.

i) Improvement in Institutional Capacities

Through the 2004 and 2009 CPAPs, UNDP has contributed to promoting the appropriate frameworks for proper management of environment and natural resources on a national level, as shown by the following strategically significant elements:

- A draft document for the Conservation Strategy and Development of Fauna;

- Six programmes created within the framework of the National Environmental Plan for Sustainable Development concerning: (i) climate change and variability; (ii) management of biological diversity; (iii) energy and sustainable development; (iv) national action to fight desertification and management of natural resources; (v) urban environment and quality of life; and (vi) water and sustainable development;

- A National Programme for Adaptation to Climate Change in the Agricultural Sector; and

- The validation of a strategic investment framework for the approved GDT.

ii) Compliance with International Obligations regarding Communications and Thematic Reports

Following the ratification and integration of international conventions into its body of laws, Niger is mandated to produce and submit to the international community various studies and thematic communications on the environment and biodiversity, and evidence of compliance with the conclusions of the Rio Earth Summit. Sub-evaluations in both CPAPs have provided support to the country allowing it to comply with its obligations in this area, including the:

- Production of a strategy action plan for the reinforcement of capacities for the management of the global and national environment; and

- Production of national communications for the Rio conventions.

iii) National Strategy for the Conservation and Development of Fauna

The framework of UNDP's two programming cycles has contributed to enhancing national knowledge of fauna and biodiversity, and led to the preparation of several thematic studies on elephants, aquatic fauna, giraffes and the Ténéré-Ternit natural reserve helping Niger gain a solid understanding of its ecosystems. A charter for eco-tourism has been created on this basis and a National Strategy for the Conservation and Development of Fauna is pending.

iv) National Policy on Water and Sanitation

Long-term programme operations in both CPAPs have contributed to implementing strategic capacities for managing a water and sanitation policy, contributing directly to the:

- Creation of a National Commission for Water and Sanitation;

- Formulation of a water code;

- Development of SIGNER, centered on the management of water resources; and

- Establishment of the first Regional Unit for Water Management.

At the **operational level**, the programme has provided solutions to the development problems of populations in need, including women and the young including. Such solutions include:

- Safeguarding biodiversity by sensitizing populations;

- Promotion of sustainable land management in simple terms;

- Promotion of economic alternatives to putting pressure on the environment; and

- Promotion of renewable energies.

i) Protecting biodiversity through raising awareness

Some results of the programme's operational interventions include:

- The numbers of national giraffes were determined using Photoshop, helping create some capacity on the subject (there are now 320 giraffes compared to 200 just a few years ago, indicating an annual increase of the population by 20 percent);

- An increase in bee numbers in Park W;

- The reappearance of some species of wildlife and forest flora in Park W; and

- An increase in the total area of protected areas from 6.6 percent in 2006 to 14.3 percent in 2011, thanks to the creation of new reserves in Termit-Tin and Touma.

ii) Sustainable management of common land

The programme's operational actions yielded the following concrete results:

- Recovery of 31,000 ha (over 76,000 acres) of degraded land;

- Building of 8,500 linear meters (more than 5 miles) of hedges around vegetable farms;

- Building of 5,875 linear meters (3.65 miles) of stone walling;

- Creation of 6.25 ha (approximately 15 acres) of stabilized shifting dunes;

- Development of 45 ha (approximately 110 acres) of continuous plantations;

- Twelve observers were trained on, and provided with the equipment needed for, monitoring ecological and socioeconomic trends; and

- Community development plans that take sustainable land management into account.

iii) Promoting economic alternatives to relieve environmental pressure

The programme developed local economic opportunities which encouraged the population, particularly those living in protected areas, to reduce the pressure on already significantly weakened ecosystems. Below are examples of this process:

- Modern beehives were introduced to produce honey in larger amounts and of better quality thanks to a substantially larger number of bees;

- Reappearance of some forest and wildlife species, highlighting the potential benefits of tourism for populations living in protected areas (Parc W and the Aïr, Ténéré, and Termit protected areas); and

- Diversification of IGAs, leading to a decline in logging and timber sales.

iv) Distribution of types of renewable energy

The programme launched activities to disseminate alternative energy sources to relieve human pressure on ecosystems, giving some communities access to solar power. The evaluation team visited a rural hospital in the Niamey region which, thanks to the programme's support, runs solely on solar power. Multi-functional platforms, such as diesel engines and mechanical modules, were also installed to lighten the burden of household chores performed by women.

These experiences had a direct impact on health, education and wellness indicators in the regions concerned. Observers reported that pass rates on some tests doubled thanks to students being able to study in the evening. Similarly, in some healthcare centres, the number of patients with access to prenatal care and other health services more than doubled as a result of access to alternative energy sources.

v) Adapting to climate change

Adaptating to climate change is a key component of UNDP's work in the environmental field because of the vulnerability of Niger and its population. Within this context, tools have been developed to integrate climate change adaptation into development policies and strategies through raising national awareness. Vulnerable communities in the most affected areas were also supported in their efforts to adapt and become more resilient to climate change. The programme also improved the capacity of public and private actors to access funding from the Clean Development Mechanism.

4.1.4.1 Relevance

The programme, through its environment component, helped improve understanding of biodiversity preservation, the development of institutional capacities to sustainably manage resources, and the promotion of viable economic

Table 14. Relevance of results of the environment component in relation to national priorities			
Programme contributions		**Relevance to the two Niger/PRSP cycles**	
		2002-2007	**2008-2012**
Strategic Level	Enhancement of institutional capacities	**Pillar 2:** Development of production sectors, essentially in the rural and private sectors in general, aiming at sustainable and sustained economic growth	**Pillar 1:** Aim for strong, diversified, sustainable and job-creating growth
	Compliance with Niger's international obligations regarding communications and thematic reports		
	Improved knowledge of wildlife (five thematic studies) and biodiversity, leading to a national strategy for the conservation and development of wildlife		
	National water and sanitation policy		
Operational Level	Protection of biodiversity through awareness-raising		
	Promotion of the need for sustainable management of common land		
	Promotion of economic alternatives to environmental pressure		
	Distribution of renewable forms of energy		

alternatives to reduce human pressure on the environment. These achievements are relevant as they are a national priority. However, environmental issues are not covered by a specific thematic statement in either of the two generations of PRSPs in effect during the CPAP period under review. Instead, environmental issues are cross-cutting under the heading of sustainable growth promotion strategies.

The vision expressed in the foreword of the 2008 PRSP states: "To be sustainable, growth should have as wide a base as possible, include all the sectors and high-potential areas that have the largest proportion of the working population, and preserve biodiversity. In this light, the mainstreaming of cross-cutting issues such as gender, population, youth employment, human rights, and the natural environment are unavoidable imperatives" (2005-2012 PRSP). Repeat reference to the issue shows that Niger has made the environment a fundamental component of its growth and social and economic development, while conferring legitimacy to the programme's efforts in this domain.

Empirically, the environmental situation is so critical that the programme's achievements in this area are of utmost importance. An assessment of environmental risk through 2015 in the 2008-2012 PRSP states "*If the current trend is maintained, Niger's population will increase from 13 million in 2006 to 17 million in 2015, and the number of expected annual births will increase from about 600,000 in 2005 to 800,000 in 2015. This high rate of population growth will lead to [...] high pressure on the physical and natural resources. As regards agriculture and food security, grain requirements will increase from about three million tons in 2005 to 4.2 million tons in 2015, while the requirements are currently covered only to the tune of 85 percent. The cultivable area per person will decrease from 1.45 ha in 2005 to 1.12 ha per person in 2015, with a decline in the quality of land as a result of the disappearance of fallowing. An increase in the number of landless farmers is possible as a result of the reduction in available land and lack of capital among the most vulnerable groups. [...]*

As regards the physical environment, the growing need for firewood (currently more than 90 percent) will reduce the available forested area by 3.5 percent per year". This forecast is derived from a 2002 analysis by the WFP, which clearly remains relevant today.

In view of this national situation, the programme's environmental achievements have been welcomed, whether in the domain of capacity-building and the consolidation of the institutional framework for managing the sector, new knowledge leading to better biodiversity preservation, or the economic and social opportunities put forward to relieve pressure on the environment.

4.1.4.2 Effectiveness

The programme's environment component has improved knowledge and strengthened capacity to preserve biodiversity, developed institutional capacities to sustainably manage resources and promoted viable economic alternatives to reduce human pressure on the natural environment. These successes have made real contributions to the expected outcome of the Country Programme, with populations becoming involved in the preservation of the environment and natural resources, including water. However, in the CPD this outcome has an operational focus, a strict interpretation of which prevents the programme's actions from being incorporated into policies and the institutional framework for managing the sector. There is nothing to prevent a broader interpretation of the desired outcome, through which reforms and other institutional actions might be seen as prerequisites to the population's involvement in environmental and resource management.

The component has made proven advances toward the UNDAF outcome requiring vulnerable populations to have improved food security, diversified sources of income, and contributed to the sustainable management of the environment and natural resources by 2013. This component's contributions to MDG 7 on environmental sustainability, is equally explicit. The environment is not a separate target in the PRSP but is included

under the broader objective of sustainable growth because growth has not been as robust as recommended in the PRSP targets.

Despite the results achieved, environmental and natural resource concerns continue to add to the country's problems. Although Niger still lacks a comprehensive understanding of its forestry resources because no exhaustive inventory exists, its reserves are clearly deteriorating (5.4 percent of total land area covered by forests in 2008 compared to 8.3 percent in 1990). Protected areas account for 6.6 percent of the national territory which barely exceeds half of the 11 percent set out by international standards. Assuming current trends are sustained, only 60 percent of the residents of Niger will have access to drinking water by 2015, nearly 20 percentage points below the MDG recommendation.

4.1.4.3 Efficiency

Resources assigned to this area of work remained relatively stable between the 2004 and 2009 CPAPs, accounting for between 17 percent to 18.4 percent of the programme's budget. However, in terms of absolute value, this was actually a substantial increase as the budget nearly tripled (from $5.6 million to $15.4 million), following financial contributions from the GEF. The table below illustrates resource allocations for 2009.

In relative terms, projects to adapt to climate change and promote integrated resource management, received half of the available funding in 2009 (26.7 percent and 24.3 percent respectively). Projects to manage biodiversity received 17 percent, whilst those to reduce land degradation and the SMP received 14 percent.

Table 15. Effectiveness of the environment component in relation to the outcomes set out in strategic documents					
Programme contributions		**CPD/UNDAF outcomes**			
		CPD	**UNDAF**	**MDGs affected**	**PRSP**
Strategic Level	Enhancement of institutional capacities	People involved in the preservation of the environment and natural resources including water	By 2013, vulnerable populations will have improved their food security, diversified their sources of income, and contributed to the sustainable management of the environment and natural resources	**MDG 7:** Ensure environmental sustainability	Aim for strong, diversified, sustainable, and job-creating growth, a reduction in inequalities, and the strengthening of social protection for vulnerable groups
	Compliance with Niger's international obligations regarding communications and thematic reports				
	Improvement of knowledge of wildlife (five thematic studies) and biodiversity, leading to a national strategy for the conservation and development of wildlife				
	National water and sanitation policy				
Operational Level	Protection of biodiversity through awareness-raising				
	Promotion of the sustainable management of common land				
	Promotion of economic alternatives to environmental pressure				
	Distribution of renewable forms of energy				

Table 16. Internal allocation of environment resources

Focal area	Relative importance
Reduction in land degradation	14.2%
Sustainable management of biodiversity	17.2%
Promotion of renewable forms of energy	3.2%
Promotion of integrated water resource management	24.3%
Adaptation to climate change	26.7%
Small Grants Programme	14.3%
Total	**100%**

Source: *UNDP, MTR, February 2012*

Figure 17. Resources by focal area within the environment component
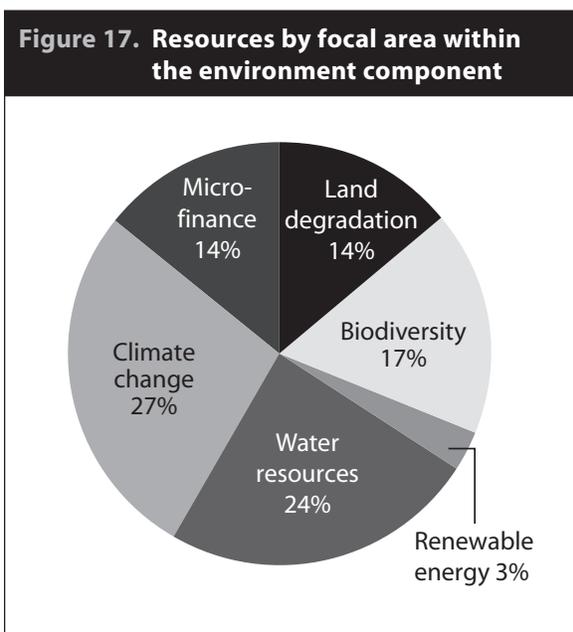
The Environment Unit has the largest number of staff in the Country Office. In recent years, the Management Unit has recruited a number of technical personnel. The Programme Director is now supported by a team of five, although these are mainly UN volunteers and Junior Professional Officers (JPOs), and the Multifunctional Platform Programme also has a dedicated coordinator. An administrative and financial assistant were also recently recruited to work with the Operations Division to improve management of administrative and financial procedures, allowing the division to devote more time to strategic matters. The analysis made in Section 4.1.1.4 of the operational management of resources and capabilities of the programme at the global scale, apply equally to the Environment Unit.

4.1.4.4 Sustainability

The programme primarily contributed to training government technical employees in the formulation, technical validation and implementation of environmental policies and strategies, to conform with the MDGs and PRSP. There was, therefore, a strong emphasis on ownership. Major projects were implemented by the central Government and civil society.

This process is also illustrated by the management of water resources, which should in theory lead to greater sustainability. At the national level, the Division for New Projects of the Ministry of Hydraulics and the Environment provides the technical coordination of the support. The division ensures coherence with other water sector related projects to ensure the adequate distribution of water points and national statistics on the coverage rate for drinkable water, the resources available and those still required are taken into account. Despite this implementation protocol, capacity remains a challenge. Even the definition of the content of the AWPs sometimes poses a problem. For example, despite a NEX modality, the Economic Analysis and Development Strategy Division of the Country Office has occasionally been asked to write an AWP for the programme components.

At the operational level, by contrast, there is a growing awareness of the need to preserve the environment, indicating that the programme is becoming durable. Following various training and awareness-raising programmes, the local authorities put in place a code for financing environmental management. Ten percent of resources in the MDPs must go to "green jobs" at the risk of programme documents not being validated. The population itself safeguards protected areas and environmental protection standards. For

example, in the Aïr-Ténéré region, local people enforce hunting regulations (including setting dates for the hunting season, permitting or prohibiting species to be hunted and payment of licenses). In the context of joint management by national and municipal governments, the salaries of enforcement agents are covered by the budgets of the municipal government.

4.2 INDIRECT CONTRIBUTIONS BY UNDP

The contributions of the Country Office went beyond the results directly attributable to the programme and include non-project operational activities or "indirect" support. In line with the traditional strategic positioning of UNDP, such indirect support includes:

i.   Facilitating the coordination of development partners;

ii. Mobilizing resources; and

iii. Management of pilot projects.

4.2.1 FACILITATING THE COORDINATION OF DEVELOPMENT PARTNERS

UNDP is traditionally a "facilitator" in the donor community. This role is formalized within the bounds of the UN system and, de facto, in wider development cooperation circles. The Niger Country Office not only plays this role but is also the thematic leader for those working in governance, strategic support and the environment.

This leadership role is recognized and accepted by the other cooperation agencies not only because of the key role UNDP plays in the UN system but also – and especially – because UNDP is well-established in the country. It has long assisted Niger to develop its development strategies while being mindful not to interrupt its services in the field even when political and institutional circumstances caused other agencies and organizations to suspend or restrict their cooperation activities. As a result, UNDP has considerable capital in terms of knowledge of the country and links to it.

Some partners also hold the view that the coordination offered by UNDP has the advantage of being able to depend on international cooperation experience, which allows it to be present in virtually every country in the world. It can draw on this experience to link to what is currently happening in the country, and can more easily access and assemble a network of experts in such a way as to create the optimal profile for each field of operation.

Despite UNDP's value as a facilitator, some partners lament that the agency is not more open about its procedures and does not share its actions more widely with its partners. To illustrate this point, these partners pointed out that even when UNDP manages a common basket of resources, it requires that its procedures be applied exclusively, and does not allow other donors to join other resource management audit systems.

Following the Paris Declaration, bilateral partners expected UNDP to harmonize procedures for donors and there was some disappointment when UNDP was forced to continue implementing its own procedures in the field. Others indicated that, even in a crisis context such as Niger, UNDP seldomly communicates critical information on risk zones despite being in a better position than many cooperation agencies operating in the country to have such information.

4.2.2 RESOURCE MOBILIZATION

As an indirect contribution, UNDP acts as an intermediary to the international finance community and offers resource mobilization to assist Niger in devoting resources to financing its own development. The national government recognizes that UNDP's expertise in this area has led to satisfactory outcomes in the country.

In October 2007, UNDP assisted Niger to organize a donor roundtable to pool resources for financing the 2008-2012 PRSP. Around 1,600 billion CFA francs in assistance were announced at this time. The Government has since felt that the Country Office has not provided enough

leadership in this area, particularly in terms of mobilizing thematic resources, whilst other partners seem to be strengthening their positioning. However, the Country Office indicated that national roundtables have not been organized in recent years.

4.2.3 EFFECTS OF CONDUCTING PILOT PROJECTS

UNDP's indirect contributions can also be identified through what other partners have done in the country. As the first agency of its type in Niger, UNDP made a commitment to the country and opened the way for others to follow. UNDP's strategy for decentralization, for example, was the first pilot project in this area which, at the time, was referred to as premunicipalization. The quality of UNDP's planning tools and local pilot projects were unanimously recognized as being of value and laid the ground for larger-scale interventions later undertaken by other partners.

The Municipal Support Programme, which is currently preparing to enter its third phase and is supported by resources from the World Bank, has greatly benefited from the gains made by UNDP-UNCDF. SNV is also building on these gains and feeds them into its capacity-building processes in the municipalities.

However, the value of these efforts is not fully appreciated due to the Country Office's lack of communication. National partners sometimes describe UNDP as withdrawing from areas without considering its strategic vocation to create opportunities for other actors, often with greater resources, to implement strategies that allow initiatives to be undertaken on a larger scale. This is key for UNDP's positioning as it does not have the resources of partners like the Word Bank or other specialized international or national funds. Based on its know-how, knowledge of the context and lessons learned from experiences in other countries, UNDP develops tools and strategies that other donors can adopt and widen to the full advantage of the beneficiary country. However, such positioning requires UNDP to systematically elaborate and communicate an exit strategy to national partners and other donors.

Further analysis is provided in the next chapter which reviews the conditions under which the contributions to development results were obtained, with a particular focus on factors which were either conducive or not to achieving these results.

Chapter 5

UNDP'S CONTRIBUTION AND POSITIONING

This chapter analyses UNDP's delivery processes to determine its contributions to development results. First, the global intervention framework is reviewed, including all intermediate processes involved in the delivery of goods and services needed to achieve outcomes. Second, UNDP's strategic position is reviewed to highlight how its support contributes to achieving targeted development goals.

5.1 ANALYSIS OF THE FRAMEWORK OF UNDP CONTRIBUTIONS

UNDP's contributions to development results presented in the previous chapters were made within the framework of service delivery, whose operation critically affects cooperation performance. Its main dimensions are studied in the latter part of this chapter. The Country Office's particular governance situation, marked by the departure of Resident Representatives and long interim periods, may have affected the quality of internal management processes and, consequently, performance.

5.1.1 SCHEDULING AND PROGRAMMING

Annual scheduling and quarterly programming are the starting points for portfolio projects. They constitute the appropriate context for the negotiation of uses and resources between the Country Office and national authorities. It is recognized that this is often where problems start, as seen in the delays in the availability of AWPs. Although AWPs are supposed to cover one year, they are typically signed at the end of the first quarter or even the beginning to middle of the second quarter. For the year 2012, they were signed in May.

In addition to these delays, focal points do not always create AWPs and quarterly budget programming as promptly as required. Instead, the impetus eventually comes from UNDP through the programme leader. The three overlapping explanations for this absence of government initiative, in an area of performance where it should have full responsibility, should be analysed jointly. These are: (i) instability in the staffing of the structures involved; (ii) insufficient knowledge of the UNDP's programming framework and procedures; and (iii) a lack of motivation.

The staffing of the structure involved in the implementation of the programme is unstable, partly due to institutional and political instability. Stakeholders also noted and admitted the high turnover among officials which sees new staff members slow to take ownership of their actions, despite it being a prerequisite for taking initiative and providing leadership.

Staffing problems also contribute to poor knowledge of programme preparation and execution reference systems. The constant turnover in staff does not permit a firm grasp of programme procedures or operational familiarity, despite training. Trained staff members regularly leave the programme, meaning that capacity-building has to repeatedly start over.

Finally, a lack of motivation vis-à-vis the programme is also mentioned by government actors. Here, the motivation is mainly monetary. The changes made to the support plan by the national section (whereby the Support Unit in the Ministry of Economy and Finance was replaced with focal points) are called into question. The new focal points are not compensated for their work, whereas officials of the former Support Unit were dedicated staff and were paid accordingly. Problems are compounded by inconsistent management plans from one donor to the next.

As a result of all these factors, AWPs are unavailable when they should be (i.e. the beginning of the year or even the end of the previous year). The parties are aware of this shortcoming and are working to resolve it, with the introduction of biennial work plans in 2012. In reality, rather than resolving the issue, this new provision corrects the problem by placing (and minimizing) its effects on the programme. Start-up delays were observed in 2012 even though the situation is improving. To solve delays in signing AWPs, UNDP has developed a monitoring framework based on a delivery schedule, with tools designed to track responsibilities to clear bottlenecks. Although this plan was yet to be implemented at the time of evaluation, it deserves to be mentioned because of the dynamism and commitment it denotes.

5.1.2   IMPLEMENTATION OF RESOURCES

In the Country Office, the quarterly implementation of resources was delayed for two complementary reasons. Insufficient knowledge of UNDP procedures by national authorities has led to numerous rejections of requests for documents. These requests may concern non-compliant programming documents or supporting documents covering resources already received. This exchange of documents then leads to delays in the execution chain. However, both the programme and operations units in the Country Office are also responsible for these delays, due to gaps in human resources arising from insufficient staffing levels or the inadequate profiles of available staff members.

As an illustration, the Crisis and Recovery Unit that was created in response to the growing importance of these issues in Niger, is led by UN volunteers. In general, the Country Office relies quite heavily on volunteer resources, who are mobile but whose availability is unpredictable. Efforts are underway to fill these gaps, and financial and administrative assistants were recently recruited to work in each unit and interface with the Operations Division. The impact of this, in terms of shorter deadlines and improved performance of the portfolio, will not be known until after a period of application and evaluation.

Delays in scheduling and programming, and the availability of resources impact implementation. When an AWP is signed in May and starts in June, the parties have half the time needed to perform the associated activities. It also emerged from interviews with both the Country Office and national authorities that there was a high concentration of financial disbursements in the last quarter of the year. Marked efforts were made at the time to significantly improve the budget execution rate. The downside is that such efforts were made under conditions not ideal for ensuring best execution of activities.

5.1.3   QUALITY ASSURANCE

Given these delays, tensions over operational execution arose which were not conducive to the sound management of quality assurance processes of the programme. Programme Units should be responsible for quality assurance. However, programme managers are occupied with preparing and monitoring the implementation of activities, both administratively and financially, and therefore do not have the time to invest in monitoring the substance of the portfolio. Moreover, any quality assurance that was conducted focused on procedures and their form in general, rather than content or substance.

Yet deficiencies in quality assurance on a substantive level by the Programme Units were not only the consequence of operational pressures. In some cases, there was also an absence of adequately skilled staff. For example, although not their responsibility, the Economic Analysis and Development Strategies Division was asked by the Programme Unit to write the AWPs, thus exposing its limitations on the subject matter. However, the most severe limitation occurred at the level of national authorities, whose role is to formulate the AWPs, since these are executed nationally.

The Economic Analysis and Development Strategies Division is also responsible for quality assurance at the strategic level. For example, it provides substantial support to the scheduling, programming, development, and monitoring

work conducted by national authorities. However, the division has limited human resources and despite the critical nature of its mandate it no longer has any suitable staff members, since the expert who held the post has left. In addition, quality assurance by the division does not fully compensate for the deficiencies in the Programme Units themselves.

Other quality assurance related problems identified by the evaluation team include the sense of isolation from UNDP over strategic issues, such as public finances and the budget framework. In the case of national counterparts, this sentiment was expressed by stakeholders in the strategic environment. At least one donor agreed with this analysis and further noted that UNDP was not represented at some strategic meetings, such as the committees preparing the third-generation PRSP. The departure of the public finance expert has clearly contributed to this situation. However, national authorities also regretted no longer being given sufficient support by the Country Office to organize roundtables and fundraising, adding that it saw the World Bank positioning itself more forcefully in this area.

The Country Office does not share the assessment made by the national partner, recalling that it had been engaged with the Ministry of Finance in the formulation and implementation of the reform programme in public finances. It also indicated that resource mobilization initiatives with the Ministry of Planning (Arab foundations and PDES) and the Ministry of Mines and Petrol (mini-roundtable to mobilize resources on MDG5) had been underway since 2011.

Overall, the problem is most strongly felt by the management of the Country Office, which is working to restore better technical capacity in its programme units through: (i) strengthening the Units by recruiting appropriate staff members (the Environmental Unit, in particular, has benefited from this); (ii) mobilizing administrative and financial assistants to relieve programme managers; (iii) improving arbitration and decision-making processes; (iv) strengthening the capacities of national focal points so that there is no longer any need to replace them to advance the process; and (v) optimizing work plans (by improving focus and developing fewer).

5.1.4 RESULTS-BASED MANAGEMENT

At the overall strategic plan level, the programme can claim a connection with RBM since it starts from a definition of results and proceeds to the framing of the resources necessary for their achievement. However, these resources are not all available immediately as UNDP must mobilize a large portion of them from other partners. As indicated, mobilized resources increased from one-third (33 percent) to over two-thirds (72 percent) between the 2004 and 2009 CPAPs.[6]

The possibility of internalising RBM into the implementation of the programme itself is mixed. In its current state, the results matrix does not enable the application of real RBM in the programme. The only indicators informed by the projects are those attached to specific products, even though the UNDAF and CPAP matrices carefully define the outcome indicators to be used as part of an RBM approach. In reality, the effects recorded in the results matrix cannot be measured separately by isolating them and treating them as if they relate to the actions of the programme only. Faced with this difficulty, the management team focuses on products instead of results, even though the products are part of the business logic and not effects or impacts.

This operational difficulty should not prevent the programme from supporting the dissemination of RBM to its national partners. In fact, it is investing in the promotion of this programming and resource management framework among the administrations and is strengthening the capacity of central and sector authorities through ad hoc

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6   Data from mid-term evaluations made in 2006 and 2011 for the previous and current CPAPs, respectively. These data may be modified later.

budgetary development training and actions as part of the MTEF.

5.1.5 MONITORING AND EVALUATION

The project teams are responsible for the M&E of projects by national authorities. In principle, they collect information on the physical and financial implementation of projects, and the results are then published in quarterly and annual reports. These reports are often inconsistent and UNDP frequently asks for them to be rewritten. This partly explains why quarterly funding payments are delayed, since each new advance of money is conditional upon a detailed report proving how the funding for the previous quarter was used.

Both parties agree that, in general, the teams are not capable of correctly following UNDP procedures. This has been confirmed by a number of different assessments of the programme based on the model of the MTR. Despite training, there has been little improvement, since capacity-building is undermined by high staff turnover. A system to improve national ownership of the programme has been in place for two years, but both parties now recognize it has failed. As a result, in 2012, the system was changed and reinforced by the creation of a new post in the

Ministry of Planning responsible for M&E. The post was in the process of being filled at the time of the assessment and time will tell whether the national administration's M&E capacities will be improved as a result. In any case, this is a partial return to the previous system, when there was a well-staffed and funded Support Unit within the Ministry of Economy and Finance which brought real added-value in terms of both planning and monitoring of the programme.

The Country Office supported national authorities to develop their capacities by recruiting administrative and financial assistants to work with programme managers and coordinate with the Operations Division. Within the Country Office, M&E is conducted by a staff member who reports to the Assistant Programme Director. Currently, this is a UN volunteer who collects data from programme managers, and sometimes directly from project teams, before entering it into the Atlas database. Finally, another staff member working directly under the authority of the Resident Representative, is responsible for monitoring the overall performance of the Country Office.

The review of the M&E system of the programme shows that it is well-balanced between the national partners and the Country Office. In

Figure 18. M&E framework
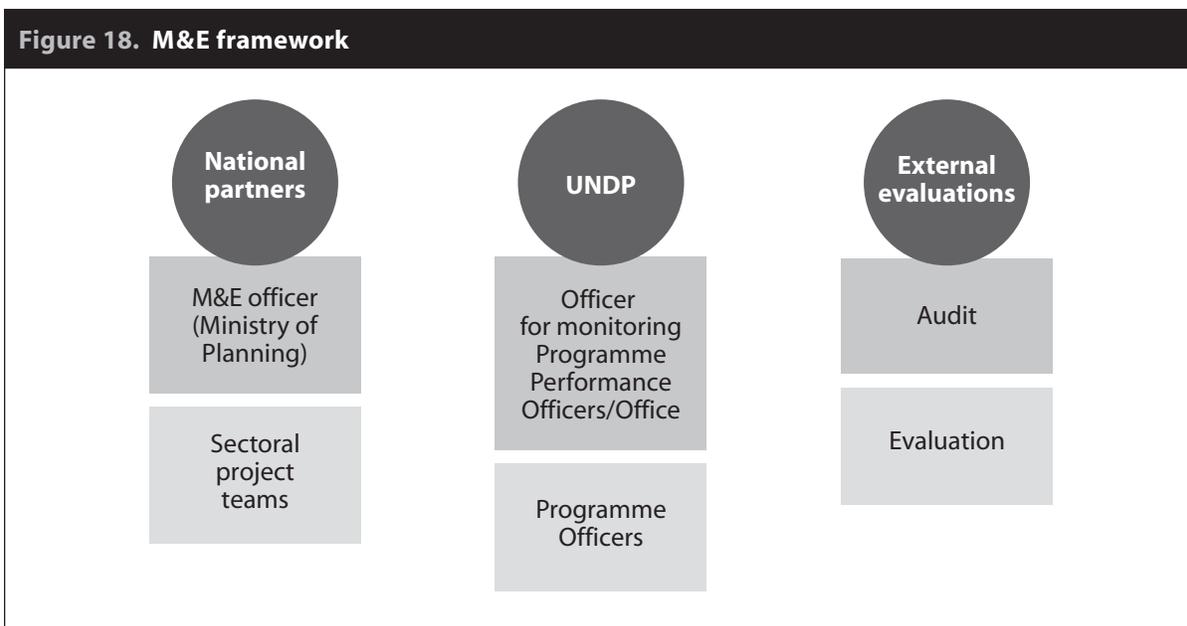
operational terms, however, the objective limits remain. Despite capacity-building activities, the national authorities do not fully assume their role in this context. Within UNDP, moreover, monitoring relates to indicators of conformance to procedures and disbursement of resources. With regard to the programme, the absence of a dedicated independent unit prevents the function from being carried out with sufficient autonomy and hindsight. In reality, the M&E Officer is also in charge of collecting and entering data, while the performance officer follows synthetic indicators on the activities of the Country Office after action by the programme and the other divisions. The problems of qualitative monitoring and execution of the programme, thus remain unresolved.

5.1.6 CAPACITY DEVELOPMENT

Capacity development is an important element of the programme. The actions taken and the results achieved within the framework of the programme's four key themes systematically contribute to national capacity-building. At all these levels, efforts to increase knowledge at the institutional level have been launched through training sessions and workshops on information, sharing and validation. Studies have increased the visibility of the issues to be tackled, and created

management and development strategies for them. Improvements to the working environment and conditions have strengthened capacities.

However, as far as real impacts are concerned, much remains to be done. The Country Office itself states that the country's capacities remain low. It is extremely difficult for the national authorities to implement programmes, raising the questions as to whether or not Niger is really gaining anything from the efforts of the programme to develop capacities. It seems clear that both parties urgently need to reflect on how to redefine their approach in this area.

A number of other questions also need to be asked. For example, is training staff really developing capacity when there is such a high turn-over? Is the capacity of national authorities being developed through practical learning, when they are failing in their responsibilities to own and control projects? Is creating new structures with additional institutional layers that do little to improve the status quo, developing capacity?

5.1.7 DONOR RELATIONS

UNDP has a wide-range of partners in the donor community, directly or indirectly present in Niger,

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Figure 19. Core and non-core CPAP funding

CPAP 2004

Non Core 33%

Core 67%

CPAP 2009

Core 28%

Non Core 72%
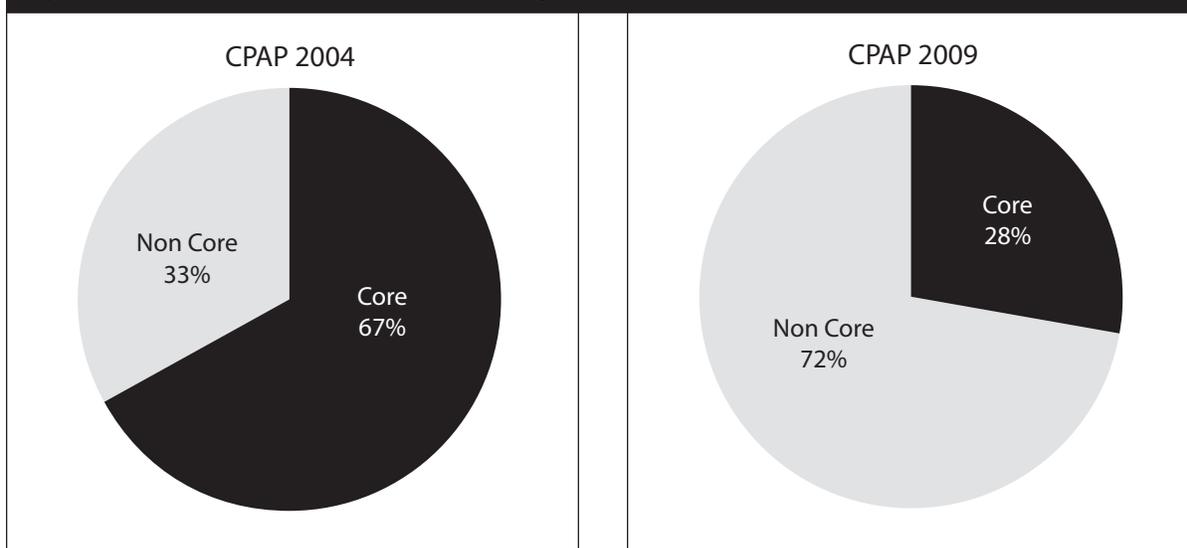
Source: *UNDP, 2004 CPAP MTR, 2006*

Source: *UNDP, 2009 CPAP MTR, 2011*

as a result of its position within the development cooperation field. In addition, at least half the funding of the 2009-2010 CPAP was raised from development partners.

The Country Office significantly improved its performance in terms of raising 'non-core' funds between the two CPAP cycles. Figure 19 provides only a partial breakdown based on the figures from the MTR, in the absence of a more thorough analysis by the Bureau Performance (BP). Since the 2004 CPAP was extended to 2008, it is likely that even more funding was raised. The Country Office has made a real effort to attract other development partners to take part in these programming cycles.

There have also been improvements in internal organization with the way in which resources are mobilized has effectively changing. In the previous CPAP, technical work was carried out by programme administrators who drew up requests for funding in association with the national authorities. This approach lacked coherence, not least because the Economic Analysis and Strategic Development Division (UAESD) was also involved in resource mobilization. The situation has improved considerably in recent years, and the UAESD, which has clearly taken the lead in terms of resource mobilization, has drawn up a dedicated strategy that has led to greater coherence and, undoubtedly, greater efficiency in this area.

Donors have confidence in UNDP's experience in the fields where they provide funding. UNDP has a lengthy and continuous presence in the country, and has good knowledge of, and is well established in, the local environment. Its international presence in virtually every area of cooperation also gives it solid means of replicating best practices from comparable countries, whilst learning from negative experiences.

Development partners nonetheless see several areas for improvement within this field of UNDP's competences. Concerns were raised over delays due to lengthy procedures and partners believe the Country Office is not sufficiently autonomous, as it is obliged to refer discretional choices and decisions to Headquarters. For example, despite the urgency of the situation, the Country Office was obliged to ask for derogations on certain procedures during the 2011 election support project.

The EU and Denmark have also both indicated unexpected delays in the new crisis and relief project in the northern regions, which could affect the project's effectiveness. The project is a result of the Libyan crisis which has caused insecurity and destabilization in the Sahel. Despite the threat, which became a reality in northern Mali, implementation of the project was delayed because UNDP failed to put the right expertise in place to prepare it. The Country Office, given the complexity and sensitivity of the project, attempted to undertake a broad consultation with all parties involved, including beneficiary communities. In addition, to accelerate the start of the project, it had prefunded its activities.

Development partners also highlighted difficulties cause by UNDP's seeming unwillingness to open up procedures and share part of the work with donors. More precisely, UNDP has the sole right of audit and control over co-financed projects and some donors are disappointed as they would like to have their own priority role in these control and certification procedures.

Finally, partners were also disappointed that the expected drive towards harmonization by UNDP, as specifically mentioned in the Paris Declaration, had not materialized. Again, it is felt that UNDP is too focused on its own procedures, despite its traditional coordination role, and that it is unable to share its work in this area with others. The disparity in the numbers of national civil servants whose expenses for workshops and other missions are covered by programme funding, is said to be an example of this local problem. Certain elements within the national authorities are expected to be playing around this ambiguity in their approaches to donors when looking for financing for certain activities.

5.2 UNDP'S STRATEGIC POSITIONING

UNDP's strategic positioning, which is another key factor of the contributions that UNDP brings to Niger, can be analysed along five main lines:

i.   Traditional themes;

ii. Strategic vs. operational;

iii. Central vs. local;

iv. Implementation; and

v.   Promoting UN values and South-South cooperation.

5.2.1   UNDP'S TRADITIONAL THEMES

UNDP's traditional themes are those areas in which it has long been active in many cooperation fields namely: governance, poverty reduction and the environment. These themes are duly represented in the programme of the Niger Country Office. Decentralisation, which is partly covered under governance and poverty reduction, is also one of UNDP's priority areas. Crisis and recovery, which was also at first handled under governance, has come much more to the forefront in Niger in recent years, and is now covered by a distinct programme unit within the current CPAP.

Several cross-cutting themes that also regularly occur within the portfolio include: gender, human rights, capacity development and RBM. These too are key themes that have been at the heart of UNDP's work over many years and conducted in partnership with other UN agencies with specific mandates (for example UNFPA, UN-Women and UNICEF on gender, the High Commission for Human Rights on human rights). In addition to promoting these UN values, the Country Office also promotes South-South cooperation. Finally, although not a major part of its work, UNDP traditionally also has a role in fundraising. Discussions with key figures within the national administration suggested that, even within these core areas of activity, UNDP has been taking a back seat in certain areas where it had traditionally taken the lead. For example, until recently, the Country Office

had helped the various sectors draw up their MTEFs and mobilize resources. The Country Office does not support this assessment and clarified that, although a JPO was in charge of public finance, they were under the supervision of two economists. Furthermore, the national economist responsible for following up on support to the MTEF did not experience any difficulties with the MTEF or with public finance activities in general.

Both national partners and other donors agree that UNDP has a comparative advantage in the above listed focus areas. Of course many other partners are present but the scope of the CPAP non-core resources demonstrates that many of them intervene through the UNDP portfolio. UNDP's comparative advantage comes from its long and diversified experience in poverty alleviation, governance, crisis management and environment. Its limitations are, as already mentioned, linked to the weakness of its own resources which emphasizes the importance of building good resource mobilization strategies and sharing of withdrawal mechanisms with other donors to avoid abrupt interruption of programmes which can hamper their impacts on the country's development.

5.2.2   STRATEGIC AND UPSTREAM VS. OPERATIONAL AND DOWNSTREAM

The balance between strategic and more upstream versus operational and more downstream levels shown in the Country Office reflects that of UNDP as a whole. As an agency specializing in development issues, UNDP has a major role to play at the strategic level, in assisting countries to develop the capacities to develop, implement, monitor and evaluate their own development policies and strategies.

UNDP is also active at the operational level to ensure that it does not become removed from the realities of development issues by focusing on pure strategy. It has all the more reason to do so as demand is great, not least in Niger. Communities need help with the means to live (sometimes urgently) while the national

authorities also need help with developing capacities through writing and implementing development strategies.

The main difficulty at the operational level for the Country Office is that involvement on a large scale requires a lot of resources. However, the BP is only involved during pilot phases to gain experience that can then be used in other areas of cooperation and is often misunderstood. It is therefore important the Country Office communicate more widely about the position taken otherwise the image of the BP and UNDP is damaged because of misunderstanding. Stakeholders frequently reported that, as far as operations are concerned, UNDP's approach is 'piecemeal' meaning that it never gets involved in full-scale activities beyond the implementation phase. However, implementation and scaling-up are entirely different tasks, a message that needs to be spread more effectively through a substantial communication campaign.

5.2.3 CENTRAL VS. LOCAL LEVEL SUPPORT

Despite the strategic versus operational conflict, UNDP's support for local development has managed, however improbably, to combine the two. For example, the success of the PADL at the operational level were presented previously. In addition, at the strategic level, the Country Office has helped local authorities and actors develop the capacities for steering development efforts at the local level by providing communities in the target areas with local services.

5.2.4 IMPLEMENTATION METHODS

It is also important to discuss the methods UNDP uses to implement its actions. Between the 2004 CPAP and the 2008 CPAP, there was a shift in the Country Office's programme implementation process, with national authorities now taking the lead. Direct implementation by the Country Office is consequently the exception rather than the rule. This shift is in line with UNDP's aim of building national capacity by letting them implement the programme on their own and part of the wider movement towards the implementation of the Paris Declaration which, among other things, calls for alignment.

Nonetheless, both parties recognize that this process of giving greater operating responsibility to national authorities needs to be strongly supported, especially in terms of institutional development. There have been serious concerns about the timing and the quality of the deliverables in terms of programming and monitoring within the current CPAP. The problem is so serious that, although they did not want to reestablish the Support Unit within the Ministry of Economics and Finance, both parties still decided to reinstall an M&E expert in the Ministry of Planning to support the sectoral project teams and oversee the supervision of the programme as a whole.

In summary, it appears that the thematic positioning of the Country Office supports delivery of its core and cross-cutting work areas in the country. The BP focuses on issues where UNDP has a long-standing and recognized expertise, and in particular where lessons learned elsewhere can be put into practice.

5.2.5 PROMOTING UN VALUES AND SOUTH-SOUTH COOPERATION

5.2.5.1 Human rights

The programme has both a direct and indirect approach with regard to human rights. Practically all of the various and diverse strategies used by the Country Office in the different parts of the programme to foster development in Niger come under the indirect category given that, without development, human rights are little more than theoretical. Whilst work in this area is predominantly indirect, there are some targeted cooperation actions directly aimed at promoting human rights.

Investments in governance and democracy are indirect, but closely related actions, that promote individual and collective freedoms. A democratic system strengthened by transparent and fair elections, creates an environment where

these freedoms are more likely to be respected. Investments made in the electoral process, in particular in the current programming cycle, aimed to strengthen human rights, which are better protected when government and institutions are no longer considered temporary or transitional and return to normal, at the service of citizens.

On an economic level, UNDP's actions are strongly in keeping with the promotion of human rights. Employment, revenues, security of food supply – all of which are targeted by poverty reduction and human safety strategies – are the main drivers of economic rights, not to mention rights in general. What use is the right to vote if you do not have the means to live? What good is the freedom of association and manifestation under the same circumstances? In reality, it is economic rights that allow human rights to truly flourish. Human rights are also strengthened through developing the capacities of national institutions to enable them to promote economic development, and of individuals to enable them to find decent jobs, diversify their sources of income and ensure the safety of their food supply.

The programme's more direct efforts to promote human rights include training senior ministry staff and civil society stakeholders on rights-based approaches, and training judges, lawyers and parts of the civil defense and security forces on regional and international human rights standards, and procedures. Human rights have also been added to the national school curricula and a permanent organization has been established to report to the bodies responsible for policing human rights treaties meaning that Niger is now able to meet its international obligations in this area. Celebrations organized for the anniversary of the signing of the *Universal Declaration of Human Rights* also increased national awareness of these issues. UNDP also supported Niger's successful presentation of its UPR before the Human Rights Council and helped draft a law to establish an independent National Human Rights Commission.

5.2.5.2 Gender and equality

Although human rights are covered more generally, the rights of women, young and other vulnerable groups are the subject of specific strategies. Actions are focused on women in governance, designed to help more of them rise to the highest decision-making positions. Operational activities, under the theme of poverty reduction and the environment, are also aimed at improving the economic and social status of these groups.

Specific strategies for these groups mean that UNDP, through its two CPAPs, is also promoting equality, since it is precisely these groups in society that have traditionally suffered the most from inequality.

There are nonetheless some limitations to the technical management of gender issues, as a primary cross-cutting theme within the cooperation framework. There are two different ways in which gender issues are dealt with within the programme, as highlighted clearly in the analysis of the 2009 CPAP work programmes. In one area, women are explicitly and formally designated as the target beneficiaries of the programme and projects. In another, women are not formally mentioned as specific beneficiaries, although in practice this does not stop them from taking advantage of the products concerned by simply being resident in the community. The first case is seen widely in activities offering direct support to gender policies of the Ministry of Population. The second case takes place often in environmental actions, where there is just one integrated project that formally includes gender issues, namely the Aïr-Ténéré Joint Management of Resources Project.

The ambiguity of such an important cross-cutting issue was already noted in a number of projects during the MTR which noted that "targeting and integration of the issue of gender (gender equality, improving the socio-economic development of women, etc.) remain optional even in cases of specific support measures for women. This makes it difficult to trace investments made in support of this issue". In general, gender issues are rarely explained in context in the programme

frameworks and, quantitative and qualitative assessments of the actual situation are not always sufficiently accurate, especially with regard to useful information concerning the targets and the specific nature of their surroundings.

These limitations correspond more or less to the Country Office's staffing problems. A gender expert is normally responsible for systematically assessing the programme across the entire country and making the necessary changes to ensure that gender issues are formally and clearly included in projects. However, this position has been vacant for a while.

Despite these limitations, the programme has nonetheless contributed to significant results in the country. Examples of these successes include:

■ An increase in the number of women voting in elections due to the promotion of the role of women in decision-making/management and their involvement in the democratic process;

■ An increase in the capacity of the Ministry for the Promotion of Women to develop gender-focused action plans and organize national information campaigns about national gender policies;

■ The introduction of a gender category in the breakdown of national statistical data;

■ Improvements in health levels among vulnerable parts of society, in particular women, has been improved; women have far greater access to basic health services, even in the country's most remote health centres;

■ Greater food and income security for women, who have greater access to new revenue streams thanks to the IGAs through support for the network of women living with HIV and local development programme work to recover and restore land, etc.

■ The workload of women has been reduced through projects implemented within the environmental protection and biodiversity framework (distribution of coal); and

■ Women are being attributed leadership roles in committees, including cereal banks, animal food bank management committees and land commission.

5.2.5.3 South-South Cooperation

South-South Cooperation is included in the programme through mobilization of regional international expertise and fact-finding trips to countries in other parts of the world with relevance to the South. In terms of mobilizing experts from the South, in the 2004 CPAP, international volunteers were given access to health centres helping to bring surgery skills to community health centres and meet real needs on the ground.

On an occasional support basis, experts are also often brought from neighboring countries, the sub-region and the region. The Country Office believes that this approach is doubly advantageous as it helps improve understanding of the conditions on the ground, making it easier to reach the established objectives and help keep costs low.

UNDP strategically focuses on core and cross-cutting work themes. The Country Office focuses on capacity development by supporting national partners (governmental bodies or civil society) to gain and promote internal abilities to assess contexts, design strategic responses to problems raised, and to implement and monitor them. UNDP is dedicated to developing these capacities in Niger at a national level, through a wide range of national institutions and bodies, and at a local level through support to the decentralization process. Yet the results are disappointing and the country's strategic capacities are reportedly still very weak. National appropriation is a main constraint affecting capacity development, raising the question how to get national partners to really back the programme, and learn and sustainably gain from it.

UNDP's strategic position encompasses downstream interventions through operation projects run at grassroots levels (generally in the areas of poverty, crisis and the environment) and some governance operational projects. This approach is run on a small-scale, given the resources available

which is often misunderstood by the national counterpart. Downstream activities directly benefit the population and are support populations greatly in need.

Chapter 6 provides key conclusions and recommendations based on the analysis of the ADR's findings, through which relevant recommendations have been drawn.

Chapter 6

CONCLUSIONS AND RECOMMENDATIONS

This chapter captures the conclusions derived from the evaluation and proposes appropriate recommendations to move forward.

6.1 CONCLUSIONS

A number of conclusions can be drawn from the evaluation, in particular with regards to the quality of the Country Office's direct and indirect contributions, delivery processes and development of programmes, as well as UNDP's strategic positioning, including its comparative strengths, added value and partner relations.

6.1.1 UNDP's interventions were highly relevant, both in terms of their relation with the country's strategic proposals, and of the actual needs of communities and institutions benefiting from them on the ground.

In terms of strategy, the priorities set out in Niger's strategic frameworks are clearly reflected in the CPAPs and the Country Programme makes explicit reference to these national strategies, which are the basis for any investment programme in the country. The programme is also in line with the programming frameworks of UNDP and the UN.

The relevance of the programme is shown through its ability to meet the specific needs of the institutions and the communities where its activities are carried out. It is clear from reviewing the evaluation documents and stakeholder interviews that the programme's projects have provided effective solutions to the problems on the ground. However, it was often asked why UNDP is not doing more at the operational level, or why has it decided to stop its activities on the ground while there is still a need. These questions stem from a misunderstanding of the limitations

of UNDP's resources and demonstrate the beneficiaries' appreciation of the Country Office's downstream work.

Although the overall relevance of the programme is not in question, poor achievements in capacity development suggest that the strategies devoted to the sub-component may not be relevant enough. The issue is not the relevance of the capacity development element of the programme itself, but rather the quality and appropriateness of the means used. Have the investments that have been made consistently and over such a long period in this area been really effective, given that the limited capacities on the ground are clearly seen?

6.1.2 Results in the country, as a result of both direct (mainly project), and indirect or non-project interventions, have been meaningful.

Main thematic areas show strong results

An analysis of the programme's main activities shows that, in both the 2004 and 2009 CPAPs, UNDP achieved tangible results at different levels of intervention. Strategically, it helped the country develop frameworks and tools, at both central and local levels, for the formulation, implementation and M&E of development policies and strategies. As far as governance is concerned, institutional frameworks were created or enhanced, supporting increasingly robust consultation, negotiation, arbitration, decision-making and reporting processes, as well as improved procedures for administering justice. As for economic development strategies, and in particular poverty reduction, a set of monitoring tools were developed, which focused on the MDGs but also included other important issues such as gender.

In terms of the environment, the programme developed sectoral policy frameworks and inventory processes that will allow Niger to better understand and manage its natural resources, and report on them, in keeping with its international obligations. Finally, crisis alert and management procedures were enhanced to meet recurring and more frequent demands.

Operationally, within its four thematic focus areas, the programme has contributed directly to improving people's lives by providing communities with basic social services in education, health, water and other community infrastructure. Operational activity included providing communities with additional job- and revenue-creating opportunities, sometimes through providing access to small loans with flexible repayment terms. Cereal banks and other forms of guarantee set-up within the framework of the local development programme, can help improve food security and introduce communities to more advanced forms of post-production business intelligence.

Cross-cutting measures

To generate basic outcomes, the Country Office strives to promote the four key UN areas for action, although the results appear mixed. Capacity development, human rights and gender are covered in the overall structure of the programme, although they are also sometimes targeted by specific projects. Problems of national ownership have hindered capacity development and have raised questions over the effectiveness and sustainability of outcomes. Progress has also been slow in terms of gender, judging by the number of women represented at the highest levels of Niger's political society. Gender is not systematically mentioned in programme and project outcomes, either in terms of explicit targets or definitions of the current context and the County Office does not currently have a gender expert.

Some significant improvements in human rights have been noted, given the rather conservative nature of society. The justice system is gradually becoming more aligned with the concept, as citizens themselves grow more aware of it. There are more complaints and protests against the national administration, with the national authorities already being found guilty of mismanagement in one regional administration.

Finally, although RBM is formally included in the CPAP, it is not being carried out as part of the actual implementation of the programme because of the absence of the means to do so. Project activity is focused output indicators rather than outcome indicators. Yet, UNDP is looking to improve awareness of RBM among the national authorities by promoting MTEFs in each ministry.

Capacity-building results are uncertain

There is still much to be done before capacity development efforts have a real impact. The country has limited capacities and it is extremely difficult for the national authorities to implement programmes. This raises the question as to whether Niger is really gaining anything from the efforts of the programme to develop capacities. It seems clear that both parties need to reflect urgently on how to redefine their approach in this area.

Is it developing capacity to send staff to a succession of training workshops only for the process to start all over again, with new people and at additional cost, once they change jobs? Is it developing capacity to focus on learning by doing, transferring responsibility to the national authorities even though they still fall short in terms of ownership and control of the project? Is it developing capacity to support the creation of new structures, creating an additional institutional layer that does little to improve the status quo?

6.1.3 The programme has remained flexible and been most responsive to changing conditions and needs on the ground, and thus remained relevant.

Flexibility has been an important part of delivering strategic and operational contributions, a sign that the Country Office is working hard to adapt to the needs on the ground. As a result, there are a number of differences between the 2007 CPAP and the 2009 cycle. The strategic focus has shifted from poverty reduction towards governance in line with the urgent needs of the country arising from the 2010 institutional crisis. Accordingly, this led to a change in resource allocation, with governance being the biggest beneficiary in the current CPAP instead of poverty reduction. In the previous CPAP, the Governance Management Unit was responsible for crisis management. However, it is now handled in a separate programme unit, reflecting the importance of this area following the dramatic rise in the number of crises and natural disasters in Niger in recent years.

There was also a change in the balance of funding streams between the two CPAPs. In the previous action plan, the programme was 65 percent funded by core resources, with 35 percent coming from other partners. Under the current CPAP, non-core resources play a much more important role, accounting for 72 percent of the programme budget. It has become markedly easier to raise funding for development from external sources over the course of the 2000s.

Finally, there has been a significant change between the two CPAPs in terms of the programme's implementing framework. In the previous CPAP, it was carried out with the help of a support unit based in the Ministry of Economy and Finance. However, as a result of the desire for greater ownership of the project at national level, this unit was disbanded in 2010 and replaced by a system of project "teams" in each national partner institution. Experience shows that this system does not work well, with significant shortcomings shown by the national institutions in terms of both planning and monitoring of activities.

6.1.4 The success of UNDP's programmes in Niger, and its subsequent outcomes, vary according to the strength of ownership and strategic capacities at the national level, which are often insufficient.

There are a number of factors determining the sustainability of results of a programme, including the quality of delivery and ownership of the project. In the case of Niger, the 2004 programme produced some excellent results which have continued to consolidate and now appear sustainable.

On an operational level, the grain banks and other security mechanisms initiated under the PADEL offered solutions to strengthen food security while introducing the population to a highly advanced post-production economic system. The Country Office also supports crosscutting issues but problems of national ownership continue to hinder the reinforcement of capacities. The system of cereal banks is still in place and has even been extended to neighbouring regions, with farmers acting as consultants to help set-up banks in villages not covered by the programme. Strategically, management tools developed by the programme are of such quality that they have been included in the Community Support Programme (CSP), which is about to enter its third phase thanks to World Bank funding. Even the infrastructure built by the CSP in the area uses the same architectural plans drawn-up with the communities concerned under the local development programme.

Local ownership of the work appears to be very high and this has given greater sustainability to the results of the programme. Although it ended several years ago, the mechanisms introduced under the programme are still in place today and the beneficiaries have even exported the knowledge they gained.

Unfortunately, ownership at the national strategic level is not always as high, causing delays in the programme's implementation. If there were full and high quality ownership, it is likely that problems would be the exception rather than the rule. Insufficient ownership is particularly detrimental on capacity development strategies.

Procedures are repeated year after year and capacity levels remain low across the country, hampering sustainability.

6.1.5 Problems with the formulation, overall coherence and organizational structure of the programme.

Ambiguities in the formulation of a poverty-MDG related outcome and in the positioning of economic governance

There are some ambiguities in the working of the programme as a whole, most notably with regards to poverty reduction which is linked to an outcome in the CPAP. In the programme, wording focuses on the strategic level although the unit spends most of its resources at the operational level (the supply of basic social services that accounts for 64 percent of the component's budget within the 2009 CPAP). The CPAP outcome refers to "implementing reforms aimed at achieving the MDGs and reducing poverty", whereas the component focuses both on reforms and operations. The other major ambiguity concerns economic governance. The section on governance covers only political and institutional governance, while economic governance is only covered in the different sections concerning poverty reduction, the MDGs and gender.

Gender issues are not given sufficient visibility in the outcome framework of the programme and projects

There are two different ways in which gender issues are dealt with within the programme. Either, women are explicitly and formally designated as the target beneficiaries of the programme and projects for example in activities offering direct support to the gender policies of the Ministry of Population. Or, women are not formally mentioned as specific beneficiaries, but still take advantage of the products concerned by being resident in the community. The first case is seen widely in activities offering direct support to the gender policies of the Population Ministry.

The second occurs widely in environment related projects, where only one project formally includes gender issues, for example, the Aïr-Ténéré Joint Management of Resources project.

The ambiguity surrounding such an important cross-cutting issue had already been noted in a number of projects during the MTR, which stated that "targeting and integration of the issue of gender (gender equality, improving the socio-economic development of women, etc.) remains optional even in cases of specific support measures for women. This makes it difficult to trace investments made in support of this issue". In general, gender issues are rarely explained in context in the programme frameworks, and quantitative and qualitative assessments of the current situation are not always sufficiently accurate, especially with regard to useful information concerning the targets and the specific nature of their surroundings.

These limitations correspond more or less to the absence of anyone in the Country Office capable of systematically assessing the programme across the entire country and making the necessary changes to ensure that gender issues are formally and clearly included in projects. The gender expert should normally carry out this task, but the post has remained vacant since the departure of the previous holder.

The institutional location of the key M&E function is not appropriate

Focal points within each ministry are responsible for M&E of projects by national authorities and, for some projects, of those in charge of M&E within the projects. They are responsible for collecting information on the physical and financial implementation of projects and publishing them in quarterly and annual reports. However, these reports are often inconsistent and need to be rewritten which delays quarterly funding payments.

Both parties agreed that the teams are not capable of correctly following UNDP procedures. This is

confirmed by a number of different assessments of the programme based on the model of the MTR. Despite staff training, there has been little improvement in M&E, not least because this capacity development exercise is undermined by frequent staff mobility. Both parties now recognize that an attempt to improve national ownership of the programme has failed. As a result, the system changed in 2012 and was reinforced by the creation of a new post in the Ministry of Planning responsible for M&E. The post was filled during the assessment period, and only time will tell whether the national administration's M&E capacities will be improved as a result. Nevertheless, this is a partial step back towards the previous system, when there was a well-staffed and funded Support Unit within the Ministry of Economics and Finance which brought real added-value in terms of both planning and monitoring of the programme.

The Country Office has supported the willingness of the national authorities to develop their capacities by recently recruiting administrative and financial assistants to work alongside programme managers and to coordinate with the Operations Division. Within the Country Office, M&E is carried out by staff under the supervision of the Associate Resident Representative for Programmes. In this particular case, a UN volunteer collects the data from programme managers, and sometimes directly from the project teams, and enters it into the Atlas database. Finally, another staff member reporting directly to the Resident Representative is responsible for monitoring the overall performance of the Office.

6.1.6 Difficulties managing the tender procedure for delivery of the programme's products.

Lengthy procedures cause delays

The quality of tender procedures is clearly one of the major areas of concern of the programme,

with responsibility for delays appearing to be shared between the Country Office and the national authorities. As far as procedures are concerned, it has already been noted that the programme has been slow to deliver. National authorities are responsible for the AWPs and operating reports but there are bottle necks in their production and in the availability of funding delivery of reporting documents. The Country Office also bears some responsibility for these issues, with the national authorities indicating they lack the necessary skills to use the tools and follow the procedures, on which UNDP should have provided training. Difficulties faced in developing detailed financial reports have delayed the availability of future funds and delays are further accentuated by the Country Office's human resource problems.

These implementation problems have a direct impact at the most fundamental level, since from the very start the programme is forced to do its work and deliver its products in a significantly shorter space of time than originally foreseen. The parties admit that there is only a significant improvement in the level of budget execution in the final quarter of the year, reaching around 80 percent by the end of the year.

Quality assurance is affected by insufficient resources, both in terms of time and capacities

As a result of demands at the operational level, there is no quality control over the programme. Programme managers are constantly catching up on time lost due to delayed deadlines and lengthy procedures. They therefore do not have sufficient time to pay attention to quality assurance. Any quality controls that are conducted, focus on whether procedures have been properly followed, rather than the basic operation of the programme. There is also the problem of staff responsibility. For example, the Economic Analysis and Development Strategy Division conducts quality control but at the strategic level. However, when it came to the specific areas covered by the different programme units, this division was unsuited for such a task, as it lacked

the necessary technical expertise. The division acknowledged that quality control was not part of its remit, but that it carried it out on an ad hoc basis in order to help overcome the limitations noted in this area.

Overall, the programme has delivered at the most fundamental, strategic and operational levels, in terms of governance, crisis management and prevention, environment and the management of natural resources, poverty reduction and promoting UN values. The programme's procedures and capacity to deliver, over which the Country Office and the national authorities have shared responsibilities, could be improved.

6.1.7 UNDP's presence in the country is relevant both in terms of the areas of investment and in the way in which the programme is implemented. There are still questions about reducing activity in certain areas and whether the programme can be sustainably implemented by the national authorities given their own persistant capacity shortfalls.

UNDP's strategic position determines the level of support for Niger. It revolves around four key elements: a focus on traditional issues such as governance, crisis management, poverty reduction and MDGs and the environment, complemented by cross-cutting areas such as gender, human rights, capacity development, RBM; interaction at strategic and operational levels; cooperation at national and local levels; and emphasis on national ownership.

Core areas of intervention are coherent with the national priorities

The Country Office focuses on issues where UNDP has a long-standing and recognized expertise, and in particular where lessons learned elsewhere can be put into practice. This is the case for the four core areas mentioned above, as well as for cross-cutting areas such as coordinating cooperation and aid engagement.

There is, however, a sense among certain key figures within the national administration that within these core areas of activity, UNDP is to some extent taking a back seat on certain issues. For example, in the area of public finances, until recently the Country Office had helped the different sectors to draw up their MTEFs and funding engagement. The Country Office, however, does not agree with this assessment and indicated this was linked to a need to replace the administrator in charge of public finances who had left some time ago. The Country Office also cited the existence of several public finance initiatives undertaken since 2011, with the Ministries of Planning and Mines.

The strategic/national levels vs. operational/ local balance is not always understood by national partners with some asking for more strategic support and others for more operational action

The Country Office is active on both strategic/ national and operational/ local levels. As an agency specializing in development issues, UNDP has a major role to play at the strategic level, offering assistance to countries to develop the necessary capacities to draw-up, implement, monitor and evaluate its development policies and strategies. At the same time, to make sure that it does not become removed from the realities of development issues by focusing on pure strategy, UNDP is also active at the operational level. It has all the more reason to do so as demand is great, not least in Niger. The main difficulty with full-scale involvement at the operational level is that it uses a lot of resources. However, the intentions of the Country Office are often misunderstood when they only participate in pilot phases to gain experience that can be used in other areas of cooperation. The Country Office should therefore communicate its position more widely, since this general misunderstanding tends to damage its own image and that of UNDP. Stakeholders frequently reported that, as far as operations are concerned, UNDP's approach is 'piecemeal', meaning that it never gets involved in full-scale activities after the maturation phase.

Operating methods based on national execution in most interventions

Between the 2004 and 2008 CPAPs, the Country Office initiated a shift in the programme implementation process, and today national authorities are taking the lead. Direct implementation by the Country Office is now the exception rather than the rule. This shift was also part of the wider movement towards implementation of the Paris Declaration which, among other things calls, for alignment. Nonetheless, both parties clearly recognize that this process of giving greater operating responsibility to national authorities needs to be strongly supported, especially in terms of institutional development.

6.1.8   Management of relations with donors is highly effective, as shown by the good results in mobilizing funds. Partners believe that there are still a few areas where things could be done better, notably with regard to communication and the management of procedures.

UNDP has extensive contacts within the donor community, be they directly or indirectly present in Niger, as a result of its position within the development cooperation field. The Country Office significantly improved its performance in terms of mobilization of 'non-core' funding between the two CPAP cycles, with programme funding rising from 35 to 72 percent.

Development partners nonetheless see several areas for improvement within this field of UNDP's competences. Currently, the Country Office is not considered to be sufficiently autonomous, as it is obliged to refer to Headquarters for discretional choices and decisions. Consequently, concerns were raised over the long timeframe of projects stemming from these lengthy consultative procedures. In addition, UNDP is perceived as unwilling to open-up these procedures and

share part of the work with donors. More precisely, UNDP has the sole right of audit and control over co-financed projects, which disappoints some donors who would like to have their own role in these control and certification procedures.

Finally, partners also expressed disappointment that the expected drive towards harmonization, as specifically mentioned in the Paris Declaration, had not materialized. Again, UNDP is seen to be too focused on its own procedures, despite its traditional role as a coordinator, and unable to share its work in this area with others. The disparity in the numbers of national civil servants whose expenses for workshops and other missions are covered by programme funding is said to be an example of this problem. Certain elements within the national authorities are thought likely to play on this ambiguity in their approaches to donors when looking for financing for certain activities.

6.2. RECOMMENDATIONS

6.2.1. STRATEGIC RECOMMENDATIONS

Recommendation 1. Improve strategies for national capacity development

Persistent weaknesses require a full diagnosis of the methodology employed in national capacity development. What exactly is meant by capacity development in Niger? What are the most appropriate ways to improve efficiency in this area? These questions should be discussed with partners, which could also include other stakeholders in cooperation. It does not mean stopping workshops and training, but rather identifying the minimum level of activity that must be assured to stimulate growth in this area. In practical terms, actions consist of auditing barriers[7] to national appropriation of developing capacities, and designing strategies agreed with partners and national authorities.

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7   The audit could capitalize on the achievements of the Global Programme of Capacity-Building, previously developed and validated and still waiting for a plan of action.

Recommendation 2. Improve management of gender issues within the CPAP

Management of gender issues is not yet sufficiently effective. There are still many projects where there is no formal reference to gender in the wording of the programme, even though it is a cross-cutting issue of the utmost importance. In general, gender issues are not adequately reflected in the programme documents in terms of context analysis, target setting and strategies (an observation that was also made in the conclusions of the MTR). Suggested actions include making it obligatory to systematically include gender aspects when developing project documents, and filling the currently vacant post of gender expert in order to facilitate the implementation of current regulations.

Recommendation 3. Strengthening and restructuring economic governance

Economic governance should be strengthened and clarified in the programme. This recommendation was also made in the conclusions of the MTR, and although it is mainly strategic in nature, it also has an operational (organizational) element. Public financial management, in particular, needs to be reinforced, building on the efforts already made by the Country Office to promote the use of MTEFs in the different ministries. National authorities perceive UNDP to be back-tracking on its offer to assist in this area, which may in part be due to the vacant position of public finance expert in the Country Office's Economic Analysis and Development Strategy Division. At the same time, consideration should be given to removing economic governance from the Poverty-MDG portfolio and giving it more visibility and preeminence in a wider governance programme.

Recommendation 4. Improve the wording of the poverty reduction outcome

The CPAP outcome concerning poverty reduction, gender and the MDGs is too restrictive in its wording and improving the overall wording of this chapter would help overcome the ambiguity undermining its coherence. The programme's outcome framework currently states "national and local institutions will carry out reforms aimed at achieving the MDGs and poverty reduction". Focusing as it does solely on the strategic level (the reforms) means work at the operational level is not covered by this outcome. Yet work at the operational level, which covers mainly the supply of basic social services, accounts for by far the largest share of resources (over 64 percent of the budget for this area within the current CPAP). It is suggested to reword the CPAP outcome on poverty, the MDGs and gender, by adding "actions" or "activities" to the reforms, as strategies to achieve the MDGs and reduce poverty.

6.2.2 OPERATIONAL RECOMMENDATIONS

Recommendation 5. Improve quality assurance

Programme managers and project teams are spending too much time controlling the quality of implementation procedures, rather than controlling the fundamental work of the programme and its substance. The Country Office should focus more on the fundamental work of the programme and its substance, and less on managing procedures. Suggested actions to be taken include strengthening the capacity of the project teams (nationals) to ensure they are able to deliver good programming and reporting documents the first time round, and improving programme staffing to allow programme managers to focus on managing the substantial contents of the programme.

Recommendation 6. Strengthen human resources in the programme

The Country Office has human resource issues, both in terms of staffing numbers and specific posts. The Crises Unit is entirely staffed by volunteers, the Economic Analysis and Development Strategy Division has been unable to replace the public finance expert and there is no longer a gender expert in the Country Office. Although

efforts have been made recently to improve this situation, including through the recruitment of financial and administrative assistants, the programme units remain overstretched and further work is needed. An organizational audit of the Country Office is planned, following which it is recommended to fill the vacant posts and strengthen existing posts where the audit highlights shortcomings.

Recommendation 7. Improve communication with the national partners

Despite its importance for any cooperation-based partnership, communication between the Country Office and national authorities appeared insufficient. For example, the national authorities indicated that they do not understand UNDP's motives for shifting its focus from one area of activity to another. This question was raised with regard to water, public finances and in particular to mobilization of resources. Therefore, the Country Office needs to take action to more effectively communicate its mandates and strategies, and better clarify UNDP's views and actions in the country to the national counterpart. Such greater clarity would also strengthen ownership.

Recommendation 8. Be more proactive and improve communication on procedures

Both the national authorities and other TFPs highlighted problems with UNDP's complicated, cumbersome and inflexible procedures. A similar sentiment was expressed in the MTR conclusions. Donors have also commented that the Country Office does not have sufficient freedom to act independently of Headquarters. However, UNDP procedures and regulations are institutional and therefore cannot be significantly changed at the Country Office level. The Country Office can, however, be more proactive in operating and communicating UNDP's

procedures (especially in case of cofinancing), and internally reflecting on UNDP procedures and the organization's values such as transparency, effectiveness and efficiency, including looking at how other partners are operating at the international level.

Recommendation 9. Encourage greater autonomy for the M&E function

Monitoring and evaluation is currently conducted internally, with the administrator in charge reporting to the Assistant Programme Director. Whilst there can be added value to such an approach, the function is insufficiently autonomous. Steps should therefore be taken to establish a separate and autonomous M&E Unit or to add this function to the tasks of the Economic Analysis and Development Strategy, so that it is sufficiently distanced from the programmes it assesses.

Recommendation 10. Improve national ownership

National ownership is weak at both the national and strategic level. Both the Country Office and national authorities must examine this situation and determine ways to improve it, as it significantly undermines the chances of success of actions carried out on the ground, and in particular the sustainability of their results. A lack of stability at the institutional level and among the staff coordinating projects may partially explain this problem. The failure to reach an agreement over the remuneration for these staff may also be to blame. These issues should be discussed regularly, at the beginning or end of the AWP, in order to find viable solutions together. National ownership is important and needs to be managed throughout the entire programme cycle by designing specific strategies devoted to strengthening national ownership, to be systematically incorporated in any AWP.

Annex 1.

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Annex 2.

PROGRAMME DATA

Table 17. CPAP 2004-2008 Financial Performance Table					
Country programme outcomes reflected in CPAP	**Resources**	**Total approvals CPAP 2004-2006**	**Total expenses 2004-2006**	**Financial performance 2004-2006 (Expenses/ Approvals)**	
FOOD SECURITY					
1 National institutions contributing to attaining the objectives of the National Food Security Policy by making it more operational.	TRAC 1&2	913,777.05	674,015.39	73.76	73.24
	Others	75,089.00	50,210.04	66.87	
2 Agricultural production (crops and livestock) by small-scale producers increased and diversified (production level increased)	TRAC 1&2	1,024,948.38	1,401,413.74	136.73	135.79
	Others	18,214.00	15,104.64	82.93	
3 Natural resources sustainably managed by communities (increased levels of productivity and biodiversity in the improved ecosystems)	TRAC 1&2	1,465,634.15	982,904.21	67.06	73.28
	Others	1,506,999.75	1,195,381.17	79.32	
4 Mechanisms for food crisis prevention and response reinforced	TRAC 1&2	2,059,820.79	1,311,981.47	63.69	68.92
	Others	362,014.41	357,060.66	98.63	
5 Capacity-building for populations to carry out diversified economic activities (income sources diversified and average income increased in rural areas)	TRAC 1&2	445,604.42	359,466.63	80.67	80.67
	Others	0.00	0.00	0.00	
Total DIS 1 TRAC 1&2		5,909,784.79	4,729,781.44	80.03	80.03
Total DIS 1 Others		1,962,317.16	1,617,756.51	82.44	82.44
TOTAL DIS 1		7,872,101.95	6,347,537.95	80.63	80.63
BASIC SOCIAL SERVICES					
6 Offer of education services in the most impoverished areas improved (including kindergarten, basic literacy)	TRAC 1&2	1,701,831.15	1,310,392.20	77.00	79.19
7 Organization and management of education system improved	Others	200,000.00	195,660.00	97.83	
8 Increase in demand for education by the population (in particular for girls)				97.83	
9 Organization and management of health system improved	TRAC 1&2	1,338,046.86	907,719.65	67.84	85.61
10 Increased accessibility and use of quality health/ASRH services	Others	1,861,216.47	1,831,300.28	98.39	

(Continues)

Table 17. CPAP 2004-2008 Financial Performance Table (Continued)					
Country programme outcomes reflected in CPAP	Resources	Total approvals CPAP 2004-2006	Total expenses 2004-2006	Financial performance 2004-2006 (Expenses/ Approvals)	
BASIC SOCIAL SERVICES					
11 Prevention of HIV reinforced	TRAC 1&2	470,770.96	460,304.73	97.78	79.54
	Others	205,816.91	77,866.63	37.83	
12 Increased access by poor people to clean drinking water and sanitation, particularly in rural areas	TRAC 1&2	419,755.79	254,033.51	60.52	66.50
13 Improvement in organization and management of clean water and sanitation provision	Others	74,975.00	74,975.00	100.00	
	TOTAL DIS 2	3,930,404.76	2,932,450.09	74.61	74.61
	Total DIS 2 Others	2,342,008.38	2,179,801.91	93.07	93.07
	TOTAL DIS 2	6,272,413.14	5,112,252.00	81.50	81.50
BETTER DISTRIBUTION OF GOVERNANCE AND GROWTH					
14 Improvement of budgetary management and choice of economic policies that benefit the poor	TRAC 1&2	3,046,886.04	2,118,567.72	69.53	69.09
	Others	123,742.75	72,176.79	58.33	
15 Well-paid, quality jobs	TRAC 1&2	1,043,644.33	728,915.54	69.84	71.18
	Others	47,250.00	47,613.46	100.77	
16 More favourable environment for peace building, the exercise of democratic rights and respect for human rights	TRAC 1&2	2,624,199.03	3,384,527.15	128.97	96.56
	Others	4,482,814.84	3,478,355.48	77.59	
17 Reinforcement of the process of decentralization	TRAC 1&2	2,350,794.36	1,967,094.60	83.68	81.29
	Others	526,460.82	371,718.38	70.61	
18 Better performing environmental management institutions	TRAC 1&2	2,306,063.42	1,674,941.72	72.63	73.12
	Others	1,171,544.85	868,058.89	74.10	
19 Effective partnerships for the exercise of the rights of women and children, and of gender equality	TRAC 1&2	385,950.00	313,593.38	81.25	81.25
	Others	0.00	0.00	0.00	
	TOTAL DIS 3	11,757,537.18	10,187,640.11	86.65	86.65
	TOTAL DIS 3	6,351,813.26	4,837,923.00	76.17	76.17
	TOTAL DIS 3	18,109,350.44	15,025,563.11	82.97	82.97
	TRAC	21,597,726.73	17,849,871.64	82.65	82.65
	Others	10,656,138.80	8,635,481.42	81.04	81.04
	TOTAL	32,253,865.53	26,485,353.06	82.12	82.12

Table 18. CPAP 2009-2013 Financial Performance Table							
Programmes, Subprogrammes, Components	**TRAC**		**Other**		**Total**		**% Expenses**
	Projected	Spent	Projected	Spent	Projected	Spent	
1. GOVERNANCE							
1.1 Civic participation							
A. Strengthening of physical parties and CSOs	2,077	963	67	66	2,144	1,029	1.3
B. Support to electoral processes	=	3,846	36,557	33,862	39,706	37,708	46.4
Subtotal 1.1	2,077	4,809	36,624	33,928	41,850	38,737	47.6
1.2 Strengthening of public institutions							
A. Parliament	138	142	69	58	207	200	0.2
B. Decentralization and local governance	4,854	2,257	236	180	5,090	2,437	3.0
Subtotal 1.2	4,992	2,399	305	238	5,297	2,637	3.2
1.3 Access to justice and human rights							
A. Access to justice	2005	612	0	0	2005	612	0.8
B. Human rights	955	383	4,313	2,914	5,268	3,297	4.1
Subtotal 1.3	2960	995	4313	2914	7273	3909	4.8
1.4 Prevention and management of crises and disasters and recovery							
A. Food crises	5,393	1,767	2,547	1,212	7,940	2,979	3.7
B. Sociopolitical crises	1,106	1,215	788	617	1,894	1,832	2,3
Subtotal 1.4	6,499	2,982	3335	1,829	9,834	4,811	5,9
TOTAL – PROGRAMME 1	16,528	11,185	44,577	38,909	64,254	50,094	61.6
2. POVERTY REDUCTION AND ACHIEVING MDGS							
2.1 Support to the mobilization, management, and monitoring of resources for MDGs							
A. Support for institutions responsible for the formulation and monitoring of national strategies for aligning policies and programmes with the priorities of poverty reduction and achieving the MDGs	1,385	675	1,036	1,035	2,421	1,710	2.1
B. Support for the mobilization of resources for the MDGs	5,537	2,602	1	0	5,538	2,602	3.2.
C. Support to the harmonization of procedures and alignment of TFPs	0	0	0	0	0	0	0
D. Support for the implementation of the Joint Maradi Programme	1,874	364	1,190	0	3,064	364	0.4
Subtotal 2.1	8,796	3,641	2,227	1,035	11,023	4,676	5.8

(Continues)

Table 18. CPAP 2009-2013 Financial Performance Table *(Continued)*							
Programmes, Subprogrammes, Components	**TRAC**		**Other**		**Total**		**% Expenses**
	Projected	Spent	Projected	Spent	Projected	Spent	
2. POVERTY REDUCTION AND ACHIEVING MDGS *(continued)*							
2.2 Support for the promotion of gender equality and youth employment							
A. Promotion of gender equality and autonomy for women	1,474	541	10	9	1,484	550	0.7
B. Promotion of youth employment	3,072	1,101	0	0	3,072	1,101	1.4
Subtotal 2.2	4,546	1,642	10	9	4,556	1,651	2.0
2.3 Capacity-building for access to basic social services							
A. Capacity-building at the local level for the achievement of MDG 5 through South-South cooperation	2,840	2,332	0	0	2,840	2,332	2.9
B. Support for integrating the fight against STIs/HIV in development policies	1,207	37	486	104	1,693	141	0.2
C. Capacity-building for combating malaria and tuberculosis	1,128	471	10,769	8,434	11,897	8,905	11.0
Subtotal 2.3	5,175	2,840	11,255	8,538	16,430	11,378	14.0
TOTAL - PROGRAMME 2	18,517	8,123	13,492	9,582	32,009	17,705	21.8
3. SUSTAINABLE MANAGEMENT OF NATURAL RESOURCES							
3.1 Management of natural resources							
A. Combating land degradation	1,689	1,172	818	753	2,507	1,925	2.4
B. Sustainable management of biodiversity	1,924	905	2,105	1,424	4,029	2,329	2.9
C. Promotion of renewable energy	805	382	455	50	1,260	432	0.5
D. Promotion of integrated water resource management (IWRM)	1725	693	4,528	2,592	6,253	3,285	4.0
E. Adaption to climate change	1,325	472	4,379	3,131	5,704	3,603	4.4
Subtotal 3.1	7,468	3,624	12,285	7,950	19,753	11,574	14.2
3.2 Microfinance programme							
A. Microfinance programme	0	0	0	1935	0	1935	2.4
Subtotal 3.2	0	0	0	1,935	0	1,935	2.4
TOTAL – PROGRAMME 3	7,468	3,624	12,285	9,885	19,753	13,509	16.6
GRAND TOTAL	42,513	22,932	70,354	58,376	116,016	81,308	100
% TRAC of Other	39.4	28.2	60.6	71.8	100.0	100.0	

(Continues)

Table 19. South-South cooperation in the CPAPs			
Projects	**Financing experiment by the South (countries or regional organizations from the South)**	**Experiment involving consultations with experts from the South**	**Experiment involving study visits by representatives from Niger to countries in the South**
CPAP 2004-2008			
Project: Integrated System for Supplying Drinking Water to Rural Areas in Niger (*Système Intégré d'Approvisionnement en Eau Potable en Milieu Rural au Niger*)	Zayed Bin Sultan Al Nahayan Charitable and Humanitarian Foundation, to an amount of $1.5 million		
CPAP 2009-2013			
Niger River Basin Project		Nine Member States of the Niger Basin Authority (NBA)	Nine Member States of the NBA
Support Project for Integrated Water Resource Management		Burkina Faso: Exchange Burkina Faso: Use of experts	Burkina Faso: Exchange
Pilot Project for the Promotion of Renewable Energy		Mali	
Sustainable Management of Biodiversity Project		Burkina Faso-Benin-Niger	Burkina Faso-Benin-Niger
National Action Plan for Adaptation to climate change Pilot Project: Agricultural Sector Resilience			Mali: Adaptation to climate change
Africa Adaptation Programme: Niger component		Twenty African Member States in the Programme	Burkina Faso Benin, 20 African countries
Project for Sustainable Management of a Wildlife Corridor in Niger		Burkina Faso-Benin-Niger	Burkina Faso-Benin-Niger
Support Project for the Localization of the Democratic Transition			Benin-Mali-Senegal

(Continues)

Table 19. **South-South cooperation in the CPAPs** *(Continued)*			
Projects	**Financing experiment by the South (countries or regional organizations from the South)**	**Experiment involving consultations with experts from the South**	**Experiment involving study visits by representatives from Niger to countries in the South**
CPAP 2004-2008 and CPAP 2009-2013			
Support Project for the Promotion of Human Rights		Burkina Faso	
Support Project for MDG Localization			Burkina Faso and Mali: Study trip by represen-tatives from Niger
Strategic Management of Development	Synergy with the Economic Commission for Africa (ECA)		
Joint Support Programme for the Development of the Maradi Region	The programme falls under the Eco-nomic Community of West African States (ECOWAS) and WAEMU ini-tiatives for achieving the MDGs.		
Support Programme for Local Development in Maradi (PADEL Maradi) (NER/99/001)	PADEL Maradi falls under ECOWAS and WAEMU initiatives for achiev-ing the MDGs. Support from UNDP and UNCDF.		
Support for the Dissemina-tion of the Convention for the Elimination of All Forms of Discrimination against Women (CEDAW) (45105)			Cameroon Senegal
Support for the Promotion of Youth Employment (70385)	Validation of a feasibility study on the establishment of the Employ-ment and Training Observatory in the context of the WAEMU. Financing by the AfDB for a Support Project for Vocational and Technical Education Development Support.		
Support for Achieving MDG 5		UNV surgeons and midwives from the subregion mobilized in nine district hospitals.	

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
					GOVERNANCE		
1	Support Project for the Electoral Process in Niger (DEX – currently under execution)	National Independent Electoral Commission (NIEC)	**UNDP** Mr. Salissou Moussa, Programme Associate Email: salissou.moussa@undp.org Phone: 20.73.13.11 / 91.20.83.11 Mr. Amadou Magagi Email: magagiamadou @yahoo.fr ceniger@yahoo.fr Phone: 20.72.20.92 / 96.87.73.54	2009	• Ministry of the Interior, Security, Decentralization, and Religious Affairs • National Independent Electoral Commission (NIEC)	Nation-wide	Institution responsible for the organization of elections
2	00062477 – Capacity-building of political parties for strong civic engagement	National Council for Political Dialogue (CNDP)	**Implementation Partner** Mr. Kader Lawaly, Permanent Secre-tary to the CNDP Email: kaderlawali@ yahoo.fr Phone: 20.72.20.56 / 90.64.24.63 / 96.57.78.15 **UNDP** Mr. Salissou Moussa, Programme Associate Email: salissou.moussa@undp.org Phone: 20.73.13.11 / 91.20.83.11	2009	• CNDP		
3	00051368 – TTF Project Promotion of Access to justice	Ministry of Justice	**Implementation Partner** Mr. Hassane Soumana, Director of Studies in Programming: Focal point Email: soumanah@ yahoo.fr; Tel: 94.95.52.56 Ministry of Justice UNDP Mr. Salissou moussa, Programme associate Email: salissou.moussa@undp.org Phone: 20.73.13.11 / 91.20.83.11	2009	• Directorate General for Human Rights, Protection of the Juvenile Justice System, and Social Action • Directorate General for Judicial Affairs and Custody of seal • Directorate General for Penitentiary Administration • Directorate for Studies and Programming • Directorate for Statistics • Civil Society Organizations • Defense of Human Rights in Niger (ANDDH – Association Nigérienne de Défense des Droits de l'Homme) • Association of Women Lawyers in Niger (AFJN – Association des Femmes Juristes du Niger) • SOS Association for Women and Children who are Victims of Domestic Violence • National Human Rights Commission	Gaya, Dosso, Niamey and Tillabéry	• Ministry of Justice • National Human Rights Commission • Civil society • Prisoners in detention centres in Niger • Most vulner-able prisoners awaiting trial, specifically women and minors; • Actors responsible for the management and function-ing of the traditional justice system

(Continues)

	Table 20. Projects included in base sample *(Continued)*						
	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
			GOVERNANCE *(continued)*				
4	00045143 – Support for decentraliza-tion	Ministry of the Interior, Decentraliza-tion, Public Safety, and Religious Affairs	**Implementation Partner** Mr. Saidou Halidou, Director General of Decentralization and Deconcentration (DGDD) Email: halidou_saidou@yahoo.fr Phone: 20.72.31.06 / 91.20.83.90 Mr. Laouali Mahamadou, Focal point Email: laoual_mah@yahoo.fr Phone: 90.61.16.09 / 96.50.77.56 Mr. Sanoussi Maman, Administrator Email: maman_sanoussi@yahoo.fr Phone: 91.20.83.91 **PADEL Maradi** Mr. Yaou Ladoua, Coordinator Email: lyaou_padelm@yahoo.fr yladoua@gmail.com Phone: 21.41.11.55 / 21.44.15.31 / 91.21.83.84 Mr. Sounna Soumana, Administrator Email: soumanasounna@yahoo.fr Phone: 21.41.11.55 / 96.87.60.88 / 91.21.83.85 **UNDP** Mr. Abdou Soumaïla, UNCDF Program Officer Email: abdou.soumaila @undp.org Phone: 20.73.13.27 / 91.20.83.27 Ms. Aissa Ouahido, Programme Officer Email: aissa.ouahido@undp.org Phone: 20.73.13.29 / 91.20.83.29	2009	• Directorate General for Decentralization and Deconcen-tration • Directorate General for Regional and Local Government • Ministry of Planning, Land Management, and Community Development (MP/AT/DC) • Office of the High Commissioner for the Modernization of Government (HCME) • National School of Administration and Magistrature (ENAM)	All eight municipalities in the Maradi region Sup-port Project for Economic and Local Development in Maradi	• Officeholders from central and decon-centrated branches of government (central gov-ernment, leg-islators, staff from the main ministries responsible for decen-tralization, prefectural corps, decon-centrated technical services, local governments, representa-tives from civil society)

(Continues)

Table 20. Projects included in base sample *(Continued)*

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
			GOVERNANCE *(continued)*				
5	00060384 – Electronic governance and access to information (completed)	Ministry of Planning, Land Manage-ment, and Community Development	**Implementation Partner** Mr. Abdou Souley, Secretary-General of the Ministry of Planning, Land Management, and Community Development Email: abdou.souley2@yahoo.fr Phone: 90.30.90.14 / 97.97.82.41 Mr. Seydou Yayé, Director of Evaluation, Focal point Email: seydou.yaye@yahoo.fr Phone: 20.72.38.38 Directorate General of Planning Ms. Maria Katchéré, Administrative Assistant Email: boubemaria@yahoo.fr Phone: 96.96.18.0 **UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org Phone: 20.73.13.12 / 91.20.83.12	2009			
6	Support for the private sector (completed)		**UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org Phone: 20.73.13.12 / 91.20.83.12	2004			
7	Support for the fight against cor-ruption (completed)		**UNDP** Mr. Salissou Moussa, Programme Associate Email: salissou.moussa@undp.org Phone: 20.73.13.11 / 91.20.83.11	2004			

(Continues)

Table 20. Projects included in base sample *(Continued)*

	Project	Implementation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
			GOVERNANCE *(continued)*				
8	00045006 – Support for civil society	Ministry of Planning, Land Management, and Community Development	**Implementation Partner** Mr. Abdou Souley, Secretary-General of the Ministry of Planning, Land Management, and Community Development Email: abdou.souley2@yahoo.fr Phone: 90.30.90.14 / 97.97.82.41 Bana Amadou, Director of NGOs and Development Associations, Focal point Email: sanibana@yahoo.fr Phone: 90.01.76.10 / 96.99.20.18 Ms. Maria Katchéré, Administrative Assistant Email: boubemaria@yahoo.fr Phone: 96.96.18.07 **UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org Phone:. 20.73.13.12 / 91.20.83.12	2004/ 2009	• Directorate of NGOs and Development Associations		
9	Support for capacity-building among women legislators (completed)		**UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org	2004			
10	Strengthening of Parliament's deliberative, legislative, and auditing capabilities	National Assembly	**UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org	2004/ 2009	• National Assembly		
11	Localization of the MDGs (completed)		Mr. Salissou Moussa Kimba Moumouni Alfari	2004/ 2009	• Ministry of Planning	• Tillabéry, Dosso, Tahoua, Maradi, Zinder, Diffa, and Municipality of Niamey 5	• Municipal counselors
12	Support for transition institutions (completed)/ DEX	Ministry of Planning, Land Management, and Community Development	**UNDP** Ms. Rabaha Bolho, Programme Officer Email: rabaha.bolho@undp.org	2009			• State institutions

(Continues)

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
				Table 20. Projects included in base sample *(Continued)*			
			PEACEBUILDING, CRISIS MANAGEMENT, AND RECOVERY				
1	00069815 – Prevention and manage-ment of crises and natural disasters	Office of the Prime Minister	**Implementation Partner** Mr. Saidou Sidibe, Director of the Office of the Prime Minister Email: sidibesasi@yahoo.fr Phone: 20.72.26.99 / 98.98.00.01 Ms. Ousseini Mariama, Advance Warning System Coordinator Email: ousseinimariama@ yahoo.fr Phone: 20.72.32.75 / 96.20.45.45 Mr. Yabilan Maman, Coordinator of the Food Crisis Unit Email: yabilan1958@gmail.com Phone: 20.72.35.78 Mr. Djibrilla Issofou, Administrator; Email: djibrilla_issoufou@ yahoo.fr Phone: 90.38.73.12 **UNDP** Mr. Laouly Ada, Assistant to the Resident Representative Email: laoualy.ada@undp.org Phone: 20.73.13.15 / 91.20.83.15	2004/ 2009	• Permanent Secretariat of the National Committee for the Prevention and Manage-ment of Crises and Disasters • Advance Warning System • Food Crisis Unit		
2	00077160 – Capacity-Building Programme for the Pre-vention and Management of Crises and Disasters	Office of the Prime Minister Phone: 20.72.24.72	**Implementation Partner** Mr. Saidou Sidibe, Head of the Office of the Prime Ministe Email: sidibesasi@yahoo.fr Phone: 20.72.26.99 / 98.98.00.01 Mr. Djibrilla Issoufou, Administrator Email: djibrilla_issoufou@ yahoo.fr Phone: 90.38.73.12 **UNDP** Mr. Laouly Ada, Assistant to the Resident Representative Email: laoualy.ada@undp.org Phone: 20.73.13.15 / 91.20.83.15	2009			
3	Strengthen-ing of peace in Aïr & Azawak regions (completed)/ DEX		Mr. Laouly Ada, Assistant to the Resident Representative	2004/ 2009		Agadez and Tahoua region	• Former fighters • Wives of former fighters

(Continues)

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
			POVERTY				
1	Compor-tements A MOINDRES RISQUES		**PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2004			
2	Système Intégré d'Approvision-nement en Eau Potable		**PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2004			
3	Programme de Volontariat National pour le Développement (fini)/ DEX		**PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29 Solanage Tibiri	2009	MA/		
4	00045105 – Appui à la vulgarisation de la CEDEF	Ministère de la Population, de la Pro-motion de la Femme et de la Protection de l'Enfant	**Partenaire de réalisation :** Dr Seydou Azaratou Inoussa, Directrice Générale de la Promotion de la Femme ; Email : inoussaazarat@yahoo.fr ; Tel : 20.73.49.33 / 96.89.43.14 Mme Barkiré Mariama, Directrice de l'Autonomisation Économique de la Femme, Point focal Email : mbmabey@yahoo.fr ; Tel : 20.73.49.33 / 96.98.24.38 / 94.35.00.11 **PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2004/ 2009	Ministère de la Population, de la Promotion de la Femme et de la Protection de l'Enfant		

(Continues)

ANNEX 2. PROGRAMME DATA

Table 20. Projects included in base sample *(Continued)*							
	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
POVERTY *(continued)*							
5	00045139 – Réalisation de l'OMD5 à travers la coopération Sud/Sud	Ministère de la Santé Publique	**Partenaire de réalisation :** M. Hassane Namaka, Secrétaire Général Adjoint Tel : 20.72.27.82 Ministère de la Santé Publique Mme Ibrahim Rahamatou, Chef de Division Gestion prévisionnelle ; Point focal ; Email : rahamaazou@ yahoo.fr ; Tel : 90.10.02.21 / 20.20.31.18 Direction des Ressources Humaines **PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2004/ 2009	Coordination Intersectorielle de Lutte contre les IST/VIH/Sida (CISLS) Districts Sanitaires	• la Communauté Urbaine de Nia-mey (maternité centrale de Niamey), les dis-tricts sanitaires de Bouza, Birni Nkonni, Dogon-doutchi, Filingué, Mayahi, Mainé Soroa, Tanout (PNUD), Gouré et Matameye (UNFPA) pour le volet OMD5 et ; • la Communauté Urbaine de Niamey et les régions d'Agadez, Dosso et Tillabéry pour le volet OMD6.	Communauté des districts de Dogon Doutchi – Birni N'Konni – Mayahi – Matamèye – Tanout – Gouré – Mainé Soroa – Bouza – Filingué et Niamey.
6	00045166 – Appui à la Lutte contre les IST/ VIH/SIDA	Coordination Intersecto-rielle de Lutte Contre le SIDA	**Partenaire de réalisation :** Dr Zeinabou Alhousseini, Coordonatrice Nationale de la CISLS Email : zeinamaiga@ yahoo.fr; Tel : 20.73.54.60 / 20.73.27.65 / 94.50.05.50 Présidence de la République Mme Halimatou Djibo, Directrice des ONGs et Associations, point focal Email : halimatoudjibo@ yahoo.fr ; Tel : 20.73.27.65 / 94.50.05.10 M. Niandou Tahirou Issa, Gestionnaire Email : iniandou2000@ yahoo.com ; Tel : 20.73.27.65 / 90.31.78.91 / 94.71.52.27 **PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2004/ 2009			

(Continues)

	Project	Implementation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
			POVERTY *(continued)*				
7	00052624 – Appui à la mise en œuvre de la nouvelle politique sur le traitement et la prévention du Paludisme au Niger (DEX)	Programme National de Lutte Contre le Paludisme Tel : 20.72.32.24 Ministère de la Santé Publique	**Sous-Bénéficiaire :** Dr Hadiza Jackou, Coordonnatrice nationale du PNLP Email : hadizou_jakou@yahoo.fr ; Tel : 20.72.32.24 / 96.99.31.31 Tari Fatouma, Gestionnaire Email : tarifatouma@yahoo.fr ; Tel : 20.72.28.79 / 94.06.46.41 M. Moctar Zakari, Comptable PNLP Email : moctar_z@yahoo.fr ; Tel : 20.72.28.79 / 96.27.38.85 / 94.06.46.52	2009			
		Centre de Recherche Médicale et Sanitaire Tel. 20.75.20.40	**Sous-Bénéficiaire :** Dr Jean Marc Collard, Directeur Général par intérim Email : jmcollard@cermes.org ; Tel : 20.75.20.40 / 96.85.45.53 M. Moussa Kanta, Gestionnaire Email : mkanta@cermes.org; Tel : 20.75.20.40 / 90.42.57.33				
		Direction des Pharmacies Laboratoires et de la Médecine Traditionnelle Tel. 20.72.24.50 Ministère de la Santé Publique	**Sous-Bénéficiaire :** Dr Messan Halimatou, directice de la DPHL/MT, Email : docmeshali@yahoo.fr ; Tel : 20.72.24.50 / 96.27.55.44 M. Barazé Tchiffa, Comptable DPHL/MT Tel : 20.72.24.50 / 93.91.30.18				
		Organisation Nigérienne des Éducateurs Novateurs Tel. 20.72.47.96	**Sous-Bénéficiaire :** M. Ibo Issa, Coordonnateur de l'ONEN Email : ibo_tonka2005@yahoo.fr ; Tel : 20.72.47.96 / 96.96.91.78 M. Assoumane Sahabi, Gestionnaire Email : sahamane73@yahoo.fr ; Tel : 20.72.47.96 / 96.87.51.69				
			PNUD – Unité d'appui à la Gestion des projets financés par le Fonds Mondial: Mme Brigitte Zami, Coordonnateur Email : zami.brigitte@undp.org ; Tel : 20.72.57.67 Mme Mariama Maiga, Assistante Administrative et Financière Email : maiga.mariama@undp.org ; Tel : 20.72.57.67 / 96.96.77.25				

(Continues)

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
Table 20. Projects included in base sample *(Continued)*							
POVERTY *(continued)*							
8	00070313 – Gestion Stratégique du Développement	Ministère du Plan, de l'Aména-gement du Territoire et du Dévelop-pement Com-munautaire	**Partenaire de réalisation** M. Abdou SOULEY, Secrétaire Général du Ministère du Plan, de l'Aménagement du Territoire et du Développe-ment Communautaire Email :abdou.souley2@ yahoo.fr ; Tel : 90.30.90.14 / 97.97.82.41 M. Souley Iro, Point focal, Directeur Email : souleyiro@yahoo.fr ; Tel : 93.93.88.15 Mme Maria Katchéré, Assistante Administrative Email : boubemaria@yahoo.fr; Tel : 96.96.18.07 **PNUD** Mme Rabaha Bolho, chargée de Programme Email : rabaha.bolho@ undp.org ; Tel : 20.73.13.12 / 91.20.83.12	2009	• Ministère du Plan, de l'Aménagement du Territoire et du Développement Communautaire • Ministère des Finances ; • Ministère des Mines et du Développement Industriel ; • Ministère de l'Ener-gie et du Pétrole ; • Ministère en charge de la Communication ; • Cabinet du Premier Ministre ; • Haut-Commissariat à l'Initiative 3N ; • Unité de coordina-tion du Millennium Challenge Account		• structures de l'Administration publique au niveau centrale
9	00070385 – Appui à la promotion de l'Emploi des jeunes	Ministère du Commerce et de la Promotion du secteur Privé	**Partenaire de réalisation :** Mme Mariama Zada, Secrétaire Général Adjoint Tel : 20.73.41.63 / 96.97.18.73 Ministère du Commerce et de la Promotion du secteur Privé M. Ali Ousmane, Directeur des Petites et Moyennes Entreprises, Point focal Email : manosaf60@yahoo.fr ; Tel : 96.47.95.03 Direction Générale du Secteur Privé M. Yarima Souley, Assistant financier Email : yarima2005@yahoo.fr ; Tel : 90.53.77.66 **PNUD** Mme Rabaha Bolho, chargée de Programme Email : rabaha.bolho@ undp.org ; Tel : 20.73.13.12 / 91.20.83.12	2009	• Ministère de la Formation Professionnelle et de l'Emploi (MFP/E) • Ministère de la Jeunesse, des Sports et de la Culture (Ministry of Justice/S/C) • Université Abdou Moumouni • EAN		• Jeunes ; • Institutions d'appui à la promotion de l'Entreprenariat des Jeunes • Universités de Niamey, Établissements professionnels

(Continues)

Table 20. Projects included in base sample *(Continued)*							
	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
POVERTY *(continued)*							
10	Appui à la mise en œuvre du Programme Conjoint Maradi	M/PA/DC	**PNUD** Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29	2009	• Les Agences du Système des Nations Unies (A/SNU) ; • La Direction Régionale du Plan, de l'Aména-gement du Territoire et du Développement Communautaire (DRP/ AT/DC) de Maradi ; • La Direction Régionale de l'Institut National de la Statistique (DR/ INS) de Maradi	• Région de Maradi	• autorités locales, et les services techniques déconcen-trés de l'Etat, le Conseil Régional
11	Programme Cadre de lutte contre la pauvreté		Mme Aissa Ouahido, Chargée de Programme Email : aissa.ouahido@ undp.org ; Tel : 20.73.13.29 / 91.20.83.29				

(Continues)

ANNEX 2. PROGRAMME DATA

	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**

Table 20. Projects included in base sample *(Continued)*

	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
					ENVIRONMENT		
1	00051709 – PIMS : 2294 FSP – Co Gestion des ressources de l'Aïr et du Ténéré	Ministère de l'Hydraulique et de l'Environnement	**Partenaire de réalisation :** M. Mamoudou Hamadou Coordonnateur National du projet Directeur Général de l'Environnement et des Eaux et Forêts (DGE/EF Email : dgeef@intnet.ne ; Tel : 20.72.37.55 Unité de gestion du Projet (Agadez) M. Yacouba Seybou, Coordonnateur du projet Email : yacoubseybou@yahoo.fr ; Tel : 20.44.06.16/17 ou 96.98.75.15 M. Koussou Boubacar, Assistant Administratif et Financier Email : bkoussou@yahoo.fr ; Tel : 90.45.45.88 / 96.99.14.56 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@undp.org ; Tel : 20.73.13.28 / 91.20.83.28	2004/ 2009	• Communautés locales des sites du projet : Timia (Zomo, Etagay), Iférouane : (Egagar Faoudet, Ibdéram Tadeck), Gougaram : (Teznet, Tchinmazele), Tabelot : (Egagar Aghatir, Atakaki, Abardak) • Communes de Gougaram, Iférouane, Timia et Tabelot, • Direction des Etudes et de la Programmation, (DEP/MHE) • Direction de la Faune, Chasse et Aires Protégées (DFC/AP/MHE) • Direction des Aménagements Forestiers, du Reboisement et de la Restauration des Terres (DAF/R/RT/MHE), • Direction Régionale de l'Environnement d'Agadez, • Direction Régionale de l'Agriculture d'Agadez, • Direction Régionale de l'Elevage d'Agadez, • Direction Régionale du Plan, de l'Aménagement du Territoire et du Développement Communautaires d'Agadez, • Comissions Foncières Départementale (COFODEP) d'Arlit et Tchirozérine, • Commissions Focières Communales (COFOCOM) de Gougaram, Iférouane, Timia et Tabelot • INRAN	• la Réserve Naturelle Nationale de l'Aïr-Ténéré (RNNAT) et ses zones connexes situées sur les territoires des Communes de Tabelot, de Timia, de Gougaram et d'Iférouane dans la région d'Agadez	au niveau des communes, les groupes socioprofessionnels utilisateurs des ressources naturelles : pasteurs, agropasteurs, coopératives, organisations communautaires de gestion de ressources naturelles et de protection de l'environnement des communes de Gougaram, Iférouane, Tabelot et Timia, groupements féminins d'Agadez, Arlit, Tabelot et Timia intervenant dans le domaine de la vulgarisation du charbon minéral, commerçants de bois et de paille, artisans, acteurs du tourisme, appuyés par les commissions foncières communales de Gougaram, Iférouane, Tabelot et Timia, les autorités coutumières et administratives, l'organe de gestion de la réserve et les postes forestiers, les ONG locales : Homme Environnement et Développement (HED-Tamat), Organisation pour la Nature (ONAT). Au niveau régional, les Directions Régionales d'Agadez de l'Environnement, du Tourisme, de l'Hydraulique, de l'Agriculture, de l'Elevage, de l'Education, du Plan, Aménagement du Territoire et Développement Communautaire, du Génie Rural contribueront au plan technique à la mise en œuvre du plan de travail 2012 et bénéficieront des appuis dans le cadre du renforcement de leurs capacités en collaboration avec les autorités du Gouvernorat et des Préfectures.

(Continues)

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
Table 20. Projects included in base sample *(Continued)*							
ENVIRONMENT *(continued)*							
2	Appui aux Institutions de Gestion de l'En-vironnement (fini)		**PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2004			
3	Appui à la Gestion Intégrée des Ressources en Eau (fini)		**PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2004/ 2009			
4	00072003 – PIMS 3826 PANA Résilience dans le secteur de l'agriculture	National Committee for the Envi-ronment and Sustainable Development (CNEDD) Tel : 20 72 25 59 Cabinet du Premier Ministre	**Partenaire de réalisation** M. Kamayé Maâzou, Secrétaire Exécutif du CNEDD Email : kamayemaazou@ yahoo.fr ; Tel : 20.72.25.59 / 90.47.58.35 / 96.98.74.70 Cabinet du Premier Ministre Coordination Nationale du projet 72033 Mme Bako Safi Solange, Coordonnateur National Email : safimod07@ yahoo.fr ; Tel : 96.49.69.08 M. Harouna Hassane, Gestionnaire Email : harhassane@ yahoo.fr ; Tel : 90.32.89.72 / 96.26.60.40 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2009	• Programme Micro finance-ment du FEM.	• Sakabal, Tamalo, Aderbissinat, Edouk, Loga, Tondikiwindi, Diffa et Commune de Niamey 1	• institutions nationales en charge du développement agricole et les communautés vulnérables dans les zones d'intervention.

(Continues)

	Project	Imple-mentation Partner(s)	Contact Person(s)	CPAP	Parties Responsible	Location	Beneficiary
			Table 20. Projects included in base sample *(Continued)*				
			ENVIRONMENT *(continued)*				
5	00072224 – Lutte contre l'ensablement des cuvettes oasiennes (PLECO)	Ministère de l'Hydrau-lique et de l'Environne-ment	**Partenaire de réalisation** M. Mamoudou Hamadou Coordonnateur National du projet Directeur Général de l'Environnement et des Eaux et Forêts (DGE/EF Email : dgeef@intnet.ne ; Tel : 20.72.37.55 Ministère de l'Hydraulique et de l'Environnement M. Hamissou Garba, Directeur …, Point focal Email : garba_h283@ yahoo.fr Tel : 96.53.66.65 / 91.10.54.26 M. Gilbert Gnimadi, Gestionnaire projet (niveau central) Email : gnimadi_gilbert@ yahoo.fr ; Tel : 94.84.44.93 / 96.96.81.07 Unité de gestion du projet (Zinder) M. Toudjani Zabeirou, Coordonnateur du projet Email : zabeirou_toudjani @yahoo.fr ; Tel : 20.51.21.80 / 96.98.25.21 Mme Gambo Bassira Magagi, Gestionnaire Email : esg_lmd_magagi@ yahoo.fr ; Tel : 94.32.93.49 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2009	• Direction Générale de l'Environnement et des Eaux et Forêts (DGEEF) • Programme Micro financement du FEM (PMF-FEM), • Centre national de Suivi Ecologique (CNSE) • Secrétariat Exécutif du Conseil National de l'Environnement pour un Développement Durable (SE/ CNEDD	• régions de Zinder et de Diffa concernées par le PLECO. • Toutefois les activités liées à la GDT et aux appuis institutionnels concernent l'ensemble du territoire national.	• communautés locales des villages sites du projet, la société civile, les services techniques décentralisés et les communes

(Continues)

Table 20. **Projects included in base sample** *(Continued)*							

	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
ENVIRONMENT *(continued)*							
6	00072381 – African Adaptation Programme – Composante Niger		**Partenaire de réalisation** M. Kamayé Maâzou, Secrétaire Exécutif du CNEDD Email : kamayemaazou@ yahoo.fr ; Tel : 20.72.25.59 / 90.47.58.35 / 96.98.74.70 Cabinet du Premier Ministre Coordination Nationale du projet M. Gousmane Moussa, Coordonnateur National Email : imgousmane@ yahoo.fr ; Tel : 20.72.25.59 / 96.22.87.79 M. Coulibaly Abderahmane, Gestionnaire Email : coulibaly1_abder1 @yahoo.fr ; Tel : 20.72.25.59 / 96.98.48.45 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2009	• Ministère de l'Hydraulique et de l'Environnement, • Institut National de Recherche Agronomique du Niger (INRAN), • Secrétariat Permanent du Système d'Alerte Précoce (SP-SAP)	Couverture nationale	• communautés locales des villages sites du projet, la société civile, les services techniques décentralisés et les communes.
7	00070497 – Promotion des énergies renouvelables	Ministère de l'Energie et du pétrole	**Partenaire de réalisation :** M. Sani Ibrahim, Directeur Général de l'Energie Email : ibrahimdak@yahoo.fr ; Tel : 90.49.79.54 Ministère de l'Energie et du Pétrole Coordination nationale du Projet M. Ibrahim Hassane, Coordonnateur National du projet Email : Ibrah04@yahoo.fr ; Tel : 96.87.16.59 / 90.90.16.59 M. Idrissa Tahirou, Gestionnaire Email : djollo7@yahoo.fr ; Tel : 96.15.99.36 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2009	• La Direction des Energies Renouvelables et Energies Domestiques	• Le projet interviendra au niveau national mais aura des actions ciblées dans les régions de Dosso, Tillabéry et Maradi.	• Ministère de l'Hydraulique et de l'Environnemen • Ministère en charge de l'Education, • Ministère de la Santé Publique • Ministère de l'Agriculture, • Ministère de l'Elevage, • Ministère du Plan, de l'Aménagement du Territoire et du Développement Communautaire • Ministère des Finances, • Conseil National de l'Environnement pour un Développement Durable, • ONG/bureau d'études.

(Continues)

Table 20. **Projects included in base sample** *(Continued)*							
	Project	**Imple-mentation Partner(s)**	**Contact Person(s)**	**CPAP**	**Parties Responsible**	**Location**	**Beneficiary**
ENVIRONMENT *(continued)*							
8	00070891 – Gestion durable biodiversité	Ministère de l'Hydrau-lique et de l'Environne-ment	**Partenaire de réalisation** M. Mamoudou Hamadou Coordonnateur National du projet Directeur Général de l'Environnement et des Eaux et Forêts (DGE/EF) Email : dgeef@intnet.ne ; Tel : 20.72.37.55 Ministère de l'Hydraulique et de l'Environnement M. Issa Malam Abdou, Point focal sortant Email : malam_ia@ yahoo.fr ; Tel : 94.75.12.06 Mme Issa Mariama Aly Omar; Point focal entrant Email : mariomar_issa@ yahoo.fr ; Tel : 97.50.70.26 M. Gilbert Gnimadi, Gestionnaire sortant Email : gnimadi_gilbert@ yahoo.fr ; Tel : 94.84.44.93 / 96.96.81.07 **PNUD** M. Mahamane Lawali Elhadji Mahamane, chargé de Programme Email : mahamane.lawali@ undp.org ; Tel : 20.73 13 28 / 91.20.83.28	2009			

Annex 3.

DATA ON NIGER

Table 21. Change in Expenditure by Sector (in billions of CFA francs) 2007 - 2008						
	2007			**2008**		
	Approved	**Imple-mented**	**Implementa-tion rate (%)**	**Approved**	**Imple-mented**	**Implementa-tion rate (%)**
Education	87.06	74.48	85.6	119.3	89.6	75.1
Healthcare	45.98	38.43	83.6	58.3	35.8	61.4
Population, advancement of women and protection of children	3.00	2.54	84.6	6.87	1.06	15.5
Rural development	66.05	46.71	70.7	88.83	44.31	49.9
Infrastructure (transport and equipment)	32.04	27.30	72.99	28.77	5.62	19.5
Energy	4.46	3.41	76.5	3.55	0.97	27.4
Tourism and Handicrafts	0.56	0.27	47.7	0.38	0.23	59.2
Art and Culture	1.52	1.34	87.7	3.04	2.49	81.8
Subtotal for Priority Sectors	240.67	194.47	80.8	309.6	180.1	58.3
Other	257.76	224.8	87.2	263.8	191.20	72.5
TOTAL	498.43	419.27	84.1	572.87	371.3	64.8

Source: INS, MDG Monitoring Report, 2010

Table 22. Macroeconomic Aggregates for Niger			
Macroeconomic Indicators	**2008**	**2009**	**2010**
Change in gross domestic product (GDP)			
Nominal GDP (in billions of CFA francs)	2,419.60	2,533.40	2,809.10
Nominal per capita GDP (in billions of CFA francs)	170.4	172.4	184.8
Growth in real GDP (%)	9.6	-0.7	8.2
Growth in real GDP per capita (%)	5.9	-4.1	4.6
Distribution of GDP by sector (in %)			
Primary sector	46.1	42	45.2
Agriculture	30.1	24.9	29.5
Livestock	11.9	12.5	11
Forestry and fisheries	4.2	4.6	4.6
Secondary Sector	10.1	11.4	11.4
Tertiary sector	36.4	38.7	35.8
Tax on goods	7.3	7.9	7.6

Source: Niger in Figures, INS, 2011

| Table 23. Selected human development indicators			
Sector	**Indicator**	**Data**	**Source**
Demographic	Population	15,511,953	World Bank, 2010
Health	Predominance of malnutrition (% of the population)	n/a	
	Infant malnutrition, inadequate weight	19%	FAO 2011
	Infant malnutrition, growth retardation	46%	FAO 2011
	Proportion of undernourished people in the total population	20%	FAO 2011
	Prevalence of extreme malnutrition in under 5-year-olds	17%	WFP, 2010
	Public health expenditure (% of GDP)	6.1%	WHO, 2009
	Infant mortality rate (per 1,000 live births)	73	World Bank, 2010
	Life expectancy at birth (in years)	54	World Bank, 2009
Education	Adult literacy rate (both sexes) in % of those aged 15 or over	28.7%	UNESCO, 2011
	Gross combined enrollment rate (both sexes)	n/a	
	School enrollment, preschool (gross %)	4%	World Bank, 2010
	School enrollment, primary (gross %)	66%	World Bank, 2010
	School enrollment, secondary (gross %)	13%	World Bank, 2010
	Expenditure on education (% of GDP)	4.5%	UNDP HDR 2009
	Internet users (per 100 people)	0.8	World Bank, 2010
	Number of years of schooling for adults (in years)	0.177	UNDP HDR 2010, 2011
	Number of anticipated years of schooling for children (in years)	n/a	
Economic Situation	GDP per person (in current $)	358	World Bank, 2010
	GDP per person (purchasing power parity in 2008 in $)	n/a	
	Total household consumption (% of annual growth)	n/a	
	Population living on less than $2 per day (in %)	75.90%	World Bank, 2007
	Population living on less than $1.25 per day (in %)	43.10%	World Bank, 2007
Gender	Ratio of maternal deaths (estimate by model, for 100,000 live births)	820	UNDP HDR 2010, 2011
	Adolescent fertility rates (births per 1,000 women aged 15 to 19)	207.1	UNDP HDR 2010, 2011
	Male:female ratio in Parliament	0.108	UNDP HDR 2010, 2011
	Maternal mortality rate (number of deaths among mothers per 100,000 live births)	820	UNDP HDR 2010, 2011

(Continues)

Table 23. Selected human development indicators *(Continued)*			
Sector	**Indicator**	**Data**	**Source**
Sustainability	CO_2 emissions per person (in tons)	0.1	UNDP HDR 2008
	Protected areas (% of the national land area)	7	World Bank, 2009
	Net adjusted savings rate (in % of GDP)	16.2	UNDP HDR 2009. Data drawn from the most recent available year in the period indicated.
Human Security	Number of refugees by country of origin (in ,000)	803	World Bank, 2010
	Total unemployment rate (% of the active population)	n/a	
	Population affected by natural disasters (average/year/million inhabitants)	n/a	
Composite Indices	Multidimensional poverty index (k > or = to 3)	0.642	UNDP HDR, published in 2011 using 2000-2010 data
	Human Development Index (HDI)	0.295	UNDP HDR 2011
	HDI adjusted for inequalities	0.195	UNDP HDR 2011
Other Vulnerability Indices	Number of refugees in the country	314	UNHCR 2010
	Number of refugees by origin	803	UNHCR 2010
	European Commission Humanitarian Aid Office (ECHO) Vulnerability and Crisis Index	Vulnerability Index: 4 (high) Crisis Index: 4 (high)	ECHO Global Needs Assessment 2011-2012
	Inter-Agency Standing Committee (IASC) Early Warning – early action rating	Orange Alert	IASC 2011
Governance Index	Niger Score	44/100[8]	2011 Ibrahim Index of African Governance
	Niger Rank	39th/53	

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[8] Africa and West Africa averages stand at 50/100 and 51/100 respectively.

Figure 20. Sectoral Indices Comparing Niger to the Subregion

Human Development Index (HDI) | Education Index | Healthcare Index | Income Index

■ Algeria ✕ Burkina Faso ▲ Benin ● Libya ■ Mali | Niger || Nigeria ◆ Chad
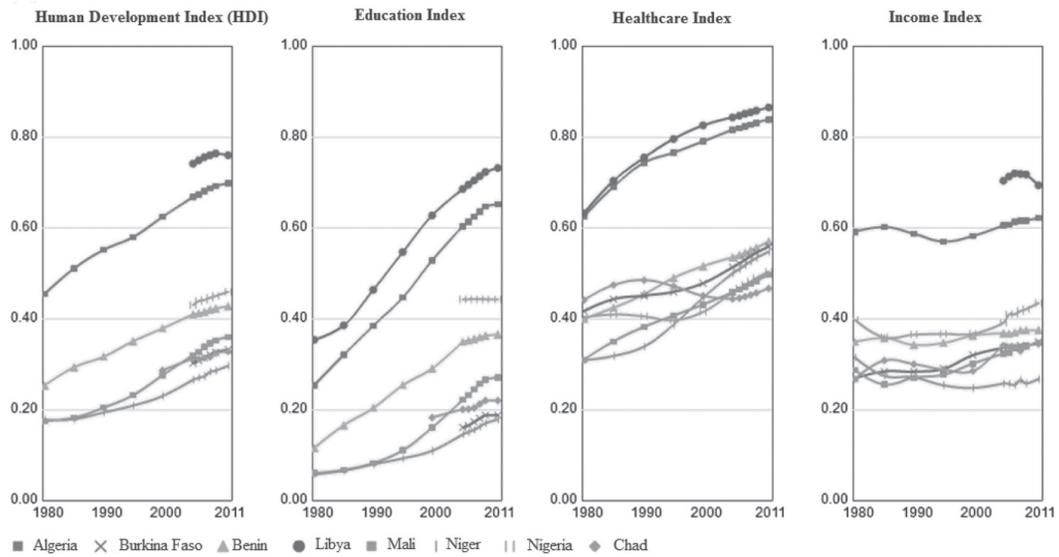
Annex 4.

DATA COLLECTION PROCESS

Table 24. Overview of the data collection process and data sources		
Level	**Data Collection Method**	**Sources**
Strategy	Interviews	UNDP officials in charge, other UN agencies, Government of Niger, bilateral and multilateral partners, and CSOs sharing a common vision of the development context in Niger.
Themes/issues: Project activities	Desk review	A sample of 34 projects (of a total of 186 references in Atlas) were the subject of a detailed study. All available documentation on current and completed projects was consulted.
	Interviews	For the sample projects, interviews were conducted with UNDP staff, the Government of Niger, other technical and financial partners, CSOs and beneficiaries. While completing the documentary review, the purpose of the interviews was to include in the review the perceptions and opinions of stakeholders from various different levels on the UNDP's actions in Niger.
	Field visits	Conducted to collect field data that could be triangulated with informating emerging from the documentary review and interviews to better equip the analysis.
Programming: Activities in Support of Projects	Interviews	Information collected through interviews with individuals involved at programme level. These aspects of development assistance were therefore covered during the same interviews in order to avoid meeting on multiple occasions.

| | | | | | **Data collection** | **Indicators/** | |
No.	**Criteria**	**Key questions**	**Specific sub-questions**	**Data sources**	**methods and tools**	**standards for success**	**Data analysis methods**
1	Relevance of UNDP actions	Are the actions well connected to the environment in Niger, that is, in line with real known needs? What has UNDP's role been in the development of Niger since 2004? How well has it adapted to needs? What institutional framework was used for cooperation? Are poverty reduction actions in line with national strategies and priorities with a clear view to achieving the MDGs? If yes, which priorities for UNDP? Should the fact that UNDP has limited resources meaning that it should concentrate its activities more? What are the government's expectations of UNDP? Which areas should UNDP focus on among its key sectors: governance, poverty reduction, the environment, or crisis prevention? What has the partnership framework between UNDP and national authorities as well as with other entities been? Was this partnership framework able to respond quickly to new development needs in Niger? (Responsiveness/capacity/UNDP)	Did the actions contribute to resolving a recognized development problem in Niger?	• Reports and diagnostic documents on development in the country • Resource persons	• Documentary research • Interviews with resource persons and beneficiaries	• Outcomes targeted in the programming frameworks of the government and the UN. • Outcomes recognized as being relevant by the resource persons and beneficiaries interviewed.	Reveal the coherence between the outcomes on the various development policy benchmarks of the country and UNDP.
			Are the interventions in line with the national development strategies of the country?	• Reports and diagnostic documents on development in the country • Resource persons	• Documentary research • Interviews with resource persons and beneficiaries	• Effects targeted in the programming frameworks of the government and the UN. • Effects recognized as being relevant by the resource persons and beneficiaries interviewed.	Reveal the coherence between the outcomes on the various development policy benchmarks of the country and UNDP.
			Are the interventions in conformance with the programming framework of the UN in Niger (UNDAF)?	• Reports and diagnostic documents on development in the country • Resource persons	• Documentary research • Interviews with resource persons and beneficiaries	• Effects aimed at in the programming frameworks of the government and the UN. • Effects recognized as being relevant by the resource persons and beneficiaries interviewed.	Reveal the coherence between the outcomes on the various development policy benchmarks of the country and UNDP.
			Are the actions in conformance with UNDP's Strategic Plan?	• Reports and diagnostic documents on development in the country • Resource persons	• Documentary research • Interviews with resource persons and beneficiaries	• Effects aimed at in the programming frameworks of the government and the UN. • Effects recognized as being relevant by the resource persons and beneficiaries interviewed.	Reveal the coherence between the outcomes on the various development policy benchmarks of the country and UNDP.

Table 25. Evaluation Matrix

(Continues)

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
			Table 25. Evaluation Matrix *(Continued)*				
2	Effectiveness	In which areas of implementation (quantitative and qualitative) were the outcomes sought by the program through its various projects? What has changed in Niger in the past seven or eight years, and how has UNDP contributed to this change? What would not have been the same had UNDP not been there? How can the effectiveness of the Country Office in UNDP programmes in Niger be improved? (balance between units, tools, functions, administration, procedures, etc.) What were the significant impacts of UNDP's actions: where, why and why not? What were these impacts in relation to the results of the recent MTR? What has been the level of effectiveness of UNDP in UN coordination for: 1) mobilizing resources for the benefit of national programmes, and 2) deepening the human development approach? Degree to which UNDP successfully met the needs for development capacities What was the relevance of UNDP limiting itself to capacity-building while neglecting the operational level?	Did the programme contribute to reinforcing democratic institutions with regard to governance, human rights, crisis prevention, and recovery? If so, to what extent did it do so? Did UNDP assist national and local institutions in implementing reforms aimed at strengthening democracy and the rule of law while respecting human rights? Did UNDP help the population, and women in particular, to participate equally in decision-making processes and to exert citizen control on public actions? Did UNDP assist in promoting effective arrangements for the prevention and management of crises, conflicts, and natural disasters at national, regional, local, municipal and community level?	• MTRs or project completion reports for projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who were beneficiaries of the projects	• Document review • Individual or collective interviews	• Number of democratic institutions and central or local government administrations reinforced by the programme with regard to governance, human rights, crisis prevention and recovery. • Achievements, products and performance of every kind benefitting democratic institutions and resulting from the skills acquired through the programme with regard to governance, human rights, crisis prevention and recovery.	Analyse and highlight the delivery level of products of projects for capacity-building in democratic institutions. Analyse and highlight the impact of these products on the environment and the beneficiaries, i.e., the decree to which the anticipated outcomes were achieved with regard to capacity-building in democratic institutions.

(Continues)

Table 25. Evaluation Matrix *(Continued)*

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
2	Effectiveness		Did the programme contribute to national capacity-building for reducing poverty and advancing the achievement of the MDGs? If so, how? Did UNDP assist national and local institutions in implementing reforms with a view to achieving the MDGs and reducing poverty? Did UNDP assist vulnerable populations in obtaining better access to opportunities for employment, credit, and entrepreneurship? Did UNDP assist institutions in ensuring the availability, accessibility, and quality of basic social services for the most vulnerable, in particular women?	• MTRs or project completion reports for the projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who where beneficiaries of the projects	• Document review • Individual or collective interviews	• Number of national strategic planning and M&E structures reinforced by the programme. • Achievements, products, and performance of every kind benefitting national strategic planning and M&E structures, and resulting in skills acquired through the programme	Analyse and highlight the delivery level of products produced by projects for building the country's capacities in strategic planning and M&E. Analyse and highlight the impact of these products on the environment and the beneficiaries, i.e., analyse the degree to which the anticipated outcomes were achieved with regard to capacity-building in strategic planning and M&E
			Did the programme contribute to the development of institutional and technical skills with regard to environmental conservation and sustainable management of natural resources? If yes, to what extent did it do so? Did UNDP assist the people to participate in the conservation of the environment and natural resources, including water?	• MTRs or project completion reports for the projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who were beneficiaries of the projects	• Document review • Individual or collective interviews	• Number of actors reinforced by the programme with regard to environmental conservation and sustainable management of natural resources. • Achievements, products and performance of every kind with regard to the sustainable management of resources and the environment due to support from the programme.	Analyse and highlight the delivery level of products by the projects dedicated to the development of technical and institutional skills in sustainable management of natural resources and the environment. Analyse and highlight the impact of these products on the environment and the beneficiaries, i.e., analyse the degree to which the anticipated outcomes were achieved with regard to developing technical and institutional skills in sustainable management of natural resources and the environment.

(Continues)

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
2	Effectiveness		What place does gender occupy in the outcomes obtained by the programme?	• MTRs or project completion reports for the projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who were beneficiaries of the projects	• Document review • Individual or collective interviews	• Number of institutions, structures and actors that were reinforced by the programme with regard to human rights and gender. • Achievements, products and performance with regard to human rights and gender due to support from the programme.	Analyse and highlight the delivery level of the products of capacity-building projects with regard to gender and equality. Analyse and highlight the impact of these products on the environment and the beneficiaries, i.e., analyse the degree to which the anticipated outcomes were achieved with regard to gender and equality.
		Which factors were affected the achievement of the programme's outcomes?	Which factors favored the delivery of products and as a result contributed to achieving the projects' outcomes?	• MTRs or project completion reports for the projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who where beneficiaries of the projects	• Document review • Individual or collective interviews	• Number and nature of factors that facilitated the delivery of project outputs.	Analyse and highlight the factors that facilitate the delivery of the products by the projects, and hence the achievement of the programme's outcomes.
			Which factors impeded the delivery of products and the achievement of the projects' outcomes?	• MTRs or project completion reports for the projects in the programme • Stakeholder resource persons for the execution of projects • Persons and institutions who where beneficiaries of the projects	• Document review • Individual or collective interviews	• Number and nature of impediments to delivery of project outputs.	Analyse and highlight the factors that impeded the delivery of the products by the projects, and hence the achievement of the programme's outcomes.

(Continues)

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
3	Efficiency	What were the economic conditions for the acquisition and delivery of products, and consequently the achievement of results, for the projects that made up the programme?	Did the projects deliver their outputs based on cost-benefit relationships?	• Mid-term Project Reports • Persons and institutions active in the implementation of the programme's projects • Persons and institutions who where beneficiaries of the programme • Relevant observers present in the area	• Document review • Individual interviews	• Level of costs compared to the quality of the products and acquisitions.	Intersection and comparison of acquisition costs and product delivery with the quality of what was acquired and delivered. Highlight the quality of the procurement procedures.
			Were the procurement procedures and product delivery transparent and reasonable? How was the quality of UNDP's operational planning and of other planning tools stable and robust? How many revisions were made? How quick and of what quality were UNDP's disbursement protocols? How did UNDP perform compared to other UN donors and others with regard to the rate of disbursement? Could there have been a better fund management arrangement? Could there have been greater effectiveness, responsiveness, and flexibility in function management (especially in complex processes such as elections)? What facilities where contributed to UNDP by the Government? What was the effectiveness of UNDP in partnerships? What was the effectiveness of UNDP in financing, procedures, transparency, communication, and ability to act in coordination with the other actors and beneficiaries on these points? Was there suitable staff in areas of action such as the environment and the Global Fund and gender? What were the capacities and the effectiveness of the NEX modality? What was done with the recommendations made following audits?	• Mid-term Project Reports • Persons and institutions active in the implementation of the programme's projects • Persons and institutions who where beneficiaries of the programme • Relevant observers present in the area	• Document review • Individual interviews	• How do the costs of procurement and product delivery compare to standards (if any exist)? • What was the quality of procurement and delivery procedures compared to UNDP standards in this regard?	Intersection and comparison of acquisition costs and product delivery with the quality of what was acquired and delivered. Highlight the quality of the procurement procedures.

(Continues)

ANNEX 4. DATA COLLECTION PROCESS

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods

Table 25. Evaluation Matrix *(Continued)*

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
4	Sustain-ability	What sustainabil-ity will the results have? Will the institu-tions supported by UNDP be able to continue to perform without this support? Do the Govern-ment and the other actors assist in ensuring the sustainability of UNDP's actions? Were UNDP's achievements of high quality?	Will the demo-cratic institutions' new capacities with regard to governance, human rights, crisis prevention and recovery pro-duced by UNDP's projects outlast the programme's actions, and if so, for how long?	• Mid-term Project Reports • Persons and institutions active in the implementa-tion of the programme's projects • Persons and institutions who where ben-eficiaries of the programme • Relevant observers pres-ent in the area	• Document review • Individual or collective interviews	• Survival rate of the new capacities of democratic institutions and central and local governments, as can reasonably be predicted for the period following the programme.	Analyse and highlight the signs and arguments that prove or disprove the sustainability of the results obtained with regard to institutional capacities in governance, human rights, and crisis prevention and recovery.
			Will the new capacities pro-duced by the projects with regard to poverty reduction and advancing toward the achievement of the MDGs outlast the pro-gramme actions, and if so, to what extent?	• Mid-term Project Reports • Persons and institutions active in the implementa-tion of the programme's projects • Persons and institutions who where ben-eficiaries of the programme • Relevant observers pres-ent in the area	• Document review • Individual or collective interviews	• Survival rate of the new capacities gen-erated by the programme with regard to poverty reduction and advancing the achievement of MDGs, as can reasonably be predicted for the future.	Analyse and highlight the signs and arguments that prove or disprove the sustainability of the results obtained with regard to poverty reduction and advancing toward achieving the MDGs.
			Will the new capacities pro-duced by the projects with regard to envi-ronmental con-servation and sustainable devel-opment of natural resources outlast the programme's actions?	• Mid-term Project Reports • Persons and institutions active in the implementa-tion of the programme's projects • Persons and institutions who where ben-eficiaries of the programme • Relevant observers pres-ent in the area	• Document review • Individual or collective interviews	• Survival rate of the new capacities gen-erated by the programme with regard to environmental conservation and sustain-able manage-ment of natural resources, as can reasonably be predicted for the future.	Analyse and highlight the signs and arguments that prove or disprove the sustainability of the results obtained with regard to environmental conservation and sustainable management of natural resources.

(Continues)

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
5	Position-ing	What was the specific position-ing of UNDP in the country? How does UNDP position itself with regard to the rest of the UN system, the international community, and the national government as a whole? Was there effec-tive coordina-tion between UNDP and other UN agencies in shared fields of interest? What are the comparative advantages that UNDP sought to implement through the programme? How effec-tive was UNDP through this positioning? To what extent was this posi-tioning by UNDP noticed by the other actors (government and development partners)? If necessary, what should UNDP's new positioning be in the con-text of Niger's development?	What was UNDP's position-ing in relation to the other cooperation actors: UN agencies and other sources of cooperation? Political and strategic approach versus operational approach in the field? Interfacing with govern-ment versus interfacing with structures and actors at grassroots level? What is the balance between the top-down approach and the bottom-up approach? Should there be a change in direction? Should there be less empha-sis on the strategic in favor of the operational? Should they be more sup-port to human rights, gen-der and poverty reduction? Who supported the devel-opment of capacities? What relevance would there be to limiting activities to capacity-building to the exclusion of the operational? How might the coordination between UNDP, other UN agencies and other partners be improved? Were the contributions by the regional headquarters and regional centres to the programme on the dialogue with national actors on the role of UNDP, and the strate-gies and points of entry effective?	• Mid-term Project Reports • Persons and insti-tutions active in the implementa-tion of the pro-gramme's projects • Persons and insti-tutions who where beneficiaries of the programme • Relevant observers present in the area	• Document review • Individual or collective interviews	• Anchorage points for the UNDP's positioning.	Analyse the anchorage points for UNDP's posi-tioning with a view to revealing its comparative advantages and any limitations.
			What were the compara-tive advantages of UNDP's positioning in relation to the other cooperation actors (UN agencies and other sources of cooperation)?	• Mid-term Project Reports • Persons and insti-tutions active in the implementa-tion of the pro-gramme's projects • Persons and insti-tutions who where beneficiaries of the programme • Relevant observers present in the area	• Document review • Individual or collective interviews	• Specific con-tributions attributed to UNDP.	

Table 25. Evaluation Matrix *(Continued)*

(Continues)

No.	Criteria	Key questions	Specific sub-questions	Data sources	Data collection methods and tools	Indicators/ standards for success	Data analysis methods
					Table 25. Evaluation Matrix *(Continued)*		
6	Strategies	Which development approach did UNDP implement in Niger? Which conceptual framework was developed by UNDP in support of short-term and long-term development in Niger? To what extent could UNDP's strategies be adapted in response to changes in needs, tools and planning cycles?	How can it be ensured that all UNDP's support actions contribute to poverty reduction? What is the targeting of the current CPD? Was the leadership by UNDP in partnership with UNDAF effective? Would a regionalization approach versus a national approach be more favorable to financing development? How can the ADR better serve the country programme? Could there be better targeting and programming of activities such as crisis prevention, mine clearance and electoral process management? Could there be more emphasis on capacity development, youth employment and/or electoral processes? Should the UNV programme be reinforced and/or better financed?	• Mid-term Project Reports • Persons and institutions active in the implementation of the programme's projects • Persons and institutions who where beneficiaries of the programme • Relevant observers present in the area • Diagnosis and analysis section in the evaluation report on the outcomes produced by the mission	• Document review • Individual or collective interviews	• Methods, tools, point of support and points of entry • Focal areas • Partnership strategies of the programme • Methods, tools, point of support and points of entry • Focal areas • Partnership strategies of the programme	Outline the conceptual and strategic changes that took place within the programme, and the re-orientations that are still relevant in the context of the development of Niger and the subregion.

Name	Title	Organization
Table 26. Persons interviewed during the preparatory phase		
Boubou D. Camara	Resident Representative (Officer in Charge)	UNDP
Fode Ndiaye	Resident Representative	UNDP
Victor Womitso	Deputy Resident Representative (Programmes)	UNDP
Souley Boubacar	Local Security Assistant	UNDP-UNDSS
Laoualy Ada	Assistant to the Resident Representative (Programmes)	UNDP
Ms. Ousseini Mariamagnandou	Advance Warning System Coordinator	Advance Warning System (SAP)
Yayé Seydou	Evaluation Director	Ministry of Planning
Sabrina Keller	National Coordinator	Health Education and Literacy Programme (HELP) – German Development Assistance
Ibro Abdou	President of L'Institut de Stratégie, d'Evaluation et de Prospective (ISEP)	ISEP
Keita Maria Iboune	Programme Analyst	UNDP (focal point for evaluation)
Ali Madaï	Economic Analysis and Development Strategy Division	UNDP
Angela Commisso	Crisis Unit	UNDP
Col. Yunusa Abdoulaye Boukari Djiberou Koudi Mamadou Ayouba Seybou	President of the CNCCAI Permanent Secretary* Head of Administration and Finance Director General of External Security	National Commission Against Illicit Arms (CNCCAI): Mine clearing
Djibo Saydou Soumaila Boubacar Moktar Seydou	Director General Head	National Statistics Institute, Division of Statistical Coordination and Cooperation
Amadou Magagi	Permanent Secretary General	National Independent Electoral Commission (NIEC)
Rafael Aguirre Enrico Sborgi	Head of Cooperation Operations; Programme Officer for Economy, Trade, and Good Governance	European Union
Michael Askwith	Head Mid-term review	
Karl Vandepitte	Cooperation Attaché	Belgian Embassy
Niang Ousmane	Responsible for Social Policy and M&E	UNICEF
Zeinabou Hadari	Permanent Secretary: National Committee for AIDS, TB, and Malaria	CCM BP 10 162 Niamey
Pr. Khalid Ikhiri	ANNDH – Niger Association for the defense of Human Rights	Coordinator, Section Head for Social Policy and M&E
Pr. Hambally Yacouba	University of Niamey	Faculty of Literature and the Humanities
Mamadou Mamane	Director General	Ministry of Water and the Environment
Suppiramaniam Nanthikesan	M&E Advisor	Regional Office for Africa

Table 27. Persons interviewed on environment and sustainable management of natural resources	
Name	**Title**
Mr. Laouali Ada	Assistant to the Resident Representative
Ms. Rabaha Bolho	Programme Officer
Ms. Aissa Ouahido	Programme Officer for Programmes on Poverty Reduction and Gender
Mr. Mahamane Lawali	Programme Officer for the Environment
Ms. Maria Keïta	UNDP Office for M&E/Niger
Mr. Sylvain Guy	UNDP Office for M&E/Niger
Mr. Kamayé Maazou	Executive Secretary of the National Committee for the Environment and Sustainable Development, Office of the Prime Minister
Ms. Solange Bako	Director of Project on Agricultural Sector Resilience
Mr. Issa Abdoulaye	M&E expert for PANA Project on Agricultural Sector Resilience
Mr. Mamoudou Hamadou	Director General for Wildlife, Water and Forestry
Mr. Abdou Malam Issa	Coordinator of Biodiversity Project Niger Fauna Corridor MH/E
Mr. Ali L. Abbagana	Deputy Director for Wildlife, Hunting and Protected Areas, Ministry of Hydraulics, the Environment and Combatting Desertification (MHE)
Mr. Garba Hamissou	Coordination of Project for Sand Invasion Control, MHE
Mr. Yayé Manou	Support Project for Environmental Institutions, MHE
Mr. Ibrahim Sani	Director General of Energy, Ministry of Energy (MOE)
Mr. Issa Maidagi	Director of Renewable Energies, MOE
Mr. Ibrahim Hassane	Coordinator for Multisectoral Platform Project, MOE
Mr. Bassirou Dan Magaria	Assistant for GEF Programme
Mr. Garba Ragji	Director of Water Resources, MHE (Integrated Water Resources Management)
Mr. Bako Mamane	Manager for geographic information systems at SIGNER Unit, MHE
Mr. Sani Adamou	Database manager, SIGNER Unit
Mr. Souley Bassirou Balla	Secretary General for the Network of Beneficiaries of the GEF Micro-finance Programme
Ms. Aissa Kondja	Solar Energy Technician
Mr. Yacouba Abdou	Chairman of Tourist Camping Management Committee
Mr. Oumar Ouali	Secretary of the Solar Energy Management Committee
Mr. Illya Loli	Chairman of the Beekeeping Association
Mr. Yanyéba Lory	Secretary of the Beekeeping Association
Mr. Abdou Noma	Chief of Moli Haoussa Village
Mr. Moussa Djibey	Deputy Conservationist for Parc W
Ms. Zara Fannami Loucoumane	UNV/PANA Resilience
Ms.Gambi Mounkaila	President of Market Garden Committee/Pilot Producer for Cowpeas
Ms. Hamsatou Issa	President of Garment Manufacturing Committee
Ms. Hadiza Djibo	Secretary-General of Garment Manufacturing Committee
Ms. Biba Hamadou	Cowpea Pilot Producer
Mr. Hamadou Diori	Village Chief of Soudoure
Mr. Djibo Djibo	President of Rainfed Agriculture Committee/Pilot Producers
Mr. Sanda Boubacar	Vice President of Pilot Producer Committee for Millet/Vegetables
Mr. Djibo Kandala	Secretary-General for Market Gardening Committee/Pilot Producer of Millet
Mr. Hassane Mamoudou	Treasurer for Rainfed Agriculture Committee
Mr. Abdou Diori	Pilot Producer
Mr. Abdou Kandala	Pilot Producer

Table 28. Persons interviewed on the subject of poverty reduction			
Aissa Ouahido	Programme Officer for Programmes on Poverty Reduction and Gender (UNDP)		
Alazar Soumailou	UNFPA (Former UNAIDS administrator)		
Ibrahim Dioffo	MDG5 and South-South Cooperation		
Iro Souley	Director of Analysis and Economic Reform (MP/DC/AT)		
Aly Mamadou Ousmane	Focal Point for Youth Employment, Director of Small and Medium Enterprises and Promotion of Entrepreneurship, Ministry of Commerce and the Promotion of the Private Sector		
Ibrahim Rahamatou	Focal point for MDG 5 and South-South Cooperation		
Name	**Position**	**Location**	**Responsibility**
Saidou Jimraou	Responsible PADEL Agricultural Service	Mayahi	PADEL
Hadjara Garba	Vice President of Women's Group	Serkin Bougagé	Red Goats
Rakia Arji Oumarou	Group member	Serkin Bougagé	Red Goats
Hadjara Wadataou	Group member	Serkin Bougagé	Red Goats
Ibrahim Souley	Village Chief	Serkin Bougagé	Red Goats
Maty Dan Djigo	Village Chief	Loda	Grain banks, Water extraction methods
Ali Abdou	Member of Grain Bank Management Committee	Loda	Grain banks, Water extraction methods
Hadjara Moussa	Vice President of Women's Group	Warzou	Red Goats
Women's group (water carrying)	Women's Group	Dan Zaki	Wells for pastoral use
Abdoulaye Yaya	Village Chief	Warzou	Red Goats
Paul René Razafindrainibe	UNV surgeon at Mayahi District Hospital	Mayahi	District hospital
Lamine Traoré	Head of Department for the Environment	Mayahi	Environment
Salissou Ibrah	School principal	Maîdouma	School building
Issaka Alassane	President of school	Maîdouma	School building
Adamou Dan Mallam	Village Chief	Maîdouma	School building
Ibrahim Kaché	Mayor	Kanembakaché	Municipality
Idi Sidima	Former Village Chief	Dan Baskoré	Wells with mixed use
Laouali Ousmane	Village Chief	Dan Baskoré	Wells with mixed use
Rachida Gado Sabo	Integrated Health Centre	Guidan Tawayé	IHC
Deputy Coordinator	Municipal Support Programme/World Bank		

Table 29. Persons interviewed on the subject of governance	
Name	**Position**
Ms. Rabaha Bolho	UNDP Officer for Governance
Mr. Magagi Amadou	Government Representative: General Secretary of the NIEC – Support for Electoral Process
Mr. Kader Lawali	Permanent Secretary of the CNPD
Mr. Issa Djermakoye	Deputy Permanent Secretary of CNPD – Support for Political Parties
Mr. Ismael Kane	Assistant to UNDP Human Rights Advisor
Mr. Mahamadou Laouali	Management Training Center for Local Authorities at the National School of Administration and Magistrature – Support for Decentralization
Mr. Mamane Sanoussi	Manager of Decentralization Support Projects
Ms. Maiga Zeinabou Labo	Managing Director for Human Rights, Protection of the Juvenile Justice System and Social Action, Improvement of Access to Justice and Promotion of Human Rights
Mr. Soumana Hassane	Director of Studies and Planning, Ministry of Justice
Mr. Kadi Ibrahim	Director of Statistics, Ministry of Justice
Ms. Rabiou Assétou Traore	DG/DH/PJJ/AS
Mr. Sabo	Deputy Secretary General of the National Assembly; Parliament Support
Mr. Issoufou Bissala	DONGAD, Ministry of Planning – Support for CSOs
Ms. Maria Katchéré	Administrative Assistant, Ministry of Planning
Mr. Salissou Moussa	UNDP Programme Representative
Ms. Aissa Ouahido	Programme Officer – Decentralization

Table 30. Persons interviewed on the subject of crises and recovery	
Name	**Position**
Ada Laoualy	Assistant to the UNDP Resident Representative
Amidou Doumbia	UNV, Crisis and Recovery Programme UNDP
Ousseini Mariama	Coordinator of Advance Warning System, Office of the Prime Minister
Maman Yabilan	Coordinator of the Food Crisis Unit, Office of the Prime Minister
Kimba Alfari	M&E Officer for Permanent Secretariat of the National Committee for the Prevention and Management of Crises and Disasters, Office of Prime Minister
Angela Commisso	Programme for Peacebuilding, UNDP
Col. Abdoulaye Younoussa	Chairman of the National Commission for the Collection and Control of Illicit Arms – responsible for humanitarian mine-clearing, in association with the Office of the President
Fousseyni Alassane	M&E Officer, National Commission for Collection and Control of Illicit Arms
Ibrahim Boukary Abdou	Secretary-General of High Authority for Peacebuilding, Office of President
Oumar Chipkaou	High Authority for Peacebuilding Office of the President
Ms. Boukar	Director for Conflict Prevention, High Authority for Peacebuilding
Latifa Maï Moussa Mr. Oumarou	Assistant to the Head of Mission of DANIDA in Niamey Programme Officer, DANIDA

Annex 5.

TERMS OF REFERENCE

1. INTRODUCTION

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) will conduct a country evaluation, referred to as an Assessment of Development Results (ADR) to identify and assess the evaluative elements of UNDP's contribution to development results in the country. The approach will also help to demonstrate the effectiveness of UNDP's strategy in facilitating and supporting national efforts to achieve these results. ADRs are independent evaluations carried out as part of the provisions of UNDP's General Evaluation Policy. Based on the principle of ownership, the EO seeks to conduct ADRs in collaboration with the national government once there is consent and if such an assessment is possible. The objectives of ADRs are to:

■ Provide substantial support for the accountability function of the Administrator toward the UNDP Governing Council;

■ Ensure greater responsibility by UNDP toward national stakeholders and the country's partners;

■ Serve as a quality assurance tool for UNDP's interventions at country level; and

■ Contribute to the learning process at the sectoral, regional and national levels.

The ADR for Niger will be conducted in 2012, i.e. toward the end of the current UNDP programme cycle covering the period 2009-2013. It will also cover past development interventions under the previous country programme (2004-2008). It will make recommendations to the UNDP Office in Niger on its strategic orientations based on the information gathered, analysis of this information and lessons learned, in order to facilitate the preparation of the next UNDP country programme

beginning in 2013. The ADR will be conducted in line with the Norms and Standards, and Codes of Conduct and Ethics adopted by the United Nations Evaluation Group (UNEG).

2. COUNTRY CONTEXT

2.1 UNDP IN NIGER

The UNDP Office in Niger has an international personnel consisting of technical advisors, national and international United Nations volunteers (UNVs) and local staff. Currently, the Country Office is headed by an Interim Resident Representative, who was transferred from Senegal. A new Resident Representative and a Resident Coordinator are expected in the country at the beginning of 2012. The previous Resident Representative left Niger in October 2011 to assume the position of Prime Minister of Haiti in September 2011, after spending only three months in the country. The Disarmament, Demobilization and Reintegration Programme (DDR) Officer has been in Niger since the end of July 2011, while the position of DDR Operations Officer has been vacant since February 2011. The ADR will be conducted by mid-2012 and its recommendations will be used in the Country Programme Document (CPD) to come into effect from 2014. A mid-term review (MTR) is currently underway. Its recommendations will be ready in December 2012 and the provisional report in early 2013.

2.2 UNITED NATIONS COUNTRY TEAM AND DEVELOPMENT ASSISTANCE COORDINATION

UNDP's major partners, including other UN agencies, are listed below and grouped according to programme areas with specific themes indicated in brackets:

- **Poverty Reduction:** Ministry of Planning of Niger; UNV; The Global Fund for the Fight against Tuberculosis and Malaria; Spain (gender); Luxembourg; WFP; UNICEF; FAO; UNCDF (micro finance); UNFPA; Ministry of Decentralization; Ministry of Economy and Finance (micro finance); Ministry of the Advancement of Women; Ministry of Health; Ministry of Youth Entrepreneurship; Faculty of Economics and Law, University of Niamey (youth entrepreneurship);

- **Governance:** European Union (elections) in collaboration with Nigeria; USAID; Switzerland; Spain; Japan; Denmark; Belgium; France; National Democratic Institute (a US-based NGO); The Netherlands; Ministry of Trade; Ministry of Justice and Governance; Office of the Prime Minister; Parliament; National Independent Electoral Commission (NIEC); ANDDH (Niger Association for the Defense of Human Rights);

- **Environment:** UNCDF; AfDB (water); Luxembourg (energy); International Union for the Conservation of Nature (IUCN); national NGOs; local communities; National Environmental Council for Sustainable Development; Ministry of Water Resources and the Environment; Ministry of Oil and Energy; Food Crisis Unit; Early Warning System;

- **Crises and Rehabilitation:** USAID; Belgium; Japan; Agrymet Center; EU (prevention of food crises); WFP; FAO; Health Education and Literacy Programme (HELP); NGOs (Karkara, Mercy Corps, Vanhour); Office of the Prime Minister; Office of the President of the Republic; Commission for the Collection of Illicit Arms; High Commission for the Restoration of Peace.

3. SCOPE OF THE EVALUATION

This is the first ADR to be conducted in Niger and covers the period of both the current and previous Country Programme (2009-2013 and 2004-2008 respectively). Although the focus will be on the current Country Programme, the ADR

will cover ongoing projects that began earlier, and the analysis will be conducted from the perspective of a longer period (where appropriate) while taking into account strategic issues and views raised by stakeholders contacted to date. It will address UNDP's activities in the country, off-project activities and commitments made within the framework of regional and global initiatives.

The evaluation will consist of two main components: (a) an analysis of UNDP's contribution to development results through the outputs of its programmes; and (b) the strategy adopted by UNDP to meet specific demands in Niger while simultaneously pursuing the human development objective. For each component, the ADR will present remarks and an evaluation based on the set of criteria provided below. In addition, detailed criteria will be consulted in the 2010 ADR manual and the inception report.

a) **UNDP's contribution through various interventions during the ADR period in the area of poverty reduction, especially for the most deprived communities, and for strengthening governance through participation and transparency**

The analysis will focus on UNDP's contribution to development results in Niger through its programmes for poverty reduction, governance, environment, sustainable development, crisis management and resolution, and gender mainstreaming as a cross-cutting issue.

The analysis will be based on the following criteria:

- Relevance of UNDP's projects, outputs and results;

- Effectiveness of UNDP's interventions in terms of achieving set objectives;

- Efficiency of UNDP's interventions in terms of the use of human and financial resources; and

- Sustainability of results to which UNDP contributes.

b) UNDP's contribution through its positioning and strategies

UNDP's positioning and strategies will be analysed based its mandate and the development priorities of the country as agreed (providing these are clearly stated). This requires a systematic analysis of UNDP's focus as part of the country's development and its policies on poverty reduction, governance, the environment, sustainable development, and crisis management and resolution, while emphasising the strategies adopted by UNDP to maximize its contribution.

The following criteria will be applied:

- Relevance and effectiveness of the country programme as a whole;

- Emphasis on comparative advantages; and

- Promotion of UN values from a human development perspective.

Although it is mandatory to use the above criteria and to take into account the sub-issues raised, the ADR will also review how various factors influenced UNDP's performance. The evaluation criteria form the basis of the ADR's methodology. The evaluation team will generate findings within the scope of the evaluation and use the above criteria for their assessment. These findings and assessments will be used to draw conclusions and make recommendations. The issues listed above will be covered in detail in the preliminary report.

4. EVALUATION PROCESS

The ADR will be take place in four phases, each representing a series of achievements and activities that should normally be completed before the next phase begins. These are:

- Preparation and structuring;
- Data collection and analysis;
- Report drafting and revision; and
- Follow-up and dissemination.

Phase 1: Preparation and structuring

The EO has conducted preliminary research for the evaluation and will upload relevant documents to a website developed for the evaluation team. The Director of Operations undertook a preparatory mission from 27 November to 2 December 2011 and held discussions with major stakeholders before drafting these Terms of Reference (TOR) during the preparatory mission with the Regional Office for Africa in New York. Other major stakeholders were also consulted on other occasions. The Evaluation Office is currently putting together the evaluation team. The ADR Director, in collaboration with the Team Leader, will prepare the preliminary report that will outline the design of the evaluation following the structuring mission (Section 8).

Phase 2: Data collection and analysis

Data collection: Based on the TOR, and studies and documents compiled for the ADR, the evaluation team will conduct the evaluation by collecting the appropriate evaluation data.

i. Field visits, interviews, and observations will normally be carried out through the Country Office;

ii. The team will gather data in accordance with the principles stated in Section 6 (below) and especially in the Inception Report, which will address the key issues contained in the Evaluation Matrix; and

iii. All interviews will be based on indicative interview protocols, and a written summary of each interview will be prepared, bearing in mind the agreed structure that will be provided.

Data analysis: The evaluation team will analyse the data collected during the main mission and then formulate a series of assessments, conclusions and eventually recommendations, as follows:

- Once collected, the evaluation team will devote three to five days to analysing the data. The Director of EO will join the team at this stage and participate in the analysis and validation.

- The results of the analysis will consist of preliminary assessments based on each evaluation criterion and issue, general conclusions, and strategic and operational recommendations.

- After the formulation of the preliminary assessments, conclusions and recommendations, they will be shared with the Country Office. To avoid factual or interpretation errors, the Country Office will organize a validation (sharing) workshop bringing together stakeholders and the Reference Group. The Reference Group will formulate comments and review the TORs and the first draft of the report, and take part in interviews feedback sessions and workshops with stakeholders. The Reference Group has been set up by the Evaluation Office and includes the Country Office, the Ministry of Planning, and the Regional Office for Africa as main reference points and the Ministry of Health, the Ministry of Water Resources and the Environment, the National Statistics Institute (INS), UNICEF, the European Union (EU), HELP (an international NGO), ANDDH (a national NGO), and the Faculty of Arts and Humanities of the University of Niamey; and

- **Stakeholder feedback and workshop:** A validation and feedback workshop will be organized at the end of the data collection and analysis phase to present preliminary findings, conclusions and possibly appropriate recommendations to the Reference Group and stakeholders, and receive feedback for inclusion into the first draft of the report. A final stakeholder workshop will be held when the draft report is ready to present the evaluation results to major national stakeholders and review the way forward. The main objective of this meeting will be to enable major national stakeholders to have a better understanding of the process by drawing lessons and making recommendations based on the report, thus strengthening the national ownership of the development process as well as the accountability of UNDP's interventions at country level. Significant remarks will be integrated into the final evaluation report submitted by the ADR team.

Phase 3: Report drafting and revision

First draft and quality assurance: The Team Leader will submit a complete draft of the report to the EO within two weeks following the workshop. The EO will accept the report as a first draft if it is in compliance with the TOR, the ADR manual, and the guidelines adopted, and provided that it satisfies the quality requirements. The draft will be subject to quality assurance via external review.

Second draft, verification and comments from participants: The first draft will be reviewed by the Team Leader, who will incorporate feedback from the external review process. Once satisfactory revisions have been made to the first draft, it will become a second draft and be sent by the EO to the UNDP Country Office and the UNDP Regional Office for factual verification and to control for any errors, omissions or questions of interpretation. This evaluation draft will also be sent to the Reference Group (including the government) for comments and/or amendments. The Team Leader will revise the second draft, incorporating comments and amendments and defining audit trails for changes to the draft, and then present the revised draft as the ADR Draft Final Report. The EO may request further revisions if it considers them necessary.

Phase 4: Follow-up and dissemination

Response from Management: UNDP Niger will present a response to the ADR Task Manager under the supervision of the UNDP Regional Office, which will oversee follow-up actions via the Evaluation Resource Center.

Communications: The ADR report and its content will be widely distributed in both paper and electronic form. Care will be taken to make the report available when the Board of Directors meets to approve the new Country Programme Document. The EO will distribute the report to UNDP headquarters, the evaluation units of other international organizations,

and private evaluation and research agencies in the region. The Ministry of Planning and the Country Office will disseminate the report nationally. The final report and the management response will be published on the UNDP website in French and English, with an Executive Summary in French, English and Spanish. Copies in French will be printed and sent to the Country Office and its counterparts for distribution, and it will be made available through the Evaluation Resource Center.

5. MANAGEMENT MECHANISMS OF THE EVALUATION

The EO will lead the ADR in collaboration with the UNDP Country Office in Niger, the Niger Ministry of Planning, and the UNDP Regional Office, which will collaborate on quality and compliance with the ADR process. The ADR Task Manager will oversee the ADR working group and provide all technical and managerial assistance necessary for the evaluation. The Team Manager will set the TOR for the ADR and select the Evaluation Team, co-author the preliminary report, steer the evaluation, help organize dialogue sessions and meetings with participants, receive the first draft of the report, and decide whether or not to accept it. The Team Manager will manage the review and follow-up processes. The Team Manager will also help the evaluation team understand the scope, process, approach, and methodology of the ADR, provide advice and information to the team for the purpose of quality assurance, and assist the Team Leader in finalizing the report. The EO will be responsible for all costs related to the ADR.

Government Counterpart in Niger

The Ministry of Planning is formally the UNDP counterpart in Niger. The Ministry will facilitate the completion of the ADR by providing necessary access to sources of information elsewhere in the Government of Niger. It will protect the independence of the evaluation and jointly organize interactions with participants and the Country Office.

UNDP Country Office in Niger

The Country Office will be responsible for the Evaluation Team in cooperation with key partners and other participants. It will make all necessary information available to the team concerning the programmes, projects and activities of UNDP in Niger and provide factual verification of the draft report. The Country Office will assist the Evaluation Team with specific tasks (for example, organising meetings with personnel and beneficiaries of projects, help with visits to project sites, etc.) However, to ensure the independence of the views expressed in interviews and meetings with participants, the Country Office will not participate in these meetings. During the evaluation process, and particularly during the main mission, the Country Office will cooperate with the Evaluation Team and respect its independence and need for unhindered access to data, information, and persons connected with the operation. The Country Office will send written comments on the draft evaluation report in a timely manner. The Evaluation Team will act in a transparent manner and ensure synergy with the UNDP Country Office and its counterparts in the national government.

Evaluation Team

The Evaluation Team will be responsible for conducting the evaluation, as described in Section 5. It will assist in the preparation of the preliminary report (undertaken by the Team Manager) and in collecting data, analyzing structured data, presenting preliminary findings, conclusions, and recommendations, conducting approval and feedback workshops with participants (whenever possible), and preparing the first, second, and final drafts of the ADR report and the evaluation summary. The EO will establish the ADR Evaluation Team. The Evaluation Team will include the following members:

- The **Task Manager** in the EO will be a member of the Evaluation Team and will provide all necessary support with evaluation design, data analysis and the preliminary report.

- **The Team Leader** will be responsible for overseeing the process and providing leadership in

the completion of the ADR and in the preparation and revision of the draft and final reports. The Team Leader will have extensive experience of a wide variety of development issues as well as substantial knowledge of UNDP and UN programmes in low-income countries. The Team Leader must be French-speaking and have solid experience of the UNDP, and/or ADRs and evaluations. The estimated contract period for the Team Leader is 50 days, of which 25 days will be in the field as part of the main mission, analysis and drafting of the preliminary report (including travel, and active steering of the facilitation and approval and feedback meetings), 10 days for preparation (including participation in the selection of National Team Specialists), and 15 days for drafting the final report and participating in the final stakeholder workshop.

- **National Team Specialists** (national consultants) will assist the Team Leader collect and analyse data, and be responsible for writing parts of the report. The workload of each National Team Specialist is estimated at about 20-40 days, with a need for approximately 150 working days in total. This will generally include preparation and training (3-5 days), on-site work (15 days), participation in the workshop (one day), and drafting of the report (5-10 days). A total of 4-5 National Team Specialists will therefore be recruited depending on the various abilities, availability and flexibility they can provide.

National Team Specialists will be interviewed in the first week of February 2012, and will be selected and offered contracts in March. Selection criteria will include experience of UNDP/ UN the operations; ability to write and speak French (knowledge of English would be an additional advantage); solid experience in major operational areas of UNDP in Niger (poverty reduction, governance, the environment and crisis prevention); academic and professional evaluation experience (reviews, evaluations, and an ethos of complete independence); and the ability to write critically and creatively. Other advantages will include an extended network of contacts (in government, the area of evaluation, etc.) and the ability to provide logistical coordination on-site (teamwork, management of data collection, and if possible, the ability to lead a team). Applicants must not be currently (or have been recently) employed by the Government. They must be fully available (that is, have no other engagements) to fully dedicate themselves to the ADR from April to June 2012. The selection of professional women qualified in independent evaluation will be encouraged. The combination of capacities, the specific responsibilities of each National Team Specialist, the number of Specialists recruited, and the duration and conditions of each contract will be determined only after an initial list of candidates has been interviewed. Candidates must ordinarily be citizens or residents of Niger.

7. TIMETABLE

The timetable and duties of the ADR will be approximately as follows (see Table 31). (Note that the deadlines are indicative and do not imply full-time work by the evaluation team during the period covered.)

8. EXPECTED RESULTS

The results expected from the evaluation team are:

1. A preliminary report (Inception Report) describing the evaluation matrix, as specified in Sections 4 and 5 above (15 pages maximum, excluding appendices), produced by the Team Manager in collaboration with the Team Leader, EO, Country Office and Regional Office;

2. The first, second and final drafts of the Niger ADR (approximately 55-60 pages for the main text plus appendices and an Executive Summary of 4-6 pages);

3. A draft summary of the evaluation on the basis of the Executive Summary; and

4. Presentation at the approval and feedback workshop and in the final workshop with participants.

Table 31. Timetable for the ADR Niger		
Activity	**Unit responsible**	**Timing**
Preparation (research, initial document collection)	Evaluation Office	November 2011
Preparatory mission	Evaluation Office/ Country Office	November 27 - December 2, 2011
Draft TORs	Evaluation Office	December 2011
Scoping mission – ADR design	Evaluation Office/	
Country Office	February 5-10, 2012	
Selection of evaluation team, Final TORs	Evaluation Office/ Country Office	Late February 2012
Inception report (objectives, methods, design, evaluation matrix)	Evaluation team	Mid-March 2012
Comments on Inception Report by the Evaluation Office, Country Office, Banking and Payments Authority and Rapporteur Group	Evaluation Office/ others	Late March 2012
Final Inception report	Evaluation Team	Early April 2012
Main mission (data collection and analysis, including workshop for the presentation of informal results and for receiving feedback	Evaluation team/ Evaluation Office/ Country Office	Late April – late May
Submission of the first draft of the ADR report	Evaluation team	June 2012
Comments and internal/external review	Evaluation Office	July 2012
Second draft of ADR report, comments by Country Office, Regional Office, Government and audit trail	Evaluation team/ Evaluation Office/ others	August 2012
Final stakeholder workshop	Evaluation Office/ Evaluation team/ Country Office	September 2012
Submission of final ADR report, including Executive Summary and Brief	Evaluation team	October 2012
Editing and publication	Evaluation Office	November 2012
Final document printed and available online, dissemination	Evaluation Office/ Country Office	November 2012

All sections of the report must comply with the standard structure for an ADR report, which includes an overview of the development context and challenges in Niger (Chapter 2), a summary of UN responses to this situation, including the UNDAF and UNDP programme in Niger for the 2004-2008 and 2009-2013 periods (Chapter 3), a summary of the main findings (Chapter 4), and the main conclusions and recommendations (Chapter 5). All drafts and the final version of the report will be in French and English. The French version will be distributed (particularly in the country) while the English version will be made available for downloading from the EO website. A brief containing the Executive Summary will be made available in French, English and Spanish.