Food and Nutritional Security Program

PROSAN- **Rayuwa**

MIDTERM QUALITATIVE EVALUATION

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Final Report

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ACCRONYMS and ABBREVIATIONS

ASC	Community Health Agent
AOP	Annual Operation Plan
CSI	Integrated Health Center
CVA	Village Development Committee
CCC	Communication for Behavior Change
COSAN	Health Committee
COGES	Management Committee
CSCOM	Health Community Center
CRS	Catholic Relief Services
CS	Cooperating Sponsors (Africare; CRS, HKI, CARE)
DAP	Development Activity Plan
DIP	Detailed Implementation Plan
ECD	District Support Team
FFW	Food For Work
FFP	Food for Peace
GAA	Food Support Group
GSA	Breastfeeding Support Group
HKI	Helen Keller International
IB	Bamako Initiative
IDA	Health II project funded by the World Bank
IEB	Immediate and Exclusive Breastfeeding
IEC	Information, Education and Communication
INRAN	Niger National Agronomic Research Institute
ISA	Food Security Initiative
MYAP	Multi-Year Assistance Program
ONG	Non-Governmental Organization
PEV	Extended Vaccination Program
PN	Project Number
SCVM	Households Livelihood Security
SIS	Health Information System
S&N	Health and Nutrition
SCAP-RU	Community Early Warning System and Responses to Emergencies
SRO	Oral Rehydration Drink
SSS	Salted and Sweet Drink
USAID	United States Agency for International Development

1. Introduction

In November, 2006, the consortium of international non-governmental organizations Catholic Relief Services (CRS), Cooperative for Relief Everywhere (CARE) and Helen Keller International (HKI) began to implement a United States Agency for International Development (USAID) Food For Peace (FFP) five year Multi-Year Assistance Program (MYAP) in the Dosso, Tahoua, and Zinder Regions of Niger. This Food Security and Nutrition Program - PROSAN (*Programme de Sécurité Alimentaire et Nutritionnelle*) was designed to consolidate and expand activities from a successfully implemented Food Security Initiative in which the same organizations worked together to achieve project objectives.

1.1 Background

The cooperating sponsors (CSs) established a detailed implementation plan (DIP) based on FFP resource levels in each of the five DIP years. For most of FY07 and FY08, the regional teams were unable to implement the project activities as originally planned. In FY08, FFP was unable to supply rice to be sold for project financing due to increased purchase and distribution costs, thereby reducing the amount of project funding from rice monetization as well as the financial contribution of the Government of Niger (GoN). Later in FY08, FFP added a cash contribution to line item 202e in order to replace the resources lost due to reduced revenue from rice monetization, effectively increasing the general budget. The political decision by the GoN in 2007 to ban Food For Work (FFW) for non-emergency programming added another dimension to project implementation and to FFP resource distribution decisions. The CSs were forced to reconsider their strategies, SO1 in particular given its strong dependence on FFW.

When the GoN made its decision, the first shipment of commodities had already been received and was warehoused in Niamey. As a result, the consortium had to renegotiate the project with FFP and the GoN, and simultaneously find a satisfactory way to distribute the commodities before spoilage. To the credit of all partners (CS, GoN, FFP) an agreement was made to distribute these commodities as emergency aid to flood victims, hospitals and the handicapped; the GoN agreed to allow direct distribution as Food For Training (FFT) in order to meet the requirements of FFP and retain the ability to raise funds through commodity monetization. In the time it took to negotiate this agreement, the field teams missed nearly two agricultural seasons. The teams were also obliged to reconsider the infrastructure aspect of the program, which would now be executed under Cash for Work (CFW).

The CSs' lack of experience with CFW led to frustration concerning the implementation of transparent systems. This in turn contributed to delays in health center construction/rehabilitation, road repair and land rehabilitation.

After much discussion and intense negotiations, the consortium submitted a program amendment replacing FFW with CFW and FFT, while adding a new literacy component. However, the numerous modifications of the implementation plan, the impact and monitoring indicators, as well as the continued uncertainty about the future of the project led to low moral among project staff. Most of the regional teams indicated that they only really began PROSAN implementation starting in October 2008, the beginning of FY09.

The loss of FFW alone could have crippled the program in the absence of a new strategy. The inability of FFP to provide commodities for monetization in FY08, and their subsequent replacement with cash only at the end of the fiscal year, presented a major challenge to the consortium. Despite this, the consortium has shown a surprising ability to adapt and rebound in the face of this difficult situation, in large part because it could fall back upon its experience from the 2000-2006 Development Activity Program (DAP).

Knowing it could no longer count on monetization funds after FY09, CARE emphasized activities with relatively high cash burn rates. This included restocking livestock and setting up and stocking cereal banks, as well as activities using CFW funds (e.g. rehabilitation of health facilities, road repair, and land rehabilitation). From FY08 to the present, CARE has disbursed more than 33,000,000 CFA for CFW alone. CRS was less aggressive in submitting a budget for the increased 202e line item and their field teams were still incomplete until November 2008. HKI relied heavily on other projects in the PROSAN regions, because its PROSAN activities depended on having its field agents hired by CRS. When budgetary constraints limited the recruitment and mobility of HKI field agents, this impacted HKI in the field as well.

There can be no doubt that the consortium successfully adapted to the financial constraints and rapidly changing political context it faced in FY07 and FY08. The program is now fully operational, and according to the results of the quantitative mid-term evaluation, it is fairly well positioned to reach most of its targets at the end of the program in September 2011 if there are no additional delays in the delivery of commodity shipments.

The PROSAN continues the work of 2000-2006 DAP by consolidating its achievements to date and extending its activities to new sites. It started in 2007 in the wake of the 2005 food security crisis in Niger. Although PROSAN's general orientation has not changed markedly, there has been an effort to combine development and emergency, food security and market related activities.

Various constraints have made it difficult to fully operationalize the project, including the world economic crisis severely affecting the United States, the major source of donor funds. The continued uncertainties regarding project funding have provoked a strong sense of instability among the staff and caused delays in program implementation.

Constraints imposed by the GoN were another contributing factor. The government's unforeseen suspension of CFW greatly destabilized the project, which depends heavily on CFW. The GoN decision not to allow the *demi-lune* (crescent moon) soil restoration technique has also been an impediment to soil restoration.

Internally, in addition to the departure of some field agents, particularly at CARE, it is worth noting that the mutually agreed termination of contract between CRS and its partner Caritas Development Niger (CADEV-Niger) disrupted the district teams of Tanout/Mirriah and Doutchi/Loga and required them to reorganize supervision in the field.

Given the context described above, the project has been executed under particularly unfavorable conditions, resulting in delays and selective implementation. Each district ended up focusing on domains in which it had more experience and/or successes. For many, the legacy of 2000-2006 DAP has been a major contributor to the positive outcomes achieved.

1.2 MYAP Aim and objectives

The aim of PROSAN is to **reduce food insecurity of rural households in vulnerable communities of the regions of Dosso, Tahoua and Zinder by 2011.**

The project includes three specific strategic objectives:

Strategic Objective 1 (SO1): Protect and enhance, by 2011, livelihoods in vulnerable households, by increasing agro-pastoral production and supporting local agro-enterprise initiatives in the regions of Dosso, Tahoua and Zinder.

Strategic Objective 2 (SO2) : Protect and enhance, by 2011, the health and nutritional status of household members, through greater access to primary health care, improved sanitary and nutritional coverage by the GoN, as well as improved household health and nutritional behaviors in the regions of Dosso, Tahoua and Zinder.

Strategic Objective 3 (SO3) : Protect and enhance, by 2011, the resilience of target communities, by developing - at the community and individual levels - the ability to foresee, identify, and manage crises in the regions of Dosso, Tahoua and Zinder.

PROSAN covers a five year period (2007-2011) and includes activities in the areas of agricultural and livestock production, community infrastructure, health, nutrition, and humanitarian assistance. The program covers 240 villages in the departments of Dogon Doutchi and Loga (Dosso Region), Tanout and Mirriah (Zinder Region) for CRS/HKI, and the departments of Konni and Illéla (Tahoua Region) for CARE. The target population is estimated to be 303,715 people, of whom 151,145 are women.

1.3. Evaluation Objectives

Overall objective

The goal of the midterm evaluation of PROSAN is to assess its progress towards achieving the strategic objectives above, particularly in the areas of agriculture and natural resource management, health/nutrition, and the resilience of the target population. This evaluation is also an opportunity to clarify the strategic direction for the remainder of PROSAN.

Specific objectives

- Evaluate program performance based on major activities (outputs) and associated performance indicators outlined in the Performance Indicators Tracking Table (IPTT); qualitatively assess these results and their effects.

- Evaluate the effects of capacity building on communities and partners (government services, partner NGOs, communes) with respect to health/nutrition, agriculture and natural resource management, and risk prevention and management.

- Assess the quality of partnerships with the government services providers and local organizations (NGOs and associations) in program implementation.

- Assess the quality of program implementation together with the expected reductions in vulnerability of target groups; particularly children aged 0 to 5 and child-bearing women in the program zone of activity.

- Assess the overall and operational strategy of program implementation with regard to achieving results.

- For each specific objective, make recommendations for the remaining years of the program.

1.4. Methodology

The approach used in this study rests on the combination of several tools:

- Analysis of major project documents, evaluation reports (including the midterm quantitative evaluation), field team activity reports, official documents, local data collection cards, etc.
- Interviews with the heads of the three NGOs that make up the PROSAN Consortium, Nigerien officials, district team leaders, members of village organizations, beneficiaries, prefects or their representatives in the three departments, mayors, managers of partner technical services, field agents, etc. (see list in appendix).
- Participation in quarterly workshops with district teams in Birnin Konni.
- Visits of project sites (markets, land reclamation sites, agricultural experimentation sites).
- Discussions with teams from each district to gather feedback.
- Presentation of findings to consortium staff for feedback.

Given the impossibility of visiting all villages participating in the project, the evaluation team along with district teams chose a sample of villages based on the following criteria:

- Former 2000-2006 DAP project sites supported by PROSAN
- New PROSAN villages
- Villages where activities are fairly successful
- Villages where activities are less successful
- Agro-ecological diversity
- "Global" view of actions undertaken

Villages visited, by district:

Konni/Illela District: 9 villages	Tanout/Mirriah District: 13 villages	Doutchi/Loga District: 8 villages
Mani Ada, Akassou2, Farabani, Koutoutourou, Zantaram, Tallé Alforma, Goumbi Kano, Djiko, Tounga Gouga.	Birgi, Aranguza, Toumnia, Kounjanjan, Soggal, Maikoumburawa, Maori, Boudaram, Seloum, Alakos, Haukan Sara, Chaffa, Koudaram Mani	Lillato, Angoual Magagi Doka, Toulloua, Kaini Kougoum, Toudoun Fataké, Tsadoura, Batama Béri, Koira

The consortium's new head of monitoring-evaluation and a representative of the Ministry of Land Planning and Community Development (MAT/DC) accompanied three consultants starting from Niamey. Team members joined the mission in each district in order to facilitate field research.

In addition to the introduction, the report includes 5 parts:

- Project results by strategic objective
- Operational strategy and program management
- Cross-cutting themes

- Sustainability
- Lessons Learned and Conclusions

2. Program Results

2.1 SO1: Livelihoods of vulnerable households are protected and enhanced by 2011 through increased agro-pastoral production and improved agro-enterprises.

2.1.1 Impact Indicators

The indicators of SO1 are very dependent on climatic conditions, which are quite variable in the PROSAN areas of activity. For the first two years of the program, the mid-term indicators show that mid-term objectives have not yet been achieved within expected deadlines. Indeed, the positive results of the survey may be due more to the residual effects of 2000-2006 DAP and the predominance of 2000-2006 DAP villages still being supported by the Consortium than to PROSAN itself.

Reasons for this include the following:

- In Dosso and Zinder, the last 6 field agents recruited for each region did not begin working until November 2008. As a result, while the existing agents tried to cover the entire zone, their workloads were too high. In the former 2000-2006 DAP villages, on the other hand, local experts were able to continue promoting sustainable agricultural techniques in the absence of the extension efforts of the CS.
- Few demonstrations were in place before the 2009 cropping season, due to a lack of budget for equipment and supplies, delays in purchasing, etc).
- Farmers in the new villages only began implementing and evaluating sustainable agricultural practices on a large scale in their fields during the 2009 cropping season so any increased production in the 2008 season would have been due to favorable climatic conditions and the absence of pest pressures in their fields.

A more critical analysis of the mid-term evaluation data might shed more light on this hypothesis that the quantitative survey measured suggested effects of 2000-2006 DAP. Since the data are aggregated at the consortium and regional level, the levels required by USAID as per the IPTT, the consultant presented the results as required so that they would be consistent with the IPTT. But it would be interesting analyze differences between departments, since Mirriah, Loga, and Illéla represent new areas of action for the CS.

NB: Data for 8 villages in Tanout/Mirriah were not submitted in time to be included in the analysis. Given that this area is highly food insecure, this could, in part, explain the positive results for the indicators in both SO1 and SO2. The data for Zinder should be reanalyzed using all the data from Tanout/Mirriah.

Impact indicator 1.1: Average number of months of adequate food supplies (FFP Indicator)

Designation	Baseline	Expected at mid-term	Actual at mid-term
Consortium	5.5		8.4
Tanout/Mirriah	4.8	6	9.1

Doutchi/Loga	5.6	6.5	8.2
Konni/Illéla	6	6.5	8.1

The number of months of adequate food supplies increased significantly over the mid-term targets, especially for Tanout/Mirriah which had the lowest level at the baseline study (note that analysis in the region was based on 26% fewer villages than in the other regions, which could have an effect on the results). It is difficult to attribute such positive results to PROSAN alone when the level of training and field activities were significantly lower than originally planned for the first two years of the project. Satisfactory rainfall during the last cropping season, in addition to the systems put in place by 2000-2006 DAP to ensure community-based follow up were probably more important than the activities of PROSAN in improving food availability during the year. In addition, the GoN conducted a program to purchase cowpeas after the 2008 harvest, benefiting many farmers in the PROSAN activity areas. The money they were paid was probably used to satisfy family needs, including food. This could have influenced the results of the study in all three regions.

Impact indicator 1.2: Average score of dietary diversity of households (IF FFP)

Designation	Baseline	Expected at mid-term	Actual at mid-term
Consortium	3.8	4.5	5.2
Tanout/Mirriah	4.15	4.5	5.5
Doutchi/Loga	3.86	4.5	5.4
Konni/Illéla	3.44	4.5	5.5

The dietary diversity scores surpassed targets by more than 100%. These results may be due to 2000-2006 DAP behavior-change education campaigns, the more recent PROSAN campaigns, and to project activities to support increased vegetable and tuber production in project areas. In addition, the influx of capital as a result of the GoN cowpea purchase program may have led to increased dietary diversity.

Impact indicator 1.3: Growth in the household production of selected crops and animals

Designation	Baseline	Expected at mid-term	Actual at mid-term	LOA targets
Consortium			1670 kg	
Tanout/Mirriah (crop production)	682 kg	758 kg	1,129 kg	784 kg
Doutchi/Loga (crop production)	1,704 kg	1,875 kg	2,446 kg	1,960 kg
Konni/Illéla Crop Livestock	 1,393 kg 5 animals	 1,463 5.4	 1,472 kg 6.2	 1,532 kg 6

The translation of this indicator from French into English is the rate of increase in the production of selected crops and animals. But actually, the data represent the declared average production (by the farmers) of the three most important crops in PROSAN intervention area: millet; sorghum, and cowpeas. This is confusing and should be reviewed. In order to be consistent, the indicator should be "the average production of millet, sorghum, and cowpea per household during the previous cropping season". It would appear that crop production increased significantly above the baseline and exceeded the mid-term targets because of the favorable climatic conditions, lack of pest and disease incidence, and the system of community-based outreach set up under 2000-2006 DAP.

Crop production can also increase because more land is put into production as a result of rehabilitation activities. It is difficult to substantially increase farmable land and achieve reported results, after a limited period of activity. The production figures from Tanout/Mirriah call into question the ability of households to have adequate food supplies for 9 months when Doutchi/Loga can feed themselves for only 8 months with twice the production.

The PROSAN livestock restocking program managed by CARE in Konni/Illéla is too recent to have increased the livestock numbers at the community level—the beneficiaries are only at the first or at most second round of distribution. Some villages have not yet received the first lot of animals. According to the formal survey, only 19% of those interviewed had participated in *Habbanaye*, the livestock restocking program of CARE. This would indicate that there are factors external to PROSAN which have contributed to the increase in animal production: investments made by individuals (money from the sale of cowpeas for example) and/or better animal health and nutrition in general (a favorable period of rainfall results in better pasture resources). Livestock distribution activities continue within the 2000-2006 DAP communities with significant increases of animals and beneficiaries. Since the exact wording of the survey question is unknown, it is unclear whether participation in *Habbanaye* was instituted under 2000-2006 DAP or subsequently during PROSAN.

Impact indicator 1.4: Mean difference between theoretical yield and real yield of selected crops

Designation	Baseline	Expected at mid-term	Actual at mid-term	Difference
Consortium				
Tanout/Mirriah				
Doutchi/Loga				
Konni/Illéla				

The original indicator in the English version of the project document refers to ‘potential yield’ compared to the actual yield. Potential yield is a research term indicating the yield of a given variety when grown under favorable conditions. Theoretical yield refers to the annual yield statistics for a given crop as measured by the Ministry of Agricultural Development (MDA in French). How the yield is measured and to what it is compared makes a big difference in reporting. Given the goals of the consortium, it is more relevant to use theoretical yield and to verify the system used by the MDA to determine this baseline, before setting up a large-scale program to measure crop yields.

2.1.2 Intermediate Results

IR 1.1: Households and communities have adopted agricultural processing and value-added practices promoted by the project.

Agricultural processing and marketing

To date, PROSAN has not launched any new agricultural processing techniques, and the results of the quantitative survey refer to techniques women have traditionally used. Under ISAN, the CS promoted an improved method of processing cowpea into a locally known and consumed form of couscous called *Béroua*. A new label was designed to try to gain market share, but the product spoiled quickly and had a short shelf life. Therefore, it could not be marketed in Niamey. It is still sold locally by women in Doutchi and Dosso. CRS has recently started to identify different solar drying technologies for vegetables, okra in particular. Tests will be conducted in 2010 if appropriate prototype methods are identified.

There are very few examples of community -level processing and marketing systems; most agricultural processing is done individually. In some cases, women come together informally to help each other, for example, to extract peanut oil or dry okra. During field interviews, villagers described several attempts at group marketing, and aside from vegetable producer groups that had received support from 2000-2006 DAP as well as PROSAN, most often this occurred out of self-interest - not because of project activity. For example, ten men might have one man sell their calabash production; several women might pool their dried okra and have one woman market it.

The groups which have the most advanced marketing systems are the vegetable producers supported by CRS and by CARE. In an old 2000-2006 DAP village called Angoual Magagi Doka (Dosso Region), for example, a vegetable producers group is composed of 103 women and 102 men. Some of the men said that the area is noted for its vegetable production, and that several neighboring villages produce and market the same produce at the same time. They suggested that if they could meet these other vegetable growers, together they could develop a strategy for controlling the amount of cabbage to enter the market each week in order to get better prices.

In Tounga Gouga (Konni Commue, Tahoua Region) a group of 40 producers (38 men and 2 women) have designated a member responsible for marketing. The other members of the group recognize that if they store their onion for up to 3 months, they will make more money despite their storage losses.

Agro-enterprise

In Konni/Illéla last year, CARE decided to focus its agro-enterprise activities on off-season cropping using irrigation, and field agents have been working with 10 groups of farmers to increase vegetable production through the provision of seeds and small tools. A recently completed study, not yet validated in the field, provides plans for improving 11 sites based on their productive potential. This, in addition to a sectoral analysis now being commissioned, will inform CARE's actions over the next few years at these sites.

Each of the CRS regional teams seems to be taking a different approach to implementing the CRS agro-enterprise strategy that is incorporated into all food and agricultural security programs worldwide. The Zinder team has spent the better part of six months organizing 203 economic interest groups with an emphasis on marketing peanuts, peanut oil, calabash, calabash seed oil, okra, and cowpeas. With the exception of calabash seed oil, these are the most important agricultural commodities marketed in the Mirriah/Tanout Departments. When asked during the qualitative evaluation why they had joined an agro-enterprise group, most women said they were told PROSAN would provide seeds to help them increase production and help them market their produce. To date, only 18 groups have been officially recognized because communes in Tanout require up to 10,000 CFA to grant legal status to an economic interest group. In Mirriah, most communes do not charge anything or very little to expedite official recognition of such groups.

Given the time remaining for the project, it is highly unlikely that enough technical support will be provided to the 203 groups for them to become operational. Forming unions where the groups are not very strong will also be difficult. The Zinder team's agro-enterprise approach is very ambitious, but it needs at least some successes so that the groups do not feel deceived by PROSAN.

The Dosso team is taking a more conservative approach, by working with 24 groups (2 per field agent) that in many cases existed before, or that organized themselves around a commodity of their choice, such as cowpea, sorrel, fonio, vegetable production etc. Their decision to work with more motivated groups makes success more likely.

In each of the PROSAN regions, the evaluation team met both women and men who belonged to some preexisting group, some of which already have legal recognition. Some of these groups transformed themselves into a PROSAN agro-enterprise group, while others remained outside PROSAN but hoped to receive some form of assistance (such as women tanners in Koutoutourou (Tahoua Region) or a women's livestock group in Tsadoura (Dosso Region), both of which have legal status). While the project must prioritize its activities, the field agents should be aware of this potential in the villages where they work so that the CS regional teams can try to identify other sources of support for these nascent enterprises.

The vegetable sector is one of the best organized in the regions of Dosso and Tahoua (Konni). Producer groups supported by both CARE and CRS have established, or are in the process of establishing links with relevant umbrella organizations, e.g. an onion producers group based in Guidan Idar or the federation of vegetable producers respectively. These types of linkages should be promoted and expanded.

Facilitating transport

CRS and CARE both selected roads of strategic importance for selling agricultural produce from the areas where they work. Both use CFW for unskilled labor and to pay communities to collect and transport laterite and other materials needed for road construction. CARE hires contractors with large machinery where necessary, as their road program is more ambitious. In Tanout, CRS used CFW to remove sand and stabilize the resulting dunes along the main regional road linking Tanout to Zinder. This is manual work done without any machinery—

communities provide ox carts, and both men and women work to remove the sand. This provides an important service in the department because the road is an essential link for transporting all goods in the region.

In Tiberi Commune (Dosso Region), 14 villages have been working on the road linking Angaoual Magagi Doka with markets in Tiberi and Afolé, mobilizing more than 100 carts to transport necessary supplies. Each village provides a work group responsible for a different section of the road, and work is paid for by CFW. According to people working on the road, as well as in the villages visited, not only is it easier to move agricultural produce to market but pregnant women and sick people can be more easily and quickly evacuated to the Tilaberi CSI.

CARE has completed 5 km of rural laterite roads and there are 8 road sections currently under repair. During the period of project uncertainty, CARE was unable to obtain funds from the GoN Food Crisis Unit (CCA - *Celle de Crise Alimentaire*) to use CFW in the rehabilitation of other rural roads. In Illéla, CARE is the only organization working on rural roads. The department and commune officials remain very involved and monitor work closely. Although CARE has kept all parties informed about the budgetary constraints, administrative delays, and contractor problems that delayed the work, the prefect openly expressed his frustration when the evaluation team paid him a courtesy visit. Furthermore, the departmental head of rural engineering expressed concern that the rains would damage the road and the investments made to date would be lost if work were not completed quickly. In Folakan Commune, Konni, one of the first roads completed by CARE was damaged by the rains. Nonetheless, CARE was able to mobilize contributions from the department, commune, and community level for some of the roads. This road is considered essential to the communes involved because, prior to its rehabilitation, it took 14 hours or more to evacuate the sick and women with problem pregnancies.

2.1.3 Recommendations

- Identify appropriate technologies for agricultural processing that can be tested by the agro-enterprise groups, including drying (technologies from Burkina etc.) and milling (particularly fonio, from Senegal, and traditional grains).
- Explore improved warehousing options at the concession and group level. For example, cowpeas could be stored using new technologies developed by INRAN, there are already bulk storage systems for onions in Niger, and systems for shallots have been developed in Mali.
- Increase efforts to facilitate linkages between producer groups, the Chamber of Agriculture and commodity professional organizations in order to ensure that they have access to information when the project ends
- Explore the possibility of assisting women's associations with support/training in storage, credit and marketing of cowpeas, peanuts and other staple commodities.
- Given the importance of rural roads, CARE should assist the department in identifying alternative funding sources to fully rehabilitate the road in question.
- Encourage other NGOs/development projects promoting income-generating activities to assist women in the purchase and management of mills and other labor-saving devices. A necessary component of this activity would be training in maintenance and simple repairs for a member of the village, creating a potential employment opportunity for young people there.

IR 1.2: HHs and communities have adopted natural resource management and agro-pastoral production practices promoted by the project.

Improved agricultural practices

The use of local experts to promote improved Natural Resource Management (NRM) and agro-pastoral production practices has been one of the most successful aspects of the project. Both women and men indicated that the local expert had come to their fields at their request to demonstrate the application of improved agricultural practices. Several local experts indicated that they seize every opportunity to raise awareness about sustainable agricultural practices, such as when the men come out of the mosque.

The most easily adopted practices in all three PROSAN regions are natural regeneration, and the Tassa or the Zai system. While the application of organic matter on the fields is well accepted, certain farmers indicated that they didn't have enough manure. It is easier to fertilize fields adjacent to the village but for outer fields transportation becomes an issue. Some farmers indicated that they watch the fields to identify areas with low fertility and then concentrate their meager resources in those areas the next season. Farmers indicated that on a field where they had previously harvested 20 sacks of millet, they now harvest 25 because they apply manure to the fields. There is little doubt that these agricultural practices increase agricultural production and they are rapidly spreading. In the new PROSAN villages, farmers are trying these new practices for the first time this season. They said they can already see a difference in vegetative growth

Numerous farmers in Konni/Illéla are using Zai and half-moons to restore parts of their personal fields that they had previously abandoned. Farmers in this region were very proud of their "new" land because in previous years they had been unable to grow millet.

Despite efforts to use sustainable agricultural practices on fields, there is a good deal of evidence of soil movement on individual fields because of wind and water erosion, even in fairly flat fields. Farmers are aware of the problem and increasingly use mulching techniques, placing millet stalks on the soil to trap sand; all these techniques are being promoted under PROSAN. Local experts were able to describe a wide range of techniques to reduce soil and wind erosion but some do not seem to be culturally acceptable (e.g. dividing the field into smaller units to prevent overland flow of water).

Demonstrations and seed multiplication

Variable results ranging from very well set up to very poor (Doutchi) none in Zinder, late arrival of seed hence the difficulty of carrying out any comparison since the early planting was better than the new varieties (Konni Illela).

There is no need asking for one variety in that this is not a varietal multilocational varietal test by INRAN: farmers keep different varieties for different purposes.

Old 2000-2006 DAP seed multiplication with seed exchange through bartering was conducted; MDA efforts around Sabon Kafi and other sites supporting seed multiplication.

Land reclamation

Local experts were taught by the departmental technical services to design and construct "banquettes" that meet GoN standards. According to the Environment Service of Tanout, local experts can independently supervise construction.
The use of banquettes for land reclamation has been mandated by the President to the exclusion of other techniques. But technicians at departmental offices recognize that the choice of technique ultimately depends on soil type, slope, etc. In some zones, it is difficult to find sites with appropriate soil types. The CSs have mobilized CFW participants from several villages in order to provide 'work' for villages without appropriate banquette construction sites.

At one site in Illela, it was apparent that the banquettes did not conform to GoN standards for length, width, and position. In addition, the trees were planted in the wrong position given the location of water collection, and the survival rate was low. It appears that the site in question was supervised by a trainee who had neither been adequately trained nor properly supervised.

The departmental environment service indicated that PROSAN had exceeded its targets for land reclamation by banquette, and had even exceeded the area of land reclaimed by the President's Special Program. As the representative said, "You have to tell it like it is".

CARE has initiated a program designed to organize community participation to construct land reclamation structures on fields of highly vulnerable people, who lack the means and often the strength to do it themselves. This is a very laudable initiative.

During ISAN, both CARE and CRS planted gum trees on reclaimed public land that after five years are now beginning to produce. The communities organized a committee to guard the plantations, the person on duty receiving payment from the fines paid by those who let their livestock graze on the trees. At the end of ISAN, teams went out to monitor the plantations and determine the survival rate of the trees. When PROSAN was designed, both CARE and CRS indicated that they would work with these ISAN communities to develop a production system for the plantations, but that there would not be any new activities relating to gum.

During the evaluation visits, a group of villagers brought up the issue of the Doutchi gum plantations, saying that the departmental forester promised to bring equipment and train them to harvest the sap. He never returned. The villagers said that they know how to exploit the trees but are afraid to do so because of strict rules on forest exploitation. The head of the environment service said CRS had worked with the land tenure office to ensure that the community would have access to the plantations, and had developed guidelines for community utilization of the plantation. These documents were sent to the prefect for signature, though no one knows what happened to them - including the environment service

in Dosso, The mayor was unaware of the situation. This could have been a relatively easy success, requiring few resources.

Tree nurseries

Tree nurseries were established by CRS field teams in a total of 52 villages in the departments of Tanout, Mirriah, Doutchi, and Loga. Their output was to be bought and used by CRS to promote the use of trees in their NRM activities. Trees would be planted on the "banquettes" and also be used to provide shade to public structures (schools, community health centers, etc.). Two potential nursery managers per village were trained to establish the nurseries, which are all located near a well at the edge of the village. In many cases, there are more than two people working in a nursery, with the additional workers learning nursery techniques through on-the-job training and close collaboration with the nursery experts.

The Department of Environment and Fight against desertification is responsible for training and technical support (including supervisory visits), while CRS provides the tools and materials needed for the tree production. The community selects the trees for their concessions and individual fields, and CRS buys seeds from local suppliers or from the ministry. Seeds from the Ministry are certified and are guaranteed to germinate in a certain manner.

Habbanaye

Since 2000, under ISAN CARE has been building the asset base of vulnerable people through a livestock restocking program in Konni and Illela. Animal rotation continues and communities among the first to receive animals are now in their 6^{th} or 7^{th} round. In the last quarter of 2008, the ISCV field agents monitored the villages that had participated in Habbanayé under ISAN. Habbanayé is the name for the traditional animal exchange system on which the CARE livestock program is based. In extension sub-zone two (ISAN villages in 3 communes of Illela), between 2002 and 2006, 854 animals were distributed to 427 beneficiaries, 400 of whom were women. When field agents followed up at these sites, they found 1,821 animals from the old program in the possession of 682 beneficiaries, of whom 611 are women. In subzone 1 covering villages in the departments of Konni and Illela, 1,053 animals were distributed to 474 beneficiaries, 62 of whom were men. In the last quarter of FY08, field agents inventoried 2,074 animals owned by 1,335 people, of whom 1,085 were women. In subzone 4 covering the communities in four communes of Konni, 1,252 animals were distributed to 626 beneficiaries, 344 of whom were women. A subsequent inventory found 2,636 animals owned by 1,549 people, of whom 920 are women.

According to PROSAN documentation, the Habbanayé was intended to build the asset base of women from vulnerable households. In the first operation in 2008, 832 animals were distributed to 464 beneficiaries of whom 270 are women. To date, PROSAN has distributed 1,242 small ruminants to 521 households in 7 communes.

In 2008, CARE contracted with a local NGO to manage the Habbanayé but after signs of mismanagement the contract was broken.

During early monitoring missions, CARE identified problems related to committee management, record keeping and transparency, and has since developed new tools to resolve these problems. The following are observations made during evaluation of the program:

- All beneficiaries/participants in the system were satisfied with the system. At least two women indicated that they were able to pay for health treatment by selling off the animals, and that they would not have sought treatment without this asset base. Other women were able to increase the numbers of animals, and were buying and selling animals in order to increase the size of their herd and change its composition.
- Many of the participants who are not committee members from the former 2000-2006 DAP villages were very knowledgeable about the process; in contrast, participants from the PROSAN villages could not describe the system; most were not aware who had given them the animal, or who should receive it next after the requisite two birthing cycles.
- While the rotation lists are apparently established in writing before the first round, they are not always made public or submitted to the commune. Submission to the commune is intended to make it more involved in this process to ensure transparency and sustainability.
- In at least one case (Koutoutourou), after the first distribution the subsequent rotations benefitted men almost exclusively. After the initial distribution (13 beneficiaries according the list in the village, compared to 14 reported by CARE in the Q4 report for FY08), the percentage of female beneficiaries dropped from 76% to 16% at the end of the 7th rotation. The justification was that there are not enough female heads of household in the village, so men were included on the list and their wives could take care of the animals. Of course, taking care of animals is not the same as giving women control over assets as had been the original intention. The situation in Koutoutouru may not be common - indeed the village was managed by the former implementing partner - but the issue of primary beneficiary needs to be addressed. There is a difference between female heads of vulnerable households and women coming from vulnerable households.
- Although vets were trained under 2000-2006 DAP, there was no indication that this continued under PROSAN. Miscarriages and newborn deaths are all too common. In the occasional case where a disease outbreak kills the primary, many animals are replaced using money collected from participants in the program, but not all contributed.
- Women found it easier to pay mandatory program dues when the distribution of animals took place after harvest, rather than during the cropping season.

Cereal banks

As part of its integrated program to reduce food insecurity, CARE has created 19 cereal banks and 19 food security storage facilities, and provided an initial stock of 99 MT. In addition, management committees for each of the facilities were created and trained. The quality of management is highly variable, but it is encouraging to note that communities are taking more responsibility, insisting that the management committees be held responsible for the good management of the facilities.

CRS, as a matter of institutional policy, does not support the installation of cereal banks but there are existing cereal banks in many of the PROSAN villages set up in 1998 by the ILO (International Labor Organization) and more recently by Relief International and other NGOs. Some of the cereal banks are still functional although at a lower level than when initially established. Farmers are still contributing grain just after harvest; the bank is still providing grain through credit or for purchase. The evaluation team asked the regional teams why CRS did not provide training to the management committees and learned that it is the

responsibility of the Village Development Committee (VDC) to promote good management of village facilities. Of course, if the VDC does not have good management skills itself, it is difficult for it to support a facility that plays such an important role in the food security strategy of the community.

Recommendations

- In the future, more emphasis needs to be placed on soil and water conservation measures and land rehabilitation efforts on personal fields as opposed to common lands destined for agriculture. Local experts should promote small group discussions in order to identify additional steps farmers would be willing to take to reduce soil and water erosion on their fields.
- Work with local authorities and technical services to facilitate dialogue with the community and develop guidelines for the exploitation of the gum tree plantations.
- Increase the number of local experts, particularly for commodities selected for the agro-enterprise program. Depending on the size of the group and the number per village, each group could choose a member to be the expert. Training should include elements of processing in addition to improved production techniques.
- Facilitate the internal mobilization of resources or links to external microfinance organizations, so that the agro-enterprise groups and other community groups can make investments in income generating activities.
- Take advantage of some groups' interest in having access to inputs, in order to establish input banks in strategic villages under the control of agro-enterprise groups. Work to facilitate contact between input banks.
- Field agents and current nursery breeders must receive training of greater depth, with an emphasis on seed selection, seeds germination methods and the fight against crop pests.
- In view of making this activity sustainable, nursery breeders must receive training on the economic management of a nursery, covering topics including: production costs, equipment renewal, tree production costs, equipment replacement, etc. This training will additionally serve as a foundation for discussions with the communities in order to determine their future contribution. It would be desirable to start this type of training in FY10.

IR 1.3: Local POs have enhanced their administrative, managerial, leadership and accountability skills to a remarkable degree.
There were many committees formed to manage various aspects of agro-pastoral and NRM activities as part of the program. They vary in scope and function from the Village Development Committee (VDC) (or CUSA in Tahoua) to individuals giving advice and technical information to farmers (local experts). For land rehabilitation, work teams are formed to construct the banquettes, while the CFW committee is formed to manage the process and ensure that the selection of participants and their ultimate payment is transparent.

In Konni/ Illéla, CARE assessed this social infrastructure in the former 2000-2006 DAP villages, finding 532 social structures in 61 villages.

They found that most were very weak and many non-functional. Another member of the evaluation team indicated that the most functional committees were those with specific tasks to perform.

Truly mature committees were able to mobilize community resources to lead development of village initiatives:

There are tools for assessing the maturity of a given committee and other types of local organizations. Such tools should be used to identify the weaknesses of committees with no official links with the government.

Recommendations

Evaluate program committees in former villages, using the data collected to develop a tailored program to mitigate any weaknesses.

2.2 Health /Nutrition

SO2: Target population's human capabilities are protected and enhanced through improved health and nutrition status by 2011

2.2.1 Impact Indicators

Three impact indicators were selected to measure the impact of PROSAN activities on the health and nutritional status of women and children in activity areas.

Impact Indicator 2.1a: Percentage of children aged 6 to 59 months with stunted growth (TpA< -2), by vulnerability status and gender. (IF FFP)

Designation	Baseline	Expected by midterm	Achieved by midterm	Change
Consortium	40%	38%	39%	-1%
Tanout/Mirriah	43%	41%	55%	+14%
Doutchi/Loga	46%	44%	36%	-8%
Konni/Illéla	33%	32%	30%	-2%
Countrywide	43.5%	(1)		

(1) Change in methodology from NCHS baselines used at HKI to WHO baselines.

The incidence of stunting worsened in Tanout/Mirriah, increasing from 43% (baseline) to 55% (midterm), a 12% increase. Several factors account for this, including:

1. Lack of a supplementary feeding program to provide food to those in need.

2. Difficult access to clean drinking water in sufficient quantity: women must often walk long distances to find water, and then spend significant amounts of time drawing sufficient water for the family and livestock. Supplying the family with water, in addition to other household responsibilities, leaves women very little time to care for their children (breastfeeding, feeding, hygiene and comfort, etc.).

The spectacular result recorded in Doutchi/Loga, with a decrease in stunting from 46% (baseline) to 36% (midterm) is simply the result of supplementary feeding. Indeed,

Doutchi/Loga benefited from the support of three NGOs that carried out supplementary feeding activities in the area. This included the following:

- Blanket feeding: from 2007 to 2008, an NGO distributed enriched food to all children aged 6 to 59 months.

- Three institutions joined forced with HKI for nutritional assistance activities in nine integrated health centers (CSI in French) of PROSAN intervention areas. These include HKI/UNICEF, HKI/OFDA, and HKI/CAFOD. The lesson of the Doutchi experience is that a system for community management of malnutrition must always be linked to an assistance center.

Impact indicator 2.1b: Percentage of underweight children aged 0 to 59 (Pap < -2) by vulnerability status and gender (FFP Indicator)

Designation	Baseline	Expected by midterm	Achieved by midterm	Change
Consortium	41%	39%	35%	-4%
Tanout/Mirriah	49%	47%	43%	-4%
Doutchi/Loga	45%	43%	34%	-9%
Konni/Illéla	30%	29%	30%	1%
Whole country	38.4%	(1)		

(1) Change in methodology from NCHS baselines used at HKI to WHO baselines.

Although the situation remained unchanged in Konni/Illéla compared with the baseline study, the other districts experienced significant improvements. Improved outcomes range from 11 percentage points in Doutchi/Loga to 6 points Tanout/Mirriah. While the Doutchi/Loga outcome can be accounted for with the contribution of blanket feeding partners (HKI/UNCEF, HKI /CAFOD, HKI/OFDA), this is not the case in Tanout/Mirriah, where this was a missed opportunity. Residual effects of 2000-2006 DAP also explain some of this difference, though only in the old 2000-2006 DAP villages. Unfortunately this difference in performance between the old and new villages was not taken into account in the quantitative evaluation.

Impact indicator 2.2: Percentage of women aged 15-49 with a body mass index below 18.5

Designation	Baseline	Expected by midterm	Achieved by midterm	Change
Consortium	12%	11.9%	14.9%	2.1%
Tanout/Mirriah	16.2%	15.4%	17%	1.6%
Doutchi/Loga	11.3%	10.7%	12%	1.3%
Konni/Illéla	11.9%	10 %	13%	2.6%

The situation worsened in each district because malnutrition in women 15-49 years old was not taken into account at the community level.

2.2.2 Intermediate results

It is undoubtedly premature to try to identify impacts from program activities that are expected to bear fruit in the long term. Furthermore it is difficult to identify a specific PROSAN impact given the changes that could be attributed to ISAN or other projects undertaken by multiple actors in the area.

Nonetheless, PROSAN did enable some health centers to carry out more advanced training and reach a larger population. Indeed, a number of achievements are attributable to PROSAN, including improved technical knowledge among health staff regarding Integrated Management of Childhood Illness (PCME), quality assurance, and supervision techniques.

2.2.2.1. Targeted households have improved access to health services

PROSAN improved household access to primary healthcare through the construction and rehabilitation of integrated health centers (Tahoua Region), and the organization of consultations in two Konni CSIs. This enabled the vaccination of children and pregnant women. HKI had also planned to construct an SCI in each activity areas (Dosso, Zinder), but this was postponed until 2010 due to financial constraints.

1) Health promotion

Communication for behavior change (CBC) in health/nutrition is the principal strategy used in this field. Certain village community development committees (CVA), support groups for maternal breastfeeding (GSA), and midwives disseminated educational messages under the supervision of health committee members (COSAN). The results of these CBC were the following:

A). WOMEN PRACTICE IMMEDIATE AND EXCLUSIVE BREASTFEEDING (IEB)

Although women were reluctant to practice IEB in the beginning of PROSAN, today a number of them have adopted the practice (14% at midterm against 13.2 at the baseline study). The development of these good practices is primarily the outcome of difficult and intense efforts by midwives who, upon delivery, ensure that the newborn is immediately breastfed. Beyond this role played by midwives, the CVA carry-out outreach activities and provide advice and support.

In order to increase the popularity of this practice, breastfeeding support groups (GSA) were established in all PROSAN villages. Male involvement in the GSA has helped convince them of the benefits of the practice and to sometimes get their approval. This makes IEB easier for the women.
In Dosso region, HKI trained the CVA to use skits to transmit their educational messages. This technique is popular despite the fact that the outreach workers have not yet received the costumes promised by HKI.

- Testimony

Maman Hamidine, an inhabitant of Itessan, testifies that "Now I understand that the herbal tea is the true cause of our children's disease. My son has not fallen ill since he has been on exclusive breastfeeding, and has started to crawl at only 4 months old. When you see this child, you would believe he had been raised in town".

b). Promotion of a healthy and balanced diet

PROSAN impacts include:

- Better use of local food due to educational messages and cooking demonstrations by CVA and GSA, notably through FARN.

- Synergy from integrating activities in multiple sectors (health/nutrition, agriculture, education) in the same community. For example, market gardening activities carried out in the context of the OSI focused on plants rich in micronutrients. Health/nutrition activities in turn encouraged consumption of micronutrient-rich food.

c) Community-based distribution of micronutrients (vitamin A, iron, folic acid)

HKI is responsible for providing micronutrients and organizing their community-based distribution to women and children in the three regions covered by the project area (Dosso, Tahoua and Zinder). However, this activity was not carried out because of administrative problems that made micronutrients unavailable.

d. Access to drinking water and basic sanitation measures

d1) Access to drinking water

The major types of hydraulic equipment in the PROSAN intervention village are traditional wells, boreholes and small-scale water-conveyance systems. In most villages, the latter two no longer function because of maintenance and repair problems. Wells are the main source drinking water.
This was the state of affairs prior to launching PROSAN.

Although though no new wells or sources of water were constructed with PROSAN - the only means of increasing communities' access to drinking water - CRS did renovate the following facilities:

- 13 hand pumps and 3 cement wells in Doutchi /Loga-
- 6 wells in Tanout.
- 5 wells and 2 hand pumps in Mirriah (currently being renovated)

These rehabilitated sources of water, with all essential equipment, supply water to the local population (wells are equipped with a pulley system for drawing water, a curbstone, a lid, a watering-place for animals, etc.). Management committees of 5 to 6 people (a president, a secretary, a treasurer and two people in charge of hygiene) were set up at each location.

d2. Hygiene/sanitation

Hygiene/sanitation measures were almost non-existent in the intervention villages. Garbage was strewn in the streets, areas around wells were unsanitary, and the locals relieved themselves around the village.

This has lead to the development of various vectors for diseases such as malaria, diarrhea, conjunctivitis, and scabies. In order to remedy this situation, PROSAN set up and trained hygiene/sanitation committees in each village, charged with disseminating educational messages on health and sanitation. HKI also built 200 latrines (one per household) in 20 project villages in order to popularize their use. The result has been a fundamental change in behavior. Mobilizing the local population to take part in the construction of latrines (whether by making bricks, transporting mud, or providing workers) could reduce the cost of a latrine by half, and thereby encourage their adoption.

2) Curative care

Using their training, the COSAN and CVA spread public service messages regarding home-based diarrhea treatment, and popularized the preparation of oral rehydration salt or “sweet and sour” water.

In sum, PROSAN made efforts to facilitate local populations' access to primary healthcare. Emphasis was above all placed on health promotion (education on health, healthy and balanced diets, drinking water and basic sanitation) and curative care (home-based diarrhea treatment). The lack of action on preventative measures, such as prenatal consultations, infant consultations, family planning, vaccinations, community-based micronutrient distribution, was however a deplorable oversight. Furthermore, treatment for serious cases of malnutrition in local CSIs was not anticipated, and nothing was undertaken for women aged 15-49, particularly with regard to BMI.

2.2.2.2 Health workers use their new knowledge and skills to improve their capacity

PROSAN particularly emphasized training for health workers at CSIs and health posts. Such training improved their skills in quality assurance, IMCI, and supervision techniques. Such skills are valuable both for the workers and the communities where they operate. One hundred eighty health workers in Dosso and Tahoua were trained in quality assurance and IMCI, while 53 in Konni were trained in quality assurance.

The important community-based growth monitoring initiatives launched in 24 communities should be replicated in other communities, given that they build the capacity of communities to foresee acute malnutrition risks in children less than 36 months old. Eight hundred sixty two children in 31 communities have already received care.

2.2.2.3 Household health and nutrition practices have improved

Households are putting into practice improved understanding of health and nutrition. This has resulted in more frequent visits to health service providers (CSI, CS), uptake of IEB, clean delivery practices, chemoprophylaxis, and household diarrhea treatment.

The supervision they received has made them more dynamic and capable of managing their health and nutrition. Households do not have other outside relations, but relations between individuals, health workers, midwives and CVAs have been maintained and even reinforced. The services they offer are valued, and appear to be sustainable.

A COSAN member contends that “supervisory meetings, cash for work, FARN sessions, have made it possible to strengthen solidarity between community members.”

PROSAN sessions to raise awareness have led households to adopt new behaviors, particularly regarding clean delivery, IEB, and dietary, corporal and clothing hygiene. Indeed, after one survey agent asked a mother to give water to her infant, she said that “We no longer give water to newborns”.

Using revenue from CFW, households have developed strategies to mitigate the effects of certain crises and shocks, such as disease, depletion of food stocks, lack of fodder, and drought.

2.2.3 Strengths, weaknesses, opportunities and threats

A number of internal and external factors stood out that have negatively or positively affected the implementation of activities initiated by PROSAN and carried out by communities.

a) Strengths

During discussions carried out with the beneficiaries, the strengths of implementation and supervision include:

- households' physical, material and financial participation in community activities
- acquisition of knowledge of health and nutrition
- application of said knowledge, through IEB, clean delivery, better CSI attendance, and improved hygiene
- households' assimilation of themes presented during CBCs
- reinforcement of social relations and solidarity between households
- sharing experiences via study trips
- training and equipment of community agents (CVA, mama lumieres and midwives),
- reinforcement of health agent skills in IMCE, quality assurance and supervision
- consolidation of CSI
- construction of roads
- rehabilitation of wells

b) Weaknesses

The weaknesses pointed out by beneficiaries include:

- female illiteracy
- lack of a central service to manage malnutrition cases that cannot be dealt with at the community level.
- lack of initiatives and monitoring indicators regarding female BMI goals (indicator 2.2: percentage of women aged 15 to 49 with BMI less than 18.5)

c) Opportunities

Opportunities at the beneficiaries’ disposal include:

- capabilities of the rural communes

- existence of local health committees,
- existence of development partners,
- availability of sanitation training,
- Peace Corps Volunteers in the area,

d) Threats

Program activities could be compromised by:

- harmful traditional behaviors,
- residual insecurity in some areas (Tanout for example),
- the emergency situation caused by a belated start of the rainy season combined with inadequate rainfall. The year will be a difficult one if strong mitigation measures are not undertaken immediately.

2.2.4 CONCLUSION AND GENERAL RECOMMENDATIONS

2.2.4.1 Conclusion

Careful consideration of the context of implementation and a critical examination of its various components and its progress to date justify discussion of PROSAN's overall merits.

PROSAN meets real and multifaceted needs, and its objectives are perfectly in line with national health concerns and orientations, that is nutrition and national health policies.

This assessment has identified strong and weak points of PROSAN, and made recommendations for the remainder of the program.

Despite a number of constraints, delays and difficulties which are inevitable given 1) the complexity of the program, 2) joint implementation carried out differently by different organizations, and 3) a context of social and economic crisis unfavorable to development issues, PROSAN is on the right track. Its fulfillment of impact indicators and its remarkable accomplishments are undeniably successes. These accomplishments include the:

- social and health infrastructure built or rehabilitated that is essential to the improvement of access to and quality of healthcare
- material support mobilized to improve the capacity of CSI
- wide range of training that increased health agents' capacity to correctly detect and treat child health in a timely manner
- roads built to facilitate access to health centers and related health services
- well and borehole rehabilitation, improving access to drinking water.

2.2.4.2 Recommendations

1. Revise impact indicator targets

a) Impact Indicator 2.1a: Percentage of children aged 6 to 59 months with stunting (vulnerability status and gender)

Designation	Consortium	Tanout/Miriah	Doutchi/Loga	Konni/Illela
Baseline	40	43%	46	30
Midterm target	38	41%	44	29
Midterm achievement	39	55%	34	30
Final target	36	40%	41	27
Revised final target	36	50	30	28

b) Impact Indicator 2.1b: Percentage of underweight children aged 0 to 59 months (PPA less than or equal to -2) by vulnerability status and gender

Designation	Consortium	Tanout/Miriah	Doutchi/Loga	Konni/Illéla
Baseline	41%	49	45	30
Midterm Target	39%	47	43	29
Midterm achievement	35%	43	34	30
Final target	36	46	41	27
Revised final target	33	40	30	28

Impact indicator 2.2: Percentage of women aged 15 to 49 with a body mass index inferior to 18.5

Designation	Consortium	Tanout/Miriah	Doutchi/Loga	Konni/Illela
Baseline	12.5	16.2	11.3	10.9
Midterm target	11.9	15.4	10.7	10.4
Midterm achievement	14	17	12	13
Final target		14	10.2	9.8
Revised final target	11.9	15.4	10.7	10.4

This indicator targets women aged between 15 and 49 years old, who represent 22% of the population. This is a rare case when such a group has received particular attention from development partners. Unfortunately, aside this manifestation of interest, there is no mention of implementation strategies or project development plans to reach this goal in any of the project documents, including the multi-year program proposal, indicator calculation methodology descriptions, or midterm implementation status documents. Indeed, all planned PROSAN activities in health and nutrition are essentially directed towards infants from 0 to 59 months old.

The question at hand is therefore whether this indicator should be deleted, or whether there are actions that could be undertaken for this group. Doing nothing for this group would certainly worsen its status, as the quantitative survey highlighted. Indeed, the nutritional status of women 15 to 49 years old improved in all districts.

The BMI establishes a person's nutritional status, classing a person in one of four categories:

-Normal nutritional status
-Chronic energy deficit

-Overweight
-Obese

In the last three categories, intervention is necessary to correct the problem. In the case of chronic energy deficiency, assistance in the form of an enriched diet and behavior change messaging is necessary. Identification of malnourished women can be done by the CVA at the village level by measuring the circumference of the upper-mid arm. When necessary, the women can be referred to the CSI for better case management.

In case of overweight or obesity, the problem can be solved through behavior change messaging centered on feeding and nutrition and daily hygiene.

As an expert in this field, HKI must design educational messages by considering all situations, and identifying appropriate transmission channels such as skits, radio broadcasts, informal chats, and the like.

2) Work in synergy and complimentarity with the other partners, in order to improve the capacity of CSIs to treat malnutrition cases that cannot be treated in the local community

Organizing Supplementary Feeding Centers (CRENAM) and Therapeutic Feeding Centers (CRENA)

The objective of CRENA: Manage malnutrition cases which cannot be treated at the community level. The steps are as follows:

- Link each PROSAN village to a CSI
- With villagers, identify cases of serious malnutrition without medical complications that should be referred.
- Establish community grain stores through household contributions from villages located in the service area a given CSI

3) In order to facilitate target populations' access to health centers, establish itinerant consultation centers entirely supported by the community (fuel and food.) PROSAN must prepare the community for taking up this responsibility. A contract should determine the responsibilities of each community and:

- appoint the people in charge of organizing the itinerant meetings
- bring people together before the arrival of the health worker
- ensure the safety of equipment
- participate in consultations
- pay for fuel for a motorcycle
- feed the health worker
- pay fees charged by the CSI (currently free)

Health workers must:

- Inform communities of their schedule and planned activities
- Carry out activities planned for each visit
- Meet deadlines
- Supervise ASC, matrons and support personnel for itinerant consultations
- Supervise community-level participation organizations.

4. Set up a consultation framework involving actors at all levels (community, departmental, regional, and national) in order to share the accomplishments of a given period and plan activities for the next period.

5. Develop a better system to monitor community growth by equipping all villages with a SELTER scale so that CSAs take on weighing, record keeping and interpretation themselves.

6. Study the predominance of malnutrition in girls revealed by the quantitative study.

7. Introduce methods to monitor the nutritional status of women aged 15 to 49.

2.3 Risk prevention and management

SO3: Target communities' resiliency is protected and enhanced through improved capacity to identify and respond to recurrent shocks by 2011

2.3.1 Impact Indicators

Impact indicator 3.1: Percentage of communities with the capacity to anticipate and manage crises through SCAP-RU.

2.3.2 Intermediate Results

Protecting and improving local communities' resilience to respond to and manage crises depends to a large extent on the establishment of systems at the community and commune levels that can link to the national early warning system. The creation of community-based SCAP-RU and OSVs integrating communes with the early warning system supplements the national disaster prevention and management system, which is currently only operational at the district level.

SCAP-RUs have been established in all three program areas. In Konni/Illéla, 34 inter-village SCAP-RU have been established in addition to the village level SCAP-RU established under 2000-2006 DAP. The effectiveness of these village-level institutions is due in large part to the field support provided by agents of ISCV, the local NGO contracted by CARE to implement PROSAN's community level activities. This NGO was formed by former field workers from 2000-2006 DAP, CARE's Mata Musu Dambara, and other development projects and thus have significant experience working with SCAP-RUs.

In Tanout/Mirriah and Dogongoutchi/Loga, SCAP-RUs have been set up in all PROSAN villages. But recruitment and training of new field workers for new villages caused delays in the establishment of SCAP-RU.

Selection of members

The selection of SCAP-RU members has varied across the three PROSAN regions. CARE, with activities in the departments of Konni/Illela (Tahoua Region), used a participatory approach that emphasized gender in particular. Members are selected during a general assembly of the village from among volunteers and those who are proposed by a fellow

villager. Some of the proposed were nominated and selected *in absentia*. The criteria used for selection include the sex of the individual, literacy in Arabic or French, availability, and personal experience. In some villages, the managing committee for the animal distribution program is presided over by a person recognized for his experience with livestock. The majority of SCAP-RU members are also members of other committees. Several reasons were provided to justify this: personal experience, especially literacy, availability (many adults leave the village to find work), and a sense of responsibility toward the community (some people won't do volunteer work).

In Tanout/Mirriah (Zinder Region) and Dougondoutchi/Loga (Dosso Region), CRS and HKI emphasized technical experience as a criterion for membership in the SCAP-RU. Members are selected from existing committees, such as the CVA, COSAN, community health promoters, local experts, and midwives. As members of technical or specialized committees, they were trained in that particular field. In addition, there are more young people participating in the SCAP-RU and other committees in the two regions.

Neither method for selecting committee members truly enables the participation of the most vulnerable persons in project activity management committees. Likewise, using a volunteer-based participatory approach doesn't enable the integration and representation of people with different social status. However, SCAP-RU members are accepted by communities and enjoy some popular and technical legitimacy.

Operationalization of the SCAP-RU

The operations of SCAP-RUs vary across regions, and within region from one village to the next. SCAP-RUs in the departments of Konni and Illéla are the most advanced. All the members know their roles and responsibilities. Women are not just token members but are active participants. All SCAP-RUs visited in Konni and Illéla send their reports to the commune, a fact confirmed by the mayors. But some SCAP-RU do not follow procedures, and don't keep a copy of their reports for their archives. There is little feedback from the communes and the technical services. This could discourage participation by the members of the SCAP-RU. One member from Farabani (Commune Illéla) explained that they sent their last report late to protest against the silence (lack of acknowledgment and/or feedback) of the commune and the project, after having sent 5 reports alerting the authorities that their well had caved in. In addition to regular monthly reports, the SCAP-RU send in special reports about epidemics, grasshopper attacks, and the like. The role of SCAP-RU is reinforced by the organization of food security stocks in the village, as well as by large scale food security.

In Zinder (departments of Tanout/Mirriah) and Dosso (departments of Doutchi and Loga), the SCAP-RU functioned for only two or three months. There were long delays between their creation, training, and supply allocation. Members were trained once for only two days, which was insufficient for them to master their roles. The SCAP-RU of the two regions does not transmit monthly reports to the communes. In Zinder, those committees that produce reports give them to PROSAN field agents. In Dosso, the SCAP-RU do not have standardized forms for collecting data. The committees do however send reports alerts to the commune, the technical services (agriculture) and to the PROSAN office. It appears that CRS-HKI encouraged this means of communication.

Linkages with other committees

In each of the three PROSAN regions, the CSs have created village committees to supervise committees which coordinate all other committees and development activities in the village. In Konni/ Illéla they are called 'CUSA' and in the CRS departments of Tanout/Mirriah and Doutchi/Loga they are called Village Development Committees (VDC). CUSA and VDC mobilize the population to participate in PROSAN activities and monitor progress. They are more operational in villages with specific activities, such as CFW.

In Zinder and Dosso regions, the village-level committees are interdependent because of their membership. The SCAP-RU benefits from the experience of the members of other committees, e.g. COSAN, local experts in sustainable agriculture, and midwives. The president of the VDC is automatically the secretary of the SCAP-RU. There is therefore a very strong synergy between the two, to the extent that they are merged. In the Tahoua region (Konni/Illéla) the recruitment of the SCAP-RU is from a larger base (the village at large) even if several people belong to all the committees.

PROSAN has enabled the emergence of a village elite with diverse resources (capital, cultural, social status), and which manages project activities.

In addition to the village committees established by PROSAN, there are other village organizations that existed before, or have been put in place more recently by other organizations/projects. There are no linkages between PROSAN committees and these structures even when the same people manage all the organizations.

SCAP-RU and the Village Chiefs

With the exception of one SCAP-RU, the village chiefs are not members of PROSAN committees. But actually, they participate in project activities, especially in the departments of Tanout/Mirriah and Doutchi/Loga. Village assemblies take place in their concessions and they are consulted by the presidents of committees. They are less involved in Konni/Illéla at the village level but they participate in the meetings of the observatories by monitoring vulnerability at the commune level. It is important to note that the position of village chief is the only legal institution in the village recognized by the State. Legal documents confer them the authority and responsibility for managing civil conflicts and managing village infrastructure.

Information quality and use

The CSs in Tahoua region (Konni/Illéla) and Zinder (Tanout/Mirriah) developed forms used by the SCAP-RU to collect data. The information collected is concerns food security, health and nutrition, agriculture and livestock production, environment and social relations. Indicators for characterizing different levels of alert were identified by the community, and are very similar to those defined in the National Contingency Plan.

The local information collected by the SCAP-RU represents an important source of data for the technical services and other partners. But the data collection forms need to be refined to enable the use of the information for decision making. Right now, only the price evolution data in local markets can be used by the national system to monitor vulnerability. The APCAN project implemented by CARE should be able to help solve the problem of a lack of

data to be used by the national system of prevention and management of natural catastrophes. By contrast, the special reports alerting the authorities on illnesses, floods, and insect and disease infestation of the main crops have demonstrated their effectiveness in calling attention to community problems.

In addition to reinforcing the national early warning system, the SCAP-RU also compensates for the lack of government extension agents who would normally be responsible for collecting crop production information at the village level. In the department of Illéla, there are only 4 district-level agricultural agents responsible for 168 villages. Instead of the traditional system focused on collecting agricultural information exclusively, the communes have access to a wide range of information in multiple sectors. The reports are sent to the communes, which should synthesize the information and share it with the technical services, projects and other partners.

Observatories for monitoring vulnerability

Observatories for monitoring vulnerability have been set up as a way to involve the new territorial entities - communes - in the national early warning system. The observatory is made up of representatives of the technical services, the village chiefs, and representatives of the SCAP-RU. The Mayor presides over the meeting and the representative of agriculture takes notes and prepares reports. The group meets twice a year to discuss and review SCAP-RU reports. Only the departments of Konni and Illéla in the PROSAN area of intervention have established the OSV in the communes where CARE works. In Tanout, APCAN facilitated the establishment of OSV in the communes where it is working but no OSV have been set up by PROSAN. There is no interaction or synergy between SCAP-RUs of APCAN and those of PROSAN-CRS.

After receiving the SCAP-RU reports, the communes should synthesize the data and send them on to the departmental agricultural service so that the information feeds into the national early warning system. But at this level, there are still problems because communes don’t have the human and technical resources to effectively utilize the data.

Despite this, the SCAP-RU reports have helped in decision making in some of the communes. Some municipal counselors have used the reports to plan development activities. In Bazaga Commune, for example an NGO that wanted to dig a well was directed to a village because of the report sent in by the SCAP-RU.

While observatories in Tanout/Mirriah and Doutchi/Loga have not been set up, those in Konni/Illéla are functional. But linkages to the national system of prevention and management of natural disasters have yet to be well established.

2.3.3 Community assets are protected during shocks

In the context of chronic food insecurity and climate variations, the SCAP-RU, if they are operational, can play an important role in mobilizing the population to deal with natural disasters.

Village-based response mechanisms have been developed in some PROSAN villages. They are sometimes presented on blackboards on public places.

Communal action dynamics and support created in the villages by the project have had some unexpected impacts. Some of the committees have expanded their roles and activities beyond those covered by the project. Committees organizing the population around certain independent projects were observed. In Haoukansara Village (commune de Oualalewa), the village committees organized the population to rehabilitate one of the wells that had not been used in 17 years. They also constructed a mosque in the village. In Koudaram Mani (Gangara commune), the population was rebuilding the house of the school director, which had been destroyed by the rains. Some committee members and other villagers were cultivating a communal field, the harvest to be used for the community contribution to the FARN for feeding malnourished children in the village. In another case, the village cereal bank is being restocked with contributions from heads of households

IR 3.3: Local early warning and crisis management structures have demonstrably enhanced their administrative, managerial, leadership and accountability skills

How to use the food stores and fixe the sale price? How to restock the cereal banks? How to deal with mismanagement of community assets such as the cereal bank? These are the subjects of discussions at village general assembly meetings. The alerts and information provided by the SCAP-RU help the community meet and discuss issues in order to identify solutions together.

Tasks assigned to SCAP-RU enable the development of analysis capacity and the capacity to discuss issues and make decisions at village level. Members of this committee conduct evaluations using agreed upon indicators, such as heath, social interactions in villages, purchase prices of the principal agricultural product in the area, and the sate of natural resources (pasture availability, environment management). Analysis of these data leads to discussions within committees as well as in communities.

This can also lead to new behavior in relation to health and the management of public and collective assets. In most of the villages, the committees speak out about the hygiene and cleanliness of the village and individual concessions, the use of mosquito nets, the adoption of new technologies, etc.

In a number of villages visited during the mid-term evaluation, it should be noted that there is a real willingness to become more secure and to be able to deal with the risks and effects of natural disasters. The lessons learned from past disasters and especially the increased awareness gained from project communication campaigns, from travel, and from increased access to mass-media represent real promise that communities are willing to take more responsibility for their own development. The response of the Secretary of the SCAP-RU of Chaffa (commune de Oualalewa) to the question " What makes us think that project activities will be managed well when the cereal bank put into place by BIT was mismanaged" is indicative of the changing mentality. He replied: "What could be done 10 years can't be done now. Things have changed. At the time of BIT, we weren't trained. Now, we restock the bank each season. But when there is a succession of deficit years, things become fragile."

Experience has shown that managing collective and public assets in the village is often difficult. Mismanagement and theft are common and the managers do not inform the communities. This observation motivated PROSAN to develop activities promoting transparency and good governance through training and, in the case of CARE, complaint

committees. While it is not always possible to identify problems of mismanagement during a rapid qualitative evaluation, the mismanagement and theft at the food security storage facility at Akassou 2 was talked about freely. The village level committees, once aware of the situation, brought the affair before the local authorities and the situation is now being resolved. This is a good example of good governance in the sense that it is necessary to recognize problems and through consensus find solutions.

Another example that sends a strong message to partners and communities is the legal action being taken by CARE against the local NGO Guyara, which was responsible for the animal restocking (habbanayé) in the departments of Konni and Illela.

The CFW activities are another opportunity to judge the transparency of committees because recruitment often leads to various types of collusion. In the village of Malouri (Tanout commune), recruitment is done through sign up lists and selecting from the list on a first-come, first-served basis. While this is one way to proceed with selecting those who will work, in the interests of equity it is perhaps better to recruit by household so that everyone will benefit from the activity.

Training to inform committees about accountability has been done predominantly in the departments of Konni and Illela. It is too soon to evaluate the impact of this training but already committee members know that they needn't remain passive in the face of dishonest construction workers and agents.

Despite all this progress, it became apparent that communication between the committees and the project is weak. In particular, the committee members are unaware of their power and authority to call upon field agents to explain things they don't understand or to offer suggestions for project improvement. When asked "why haven't you said that to the field agent", one woman replied "He didn't ask me about it"; and even more disturbing, the president of one committee replied "They are our bosses, we're afraid to contradict them." The outreach activities need to ensure that before the end of the project, the committees are empowered to take on the authority and responsibility to act for their own development and to no longer work from the perspective that the Project is directing their actions.

2.3.4. Recommendations

- Work toward a more coordinated approach to SCAP-RU by taking advantage of the comparative advantage and experience of the various departments
- Complete the establishment of observatories in PROSAN communes where they have not already been set up
- Encourage the communes to provide feedback on the SCAP-RU reports so that they become an instrument of dialogue between the local authorities, technical services and communities.
- Refine the data collection forms to make the information collected more precise, so that it can be input into the national system. Train the SCAP-RU in the use of the forms, and the methods needed to collect data.
- Provide technical support to the communes so they can synthesize the SCAP-RU reports and transmit the information to the Department level for inclusion in the national system.
- Explore the possibility of providing some token payment to committee members to compensate them for time spent on project activities.

- Provide refresher and advanced training to committee members, particularly those in Tanout/Mirriah and Doutchi/ Loga
- Engage in discussions with the Project APCAN in order to consolidate results before the end of the project.

3. Program operational strategy and management

3.1. Operational strategy

The Operational strategy for the implementation of all CSs consists in establishing community-based program management structures (COSAN, VDC, and CUSA), for thematic extension and service provision (CVA, local experts, midwives) to ensure that communities can manage risks (SCAP-RU). Through training, members are made aware of their roles and responsibilities within such structures (committees). Extension workers, people in charge of health education and service provision as well as SCAP-RU learn how to improve communities' nutrition and health status, how to increase agricultural production and enhance natural resource management as well as how to collect and analyze data with a view to warning local authorities in case of potential crises.

Through this strategy, PROSAN beneficiaries are closely associated with the management of all the aspects of the project. PROSAN uses a holistic approach to poverty reduction emphasizing community participation, health and nutrition, education, agriculture and natural resource management, water and habitat. Equity and gender are especially important in terms of participation and expected impacts. This approach places a lot of importance on strengthening human and social capital, on civil society, on skills for managing conflicts, and on human rights and dignity.

In order to implement this strategy, both CRS and CARE work through local partners. CARE works through local NGOs such as ISCV for field activities related to the three Strategic Objectives; through CDR for the Folakam watershed improvement activities and community structures for managing cereal banks; and through ADL to put food security stocks and cereal banks in place. CARE's collaboration with the department technical services (Environment, Rural Engineering, Agricultural Development and Livestock) is limited to specific technical support related to land reclamation, supervision of construction and road rehabilitation, reporting of SCAP-RU, training of paravets, and veterinary advice for the livestock restocking program (habbanayé).

In contrast, CRS contracts with departmental technical services for training and monitoring the technical activities of SO1. According to one of the CRS technical staff describing the partnership, the technical services are as familiar with the program and the participants as the CRS staff. For the day to day field activities, CRS has its own technical agents that work with community structures, and which are supervised technically by the government technical services in collaboration with CRS regional staff.

While HKI does not collaborate with local partners in the implementation of PROSAN, it is associated with UNICEF, CAFOD, and OFDA to conduct child recuperation activities in 9 CSIs in the PROSAN activity area. Support to community level structures related to SO2 has been, to date, provided by the CRS field agents. HKI conducted an assessment of community structures related to SO2 and the SCAP-RU in June 2009. The results indicated that only the

midwives were 100% operational. About 50% of the SCAP-RU were operational and 43% of the Village Health Promoters.Various reasons were given by the committees but the reasons given most often were: lack of organization, lack of training, and the fact that not all members had been selected by the field agents. HKI has recently hired assistant coordinators for both Dosso and Zinder and is in the process of hiring field agents to better support SO2 (70 old, 30 new for CARE). Focus on old or how to reinforce governance (management of investments). Focus on early warning and improve communities' resilience capacity.

In general, the strategy has had the desired effects, especially the old 2000-2006 DAP villages which have a longer history of collaboration with the CS. In agriculture and natural resource management, more farmers, both men and women, are adopting the improved agricultural practices promoted by PROSAN/2000-2006 DAP with the result being increased production and fewer months with insufficient food supplies. While FY09 targets for land rehabilitation have been reached, the targets from the two previous years were not. Agro-enterprise interventions have been delayed in Zinder and Dosso and the livestock restocking program in Tahoua has been reorganized and is continuing. PROSAN has increased access to primary health care but more could have been done if community outreach had been more aggressively facilitated. No activities for improving the health of women of child-bearing age have been planned or implemented to date.

Membership in and ownership of the development process are progressing. Though some community-based organizations have taken responsibility for project resource management and community mobilization for self-development, others do not consider themselves to be project collaborators, but rather recipients of project activities. They feel they have to "put up with the project". CARE increasingly works with PROSAN community-based organizations on good governance. It used the 2008 "downtime" to evaluate existing community-based organizations created and supported as part of 2000-2006 DAP. It found 532 community-based organizations in 61 2000-2006 DAP villages. As accountability cannot be separated from governance, good governance implies organizations will be accountable to communities for their activities. CARE also initiated community-based committees to improve communication and transparency between communities and PROSAN. The impacts of these efforts should be analyzed so that they can inspire the other CSs.

3.2. Project Management

The coordinating body and link to USAID FFP in Niamey is the CCB. It includes a coordinator, head of finance, head of monitoring and evaluation, and a head of public relations. Its functions are purely coordination and facilitation. Each of the CS has a coordinator and regional offices.

- There is no evidence of synergy between the three districts. Some districts do not benefit from the experiences of other partners within the Consortium, for example CRS and land reclamation, HKI and health, or CARE and SCAP-RU.

- CRS has not decentralized technical and decision-making duties with regard to the project. This has resulted in insufficient strategic thinking regarding the prioritization of field activities and technical support to field staff.

- Field workers' profiles are very diverse but the training they received is not sufficient to ensure adequate monitoring of all project actions.

- The disbursement of monthly funds, the timing of the requests and the slowness of procedures in Niamey could have negative consequences on the execution of project activities, particularly those of SO1 that are limited and must work within the constraints of the rainy season.

- The CCB monitoring and evaluation unit should review the logical framework of the project, the IPTT, the results tables, etc., date the latest version and ensure that the same language is used across all ME documents

3.3. Monitoring and Evaluation

During the evaluation review of project documents, the team noticed inconsistencies in the language used to describe the objectives, SOs, IRs, activities and performance in a wide range of documents used to track the progress of the project and submit reports to USAID. This includes original documents in English and French, the log frame, revised performance objectives and activities per production tables, as well as IPTTs. This is largely due the modification of the program during the amendment of the project, its submission, and adoption. The inconsistent and nuanced language has to a certain extent thwarted assessment of performance and impacts, the first objective of the midterm qualitative evaluation.

The CBC Monitoring and Evaluation Unit developed 27 monitoring forms for project activities to make data collection uniform, including types of data and methods of collection. The evaluation team asked to see such forms in only one CS office, where the forms were not classified in any particular order. The regional M&E manager had to look for them, and only the forms on the establishment of committees had been filed.

Samples of the field agent's quarterly reports indicate that in Tahoua, the agents collect, review, and organize information tables so that much of the field activity data is organized by sex and by vulnerability class, which is very useful. No matter whether they use the SE forms initially, they are trying to present data so that it can be added to the IPTT and the results/output sheets.

HKI is the only CS which seems to consistently use the output/realization table to report its information at least once or twice a year (review of quarterly reports).

The results of the quantitative survey need to be analyzed more critically. For all three strategic objectives, it appears that the survey was measuring the results of 2000-2006 DAP interventions rather than PROSAN interventions. This hypothesis could be easily tested by first disaggregating by department (in Zinder, Tanout vs. Mirriah, for example) and then by old 2000-2006 DAP villages and new PROSAN villages.

This information would be very informative and help make decisions about focus and the types of interventions that are needed. For example, it seems obvious that the community structures (COSAN, VDC, CVA, SCAP-RU) in the new villages are not functioning as they should in part because of insufficient training, delays between training and resupply, and in some cases, inadequate field support. But this could be confirmed in part by a more critical

analysis of the mid-term data. More analysis called for regarding the question of why there is such a large difference between the nutritional status of boys and girls. A more critical analysis would show if this is the case of the old villages (where there have been more nutrition education programs for the women) or in the new villages where it is too early to see the benefits of the community education programs. This information would be helpful in order to identity the TOR for a future study, so that this can be addressed in the final two years of programming.

The quarterly reports vary in quality and information they present. All the CSs use the synthesis table, which probably came from the CCB earlier in the program. The fact that not everyone reports by IR makes it difficult to place the information they are reporting in the context of PROSAN. Some reports are too narrative, giving unnecessary detail about study tours and monitoring and evaluation missions. Some do not relate their activities back to what was planned, and do not explain why they were unable to complete the plan.

3.4. Recommendations

- CRS field teams should be fleshed out with field technical staff for close supervision of activities. With the ongoing activities, it will be necessary to include specialists in health/communication, rural development, agriculture, environment, and hydraulics.

  All three CS should have more autonomy in decision making and authority to authorize outlays of up to 5 million CFA.

4. Cross Cutting Issues

4.1 Gender

In order to promote female participation, PROSAN set a quota for the participation of women's village committees organized to manage project activities. This strategy has had a positive effect on the position of women within the community as well as within their households. Women are now consulted when decisions are made, can participate in discussions and debates and express themselves more freely. The result is that women have more self confidence and the community has more confidence in them.

While women’s participation in committees has increased significantly, in some cases women participating in project activities (other than committee members or group leaders) do not always seem to be well informed or truly understand the objective of project activities. This is more obvious in activities related to SO1, particularly the habbanayé in the new villages in Tahoua Region and the newly formed agro-enterprise groups in the Zinder Region. Given the small number of sites visited, it is difficult to say how widespread the problem is. In the case of Habbanayé, in at least one new village (Koutoutourou, Badiguichiri commune), after the first distribution of animals (8 women and 5 men), over the next seven rotations for which lists had been established.

It is interesting to note that there are no female field agents working in Zinder Region. There is also no woman working in a technical capacity in the regional office. CRS made considerable efforts to recruit female field agents and even transferred agents from Doutchi to

Zinder. Because of the culture and perceptions of insecurity in the region, CRS was unable to keep women in the field. Tahoua Region is the most gender balanced with both female field agents and female technical supervisors, while the Dosso region falls somewhere between the two. Having female field agents is one way to demonstrate an organization's commitment to gender balance.

In addition to gender, particular attention is given to the active participation of highly vulnerable groups in committees and in project activities. Because of technical requirements and insistence on literacy as a criterion for some committee positions, the most vulnerable people are often excluded, despite sincere project efforts to include them in decision making. Another consideration for extremely vulnerable people is the voluntary, unpaid nature of committee participation. Since many vulnerable people work as day laborers, they do not have the time to dedicate to committee activities. In the PROSAN health and nutrition component however, vulnerable groups can participate in FARN despite being unable to make a contribution to the initial stock.

4.2. Partnership/participation

According to the project document, project establishment is to be done in collaboration with the communes, the GoN technical services and local NGOs. This approach should enable the CS to mobilize local expertise as entrepreneurs, and guarantee the sustainability of activities through ownership by national and local institutions and through actors having a stake in project success.

In general, partnership with PROSAN is highly esteemed, having inherited the good image left behind by 2000-2006 DAP. The partnership takes various forms depending on the actors, and collaboration with the project is accompanied by capacity building for agents of the technical services, NGOs, and the communes.

4.2.1. Partnership with local NGOs

CARE and CRS have a policy of implementing field activities through local partners. CARE signed a contract with the local NGO Initiative pour la Sensibilisation des Conditions de Vie (Initiative for Awareness of Living Conditions or ISCV) Tattaln Rayuwa in order to establish community organizations to train their members in Konni/Illela. This NGO has good field experience because its members had previously worked in various development projects. The coordinator of this NGO accompanied the evaluation team to the field, and impressed the evaluation team with his knowledge of the field, the situation in each village, and the key consortium contacts in villages where PROSAN is being implemented.

CARE has used other NGOs to provide specific services based on tender offers, including Aid for Local Development (Aide pour le Développement local or ADL), Contribution to Rural Development (Contribution au Développement Rural or CDR), and Gayarra. CARE still uses the services of the first two, while the collaboration with Gayyara was terminated because of mismanagement of the Habbanaye component of SO1.

ADL was responsible for setting up and training the management committees of the strategic stocks of food servicing several cereal banks in neighboring villages. CARE trained NGO staff several times in order to increase their capacity for implementing projects.

CDR assisted CARE in commodity distribution to the handicapped and the sick, and has implemented the Folkan watershed management activities which used a range of CES/DRS at various points in the watershed. CARE has partnered with CDR since 2000-2006 DAP.

The partners indicated that the principal constraint to working with CARE is the slow administrative procedures which delay payment for services rendered. Local NGO do not have the financial resources to prefinance project activities, and therefore depend on timely payment to keep operating.

The major development activities partner of CRS is CADEV. CADEV worked with CRS during 2000-2006 DAP and was contracted to implement field activities in Tanout/Mirriah and Doutchi/Loga. The original intention of CRS was to turn over project management to CADEV but this never came to pass, and the contract was terminated in July 2008.

CRS was obliged to reorganize its operations and hire the former field agents of CADEV. The last field agents were hired in November 2008 and the last of the new motorcycles arrived in July 2008. This massive change in operations significantly delayed implementation of SO1 and SO3.

4.2.2. Partnership with the technical services

The technical services that collaborate most closely with PROSAN are Agriculture, Health, Literacy and Informal Education, Rural Engineering, Environment and the Fight Against Desertification, Water Resources, and Livestock. The community development service is involved because of its role in monitoring development activities in the department, particularly in Konni where one person had been designated to monitor all projects in the department.

All the chiefs of technical services who were interviewed were satisfied with their collaboration with PROSAN. Representatives of the different technical services participated in the baseline study; in the MARP, in the creation and training of community structures and in monitoring project activities. The GoN technical services collaborate with several partners in the Consortium zones of intervention. In general, they view PROSAN as their principal partner.

In CRS regions, the technical services participate in planning and execution, and play a significant role in the supervision of field activities. They function much like consulting firms, with a TOR and assigned budget. Technical services contribute to the dissemination of new technologies by training local experts. It will be through these linkages between local experts and technical services that PROSAN activities will sustainable. While there is a good relationship between CRS and government technical services at the departmental level, there is little interaction with commune technical services.

PROSAN's relationship with the Ministry of Agriculture is different because of the need to integrate the SCAP-RU into the national early warning system, and into crisis management and prevention. Currently, the Agricultural Development Service is not sufficiently associated with monitoring the activities of SCAP-RU. Partnership is weak especially in Dosso and Zinder regions. Where the OSV were set up (Tahoua Region), the agents of the agricultural service are more involved. The Agricultural Development Service should not just

provide services under contract, but should also be viewed as a strategic institutional partner with a formal contract setting out the roles and responsibilities of agriculture and the CS in relation to SO3.

In the health sector, the medical staff of the CSI provides outreach services to rural populations, services particularly relevant to women of child-bearing age and children from 0 to 5 years old. In addition, with setting up rehabilitation and nutritional education programs for malnourished children at various CSI for example, the CSI of Kore Mairoua in the department of Doutchi. Partnership with the health sector usually involves more substantive collaboration and some contribution from the community. The community, through COSAN, contributes to the logistical support of the outreach program in their village. For CRENAM, each village within the territory of the health center contributes to the food stores used to treat malnourished children.

4.2.3. Partnership with the Commune

The communes are the new administrative units responsible for local development. The project is implemented in their territory. In Dosso (Doutchi/Loga) and Tahoua regions (Konni/Illéla), the communes were involved in the choice of the new villages, while in Mirriah the selection of the villages was done at the department level without the presence of the mayors.

In all three regions, locally elected officials and the departmental administration were informed and trained on issues related to PROSAN and the activities which would be undertaken.

In the departments of Konni and Illéla where the OSV are optional, the communes are closely associated with the project because the mayors are the presidents of the OSV. In Doutchi/Loga, the communes were involved in securing land agreements for the vegetable production sites and for the gum plantations

But partnership with the communes remains informal. The mayors would like to have a signed agreement with the project in order to be more involved in PROSAN implementation, and ultimately to prepare for the transfer of responsibilities to the commune to ensure sustainability.

It is interesting to note that the prefects or their representatives who met with the evaluation team are very satisfied with the project and its contribution to improving living conditions for the population and to the national development agenda. In the English version of the project document, the Consortium indicates that PROSAN actions are complementary to and compatible with the national strategy for rural development. In the future, when systems are in place, NGOs and other development actors will be integrated into the Action Plan for Rural Development and will have to show how they contribute to its objectives.

4.3. Recommendations

- Increase the communes' involvement in project implementation, because it is the commune that will ensure sustainability of project activities in the future
- Work more closely with the Service of Agricultural Development in order to integrate and have official recognition of SCAP-RU and OSV in the national early warning system
- Formalize partnerships by signing conventions and contracts in order to ensure that all parties are responsible for the success of project activities
- Facilitate discussions with the CVD and CUSA to help them reflect on how to mobilize community support to pay some of the costs of GoN technical services in the future

4.4. Literacy and Food for Training

4.4.1 Literacy

In the initial program design, the Consortium planned to collaborate with other projects and organizations to promote improved literacy in their zones of activity, because education and literacy were not eligible for financing by FFP in Niger. In 2007, when GoN imposed restrictions on the use of FFW in emergency aid and development programs, the Consortium negotiated with FFP and GoN to use the Food for Training as an alternative strategy for direct commodity distribution, and to use Cash for Work for rehabilitation activities and infrastructure for SO1 and SO2.

In this way, literacy became a cross-cutting component of PROSAN in 2008. The CS worked closely with the GoN office responsible for literacy training in each department. This is one of the best examples of collaboration with a government technical service that has been observed during the qualitative mid-term evaluation.

The literacy program is being conducted in both old and new villages. CARE opened one center per village in Konni/Illela, while there are two centers per site in CRS activity areas (Mirriah/Tanout and Dogondoutchi/Loga): one for men and one for women. At first the CS attempted to recruit literacy trainers from within the villages, but when it turned out that there were not enough locals capable of being literacy trainers, people from outside the village were hired and trained. CRS is paying the trainers 15,000 CFA plus an allocation of SFBW, whereas CARE is paying with SFBW only. When the trainers asked for a cash payment, some villages accepted while others did not.

For a number of reasons, there is a lot of enthusiasm for the literacy program. First, knowing how to read and write helps people every day as they use cell phones, use calculators, or read numbers and signs in Nigeria where many adult males go to market and to search for work. Second, literacy has become a means of advancement in the villages by opening the door to posts of responsibility or employment in development projects and NGOs (controller of CFW, secretary of a committee, etc), and to political parties.

One villager from Konjianjian (Tirmini commune, Mirriah) said:

> **"I wasn't hired by a company in Nigeria because I didn't know how to write my name. That's what pushed me to sign up for the literacy course."**

Another from Seloum (Oualelawa commune, Tanout) said:

"Before, in this village, even if someone sent a letter announcing the imminent destruction of the village, no one could read it to warn the population."

Receiving food supplies at the end of the training also motivates the participants because training ended during the period between harvests when food is scarce. But in many villages, the trainees had not been informed of this in advance. The field agents wanted to encourage voluntary participation but also there was some uncertainty about whether or not the supplies would arrive.

The selection of participants was carried out differently by CARE and CRS. In Konni (CARE's activity area), candidates were selected on the basis of a test organized by the Literacy Service. In Tanout/Mirriah and Doutchi/Loga (CRS areas), priority was given to committee members. The rest of the participants were randomly chosen from those who were signed up for the selection. Many young people participated in the training.

There are also differences in the length and contents of the training organized by CARE and CRS. In Konni/Illéla, CARE's training lasted 3 months and was comprised of two elements: basic notions of reading, writing and mathematics, and functional literacy based on the main themes of the project, health, nutrition, hygiene, etc. Training in the departments supported by CRS lasted 4 months and there was no functional literacy component. In both cases, the classes lasted three hours a day, which women found very difficult because of their daily chores.

The departmental literacy services indicated that the results of the training were satisfactory compared to other literacy centers supported by other projects. In general, men tested better than women in part because they started out at a higher level of literacy. Men are more exposed to writing because of their mobility, and their Quranic school attendance gives them an advantage. Most trainees attended regularly, although some abandoned the course, particularly in Dosso Region where attendance dropped when trainees left to go prospecting for gold.

CRS has launched a pilot study in collaboration with US and English universities in 13 villages where cell phones are used in literacy training. The objective is to facilitate access to market information for a number of agricultural products using cell phones to connect to the national market information database system. This program had been delayed in the villages visited during the mid-term evaluation, but the head of the Mirriah Department Literacy Service indicated that to date the results are satisfactory.

When the evaluation team was in the field, the courses had just ended and in Doutchi and final exams were taking place. Commodities were being distributed to the villages but the attendance reports had not been verified, so distribution to the trainees had not yet taken place. There was some concern that the food would spoil before it could be distributed

because storage conditions in the village are not good, particularly at the beginning of the rainy season.

In general, all the participants in the literacy courses are very proud of the training they received. The evaluation team informally tested some of the trainees and they all knew how to write their names. Some can even write and send messages on cell phones. Where functional literacy was a component of the literacy program (Konni/Illéla), the training was more effective. Women in particular appreciated the functional literacy because it reinforced the messages that they were hearing from the field agents and the village health animators. One woman indicated that she could now understand the need for keeping the village and the water sources clean.

4.4.2. Recommendations

- Begin the literacy training in January at the latest, in order to finish before the planting season;
- Extend training to 6 months in order to meet international standards set by UNESCO;
- Provide refresher courses for the literacy trainers;
- Harmonize the approach to literacy training in the six departments where PROSAN operates, by organizing a working meeting with the heads of the departmental literacy services.
- Establish village libraries so that learners will maintain and potentially improve their level of literacy.
- Increase payments to the literacy trainers in order to recruit and retain people with good skills.
- Prioritize the selection of youth (girls and boys) in particular in villages where schools have been built recently and there are many youth between the ages of 15 and 20 who didn't have the chance to go to school.
- Expand the recruitment base during the second phase of literacy training. Those achieving level 5 and 6 should not continue. Instead, other villagers should have the opportunity to participate in the courses.
- Consider providing or facilitating linkages to organizations which provide income generating activities for the women learners; one woman in Koutoutourou (Badiguicheri Commune) said "You've taught us how to calculate, we need to continue calculating."

4.4.3. Food for Training

One of the outputs for each of the strategic objectives is to organize Food for Training (FFT) sessions related to the specific objective. To date, commodity distribution has been used for literacy training alone but the CS will be meeting soon to establish procedures for using FFT in other contexts. According to the revised output table (August 2008), the number of direct FFT beneficiaries at the Consortium level for SO1 alone is 24,040, of which 22,500 came

from CRS intervention areas. This was a very ambitious target for the two remaining years of the program and it raises several issues that need to be considered before embarking on large scale use of FFT.

What training is taking place? To date, the beneficiaries of training have been subsets of the community (COSAN members, midwives, village health promoters, local experts, nursery managers, SCAP-RU members, etc.), and have been trained to undertake certain project-related activities. They have managed project activities, mobilized the population to participate in awareness raising and education sessions on various technical themes, and have offered farmers advice on applying new agricultural practices designed to improve production. They have not trained anyone in the strict sense of the word.

Who will be trained through FFT? A small number of people in each village are members of the community organizations set up by the project, and some belong to several organizations. During the evaluation, when the team split up to interview key interviewees, some villagers ended up talking to all three evaluators because he/she held key positions in at least three committees or organizations. If FFT is used for refresher or advanced training that benefits community organizations, such people will receive extra commodities given their participation in several training sessions. On one hand, this could be seen as remuneration for their voluntary, unpaid community work. On the other there will be vulnerable persons who may not benefit from any training opportunities.

The use of FFT for courses other than long-term ones like literacy training presents special challenges. It appears that to date only the ration size has been determined. A number of questions need to be addressed as procedures are set up, including the following: What is "training" in the context of FFT? How long should training go on before participants can qualify for food distribution? When and where will training be offered, given additional expenses potential incurred for transportation and lodging? How will attendance lists be kept and checked? How often will distribution commodities take place, given storage and transport costs? What will be the Consortium's strategy to ensure that at least one member of each household participates? Additional questions about the strategy and logistics of using FFT for courses other than literacy should be addressed before implementation. Because the best period to mobilize communities for any type of project activity runs from December to March, the Consortium is encouraged to discuss this complex issue soon. Using FFT for participation in normal extension and education activities of the project rather than for special skills training could undermine the "self-supervision" approach currently employed by the project and have a negative impact on long-term sustainability.

4.4.4. Recommendations

- Ensure that discussions establishing procedures for implementing FFT include the issue of equity
- Establish policy guidelines in addition to procedures for managing the process

4.4.5. Cash for Work

In 2007, the GoN announced that FFW could no longer be used in Niger despite having signed agreements with international NGOs - including the CS - for projects using FFW as an operational strategy for emergency aid and development activities. According to the

coordinator of the GoN Food Crisis Unit (Cellule de Crise Alimentaire), the rationale of the government was that the population would become too dependent on food distribution and outside assistance. Using cash on the other hand would be like paying any other worker for his labor. The "employee" would be able to choose how to spend the money: buy food (cereals, sauce, more varied foods like fruits and vegetables), pay off debt (such as those incurred as a crisis management strategy during a food crisis or natural disaster), is one of many strategies that poor people use when confronted by a crisis (food crisis, natural disaster), pay for healthcare or make an investment in some productive activity that reduces the family's vulnerability.

The decision caught many donors - including USAID and PAM - by surprise. Their implementing partners had significant food stocks already in country that were ready for distribution, as well as more in the pipeline based on previously negotiated contracts and agreements.

Effects on PROSAN were significant. Communal land reclamation/rehabilitation, construction of health facilities, and road rehabilitation were to be done using FFW resources. This represented a significant portion of activities programmed under SO1 and some of the SO2 activities. In 2008, the CS had to rethink their strategies and negotiate with both the GoN and FFP to find an alternative method of food distribution (Food for Training) and a way to motivate villagers to participate in SO1 activities. The solution was to use Cash For Work (CFW). In August 2008, the project amendment was officially signed but the lack of actual cash delayed the startup of CFW.

All the CSs set up CFW committees in villages that would be participating in the program. These committees were to ensure transparency in participant selection, keep attendance sheets, assist in rural and environmental engineering, and provide overall supervision and oversight at construction, road, and land-reclamation sites - the three major infrastructure activities using CFW.

Without FFW, CFW was the only strategy that could be used which to motivate communities to participate in reclamation of community land. Construction of roads and health facilities could have been done by paying private contractors but this would not have promoted community solidarity, participation and ownership of PROSAN. Roads in particular required the mobilization of resources across village boundaries. In Doutchi, 14 villages were mobilized on a stretch of road near Tiberi. In Illela, financial constraints and higher construction costs reduced the contribution of CARE to the rehabilitation of rural road, but the commune, department, and villages came together to contribute to the project, which is viewed as a priority for the development of rural communes.

Without CFW, the infrastructure and land reclamation/rehabilitation targets would not have been achieved at all. There has been some delay in reaching FY09 target levels but the field teams are convinced that in the time that remains they will meet project objectives if resources are available.

As with any project, there are unexpected effects and impacts which can be positive or negative. That is the case with CFW.

When the workers are paid, large amounts of cash are injected into the local economy. In some locations, there is little cash flow so the money is welcome and benefits many people

indirectly. In Tanout, about 1.9 million CFA was paid out in 1 day at one site. When asked what people would do with the money, most indicated that they would be going to market the next day to buy provisions. When the participants spend their "salary", the multiplier effect in the market helps vendors, transporters, and so on down the value chain.

To some extent, CFW is an on-the-job training opportunity. In other countries, men who have participated in CFW road construction projects have found work as unskilled laborers with large construction firms building and repairing roads. This ripple effect could occur in the PROSAN activity area, particularly because so many adult males leave the area to find work.

A major limitation of using CFW for infrastructure projects is that some communities consider the work to be too difficult for women so that they are excluded from participating. When this has occurred in PROSAN, the CS have identified smaller tasks the women can do but the time they spend working, and hence the amount of money they can earn, is severely reduced.

For CES/DRS, CFW is a bit more complex because land rehabilitation using banquettes is done by teams paid only after the Department Ministry of Environment certifies that the banquettes have been set up according to GoN standards. The work is so hard on the lateritic sites that even some men refuse to work if there is an alternative, such as agricultural labor during the cropping season.

To the extent possible, CFW should be implemented outside the agricultural season when there are fewer local work opportunities. This would reduce rural migration of adult males during the off-season, and in the absence of other opportunities they are willing to accept a lower wage for land reclamation than they would receive as agricultural laborers. Currently, CFW participant receives half what he would receive as an agricultural worker during the cropping season. If CFW is done during the cropping season, wages need to be increased at least to the current daily wage for an agricultural laborer. Systems need to be streamlined in order to pay workers on a regular basis.
If families have a source of income from November to March, they may be more likely to keep their food stocks intact instead of selling them right after harvest to pay down debt and to meet other family obligations. This would also extend the period that they could feed themselves from their own production.

Given the choice, most participants - even the men - prefer FFW. According to the women, once they are paid they have to buy food, so it’s easier to receive food directly. Fortified bulgur wheat was so widely used during 2000-2006 DAP and for emergency aid that it has practically changed food preferences in some parts of PROSAN areas. Women prepare it in a number of ways, and it requires no transformation as it can be cooked directly without milling, unlike millet. The women indicated that when they ate bulgur wheat they gained weight, an unexpected benefit in regions where women of childbearing age are malnourished.

While the use of FFW was abandoned because of GoN policy, it is interesting to note that, in the National Contingency plan published in the GoN’s Food Crisis Prevention and Management mechanism in 2007, FFW has a prominent place in the three crisis response scenarios.

Below are estimates of the resources the government would need in the moderate, critical, and extreme crisis scenarios.

Type	Moderate	Critical	Extreme
Cash for work	900,000,000 CFA	1,800, 000,000	63 billion
FFW	10,000 tones	30,000 tones	105,000 tones
Free distribution	20000 - localized	70 000 - targeted	250,000 -generalized

This indicates that the GoN is leaving the door open for future interpretation of the need for FFW.

4.4.6. Recommendations

- Systems need to be streamlined so that workers can be paid on a regular basis, especially if the work is done during the agricultural season
- The CFW committee should organize sessions in the community to remind men that money should be spent for family needs

5. Sustainability

The sustainability and actions of the mechanisms set up by the project will greatly depend on their ownership by beneficiaries and local government institutions. Ownership also depends on the methodological approach of the partnerships that were implemented.
The experience of the CARE MMD program shows that a good approach can be a source of sustainability.

In the context of the PROSAN project, actions carried out on the three strategic objectives and crosscutting themes have produced satisfying results regarding community opinions, and can aid in the sustainability of activities:

- Training local experts enables the villages to acquire the long-term, local skills.
- The experience of the Angoual Magagi Doka market is a good example of innovation dissemination. There is true ownership of activities there.
- Improvement of hygiene and sanitation practices has become something of a fad, and must be encouraged.
- Literacy is an important asset for the sustainability of activities.
- Communes represent a new factor that can contribute to sustainability of project activities given their proximity and leadership role.
- Excellent partnerships with the technical services and NGOs is an important factor for the sustainability activities.

6. Lessons Learned

Encouragement of complementary activities by other organizations and projects in PROSAN activity areas result in better results and more positive outcomes. Health activities were complementary to treatment using information from PROSAN, while microfinance aided agro-enterprises.

Without a conscious effort at networking with Consortium partners, the benefits of collaboration are lost. There is a lot to be gained from the experiences of each of the Consortium partners.

Systems of community responsibility for the treatment of malnourished children should always be associated with the health center doing treatment.

Appendices

Appendix 1: People consulted

Niamey	
M. Robert Luneburg	USAID/FFP, Niamey
Consortium	
M. Ali Abdoulaye	Deputy Representative, CRS
M. Idrissa Chipako	MYAP Coordinator and Head of Agriculture, CRS
M. Zakary Madougou	Deputy Representative and in Charge of Program, CARE
Mme. Merlee	HKI Representative
M. Issa Souley	S/E, CCB, MYAP
GoN	
M. Mounkaila Hamidou	Coordinator, Food Crisis Unit (CCA)
M. Djibo	Head of CCA Monitoring and Evaluation
M. Harouna Hamani	SAP-GC Coordinator
Ibrahim Adamaou	SG Ministry of Town Planning and Community Development
Abdou Chaibou	SG Ministry of Agricultural Development
Elhadji Mamane Issaka	SG Public Health Ministry
Boureima Hamidou	Planning Director, Public Health Ministry
M. Dillé Mamane	MAT/DC/Department NGO/DA
Tahoua Region	
Illela Department	
Ali Badjé	Prefect of Illéla
M. Harouna Arzika	Mayor of Badaguichiri
Maman Amadou	Mayor of Bagaroua
Biri Kassoum	Chief of Illéla administrative post
Amar Kambassouwa	Senior Physician
M. Mahamadou Tankari	GR Illéla
M. Ibrahim Amadou	Director of livestock farming
M. Tahirou Halidou	Agricultural Development Director
M. Alasan	Director of Environment and Fight Against Desertification
Amadou Roufai Hassane	CSI Director
M. Bawa Abdou	Literacy Service
M. Omar Bizo	NGO ADL

CARE Team	
M. Alio Namata	Coordinator and Regional Director
M. A. Boureima	Project Officer
Mme Aichatou Lewali	TA Agriculture and Natural Resources
Mme Ramatou Alfari	TA, Health and Nutrition, CARE
M. Souley Moussa	Head of Emergency Unit
M. Nazir Nakaka	AT/RC
M. Hamadou Djibo	ISCV

Konni Department	
M. Abduramane Oudou	Deputy Director, Livestock Department, Konni
M. Badoua Kalla	Environment and Fight against Desertification, Konni
F. Faraouta Gado	GR Konni
El Hadji Ibrahim Agiouba	CDR Regional Coordinator
El Hadji Issa Arzika	CDR Supervisor
M. Salami Issoufrou	INRAN-Konni
M. Salissou Illiassou	DD Community Development
M. Chégou Tiza	DD Agricultural Development
Zinder Region	
CRS/HKI Team	
M. Mahaman Lawali Moussa	Regional Director and Coordinator
M. Bizo Zoubeirou	SE
Dr. Marafa Hassane Saley	HKI Coordinator
M. Bagalé Amadou	HKI Assistant Coordinator HKI
Mirriah Department	
El Hadj Ousmane Saidou	Rural Engineering Director, Mirriah
M. Souleymane	Environment Director, Mirriah
M. Moussa Maikanti	DAC/POR
M. Issia Mori	Literacy Inspector
M. Ali Akilou	Tirmini rural commune Mayor
Tanout Department	
M. Amadou Saga	SG Prefecture
M. Hachimou Mamane	DD Community Development
M.Jaharou Yacouba	DD Agricultural Development
M. Rabiou Nouhou	Crop Protection Branch
M. Djibrilla Malikan	Literacy Inspector
M. Moussa Ganaou	Mayor of Ouelelewa rural Commune
M. Ibrahim Insitak	Director Rural Engineering
Dosso Region	
CRS/HKI Team	
M. Saley Boukari	CRS Coordinator
M. Harouna Mayou	Head of monitoring and evaluation
Mme Oumarou Balkissa	HKI Assistant coordinator
M. Harouna	HKI Coordinator
Doutchi Department	
Maijima Guimba ?	Mayor of Guecheme
M. AbarchI Dagara	Guecheme SG

M. Ibrahime Aboubakar	Deputy Agricultural Development Director
M. Abdou Idi	Rural Engineering
M. Boubacar Mamane	Director of Environment and Fight against Desertification
M. Souley Aboubacar M. Ibrahim Daouda The epidemiologist The Mayor	Literacy Inspector DD Agricultural Development Deputy Health District Dogon Kiria Commune
Loga department	
M. Le Préfet M. Agali Abdoulaye	 Director of Hydraulics
M. Zika Sombeyzé Abdou	GR Loga
M. Abdourahamane Yacouba M. Alzouma M. Amadou Bako Médecin chef du district OP directors Producers	Environment and LCD Literacy Inspector Chief of Vegetable Protection Branch In villages visited in the three districts

Appendix 2: Consulted documents

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