



2006 Survey on Monitoring The Paris Declaration

Country Chapters

NIGER

The 2006 Survey on Monitoring the Paris Declaration was undertaken in 34 countries that receive aid. The results of the survey are presented in two volumes. **Volume 1** provides an overview of key findings across 34 countries. **Volume 2** presents the baseline and key findings in each of the 34 countries that have taken part in the survey. This chapter is based primarily on the data and findings communicated by government and donors to the OECD through the Paris Declaration monitoring process. A more detailed description of this process, how this chapter was drafted and what sources were used is included in Volume 1, Chapter 2.

Both Volume 1 (Overview) and Volume 2 (Country Chapters) of the 2006 Survey on Monitoring the Paris Declaration can be downloaded at the OECD website:

www.oecd.org/dac/effectiveness/monitoring

A second round of monitoring will be organised in the first quarter of 2008 and will be an important contribution to the Accra High-Level Forum on Aid Effectiveness in September 2008.

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NIGER'S PEOPLE, NUMBERING ABOUT 12 MILLION, subsist on an average annual income of just USD 230 (gross national income per person). According to 2004 data, 61% of the population fall below the dollar-a-day international poverty line. Niger has endorsed the Paris Declaration and the effectiveness of aid is a key concern to the international community. Net official development assistance (ODA) to Niger was USD 536 million in 2004, or 17.5% of gross national income. This chapter is based on information provided by the government of Niger and 15 donors that together account for 86% of aid to Niger. 2005 was an exceptionally difficult year for Niger, as drought and a locust invasion brought high levels of food insecurity.

DIMENSIONS	BASELINE	CHALLENGES	PRIORITY ACTIONS
Ownership	Moderate	Linkage between the Poverty Reduction Strategy and resource allocation is achieved only at a general level via a Medium-Term Expenditure Framework.	Provide details of the activities required to meet Poverty Reduction Strategy II objectives, to enable closer linkage to funding and the budget.
Alignment	Low	Use of government systems is moderate and use of parallel structures is widespread. Co-ordinated capacity development is lacking, except in health, education and public finance.	Step up donor efforts to comply with country cycles and procedures. Draw up a government vision for a comprehensive strengthening of public administration capacity. Pursue efforts in implementing reforms in public finance and promote respect for national procedures.
Harmonisation	Low	Use of common procedures is mostly restricted to health and education sector-wide approaches.	Improve understanding of requirements and possibilities of direct budget support and sector-wide approaches.
Managing for results	Low	Information on results is uneven and poorly disseminated.	Support work of the General Directorate of Development Programme Assessment.
Mutual accountability	Low	No mechanism for mutual assessment is in place.	Conduct regular joint monitoring of a harmonisation plan consistent with the Paris Declaration.

OVERVIEW
Box 25.1
Challenges
and priority
actions

OWNERSHIP

OWNERSHIP IS CRITICAL to achieving development results and is central to the Paris Declaration. It has been defined as a country's ability to exercise effective leadership over its development policies and strategies. Achieving this – especially in countries that rely heavily on aid to finance their development – is not a simple undertaking. Nor, of course can it be measured by a single indicator. For donors, it means supporting countries' leadership, policies, institutions and systems. This is commonly referred to as alignment (see below). Donors are in a better position to do this when governments set out clear priorities and operational strategies – which is the main focus of Indicator 1 of the Paris Declaration.

According to the draft text for the World Bank's 2006 Aid Effectiveness Review (AER), the government of Niger should strengthen its leadership of development assistance co-ordination. There appears to be a lack of continuity and regularity in the convening of joint government-donor forums. For example, the Ministry of Finance chaired a Government/Donor Committee up to June 2003 in connection with the first Poverty Reduction Strategy (PRS) but this was not continued. There was another Donors Forum chaired by government in March 2006 in Niamey, prompted by the need to replenish the grain reserve and finance a budget shortfall. A further meeting has been proposed for 2007 for the financing of PRS II, to be preceded by a conference on aid effectiveness in Niger that will breathe new life into aid co-ordination mechanisms. Thematic working groups have previously been convened by donors, but the government is assuming a greater role in health, education and public financial management.

INDICATOR 1

Indicator 1 of the Paris Declaration follow-up measures the extent to which a country has an operational development strategy to guide the aid co-ordination effort and the country's overall development, using the 2005 AER as the basis of this judgement. In the AER's terms, an operational strategy calls for: a coherent long-term vision and a medium-term strategy derived from it;

specific targets serving a holistic, balanced and well-sequenced development strategy; and capacity and resources for its implementation.

Niger is not considered to have a national development strategy (poverty reduction strategy) that is largely developed towards good practice, putting it in category C of the World Bank Comprehensive Development Framework (CDF) descending scale running from A to E. Some 58% of the countries covered were judged to be in this position in 2005.

Niger has had a recognised PRS since 2002. This has provided a medium-term policy framework. The recent studies of analysis of poverty and annual progress reports on PRS implementation are currently feeding into the preparation of a second PRS covering the years 2007-11. Other inputs have been provided by sector strategies for education, health, rural development, transport infrastructures, urban and rural development, some of these predating the first PRS and others finalised more recently. Local development programmes are recognised as an area of weakness that needs to be addressed along with the finalisation of PRS II.

The PRS (2002-05) set broad goals that related to the Millennium Development Goals but were less ambitious in a number of respects. It described four pillars and three cross-cutting themes, with specific targets co-ordinated with sector strategies. The degree to which objectives and targets were translated into activity plans that could be costed and included in the budget is unclear from the available information. According to the draft 2006 AER, the use of sectoral Medium-Term Expenditure Frameworks (MTEFs) has helped to reorient public expenditures towards priority sectors, and to guide sectoral budget proposals. Through this mechanism, the linkage between the PRS and the allocation of public resources is increasing year by year. However, there must be further progress in specifying the government activities needed to reach PRS goals (and in ensuring that these are provided with the necessary resources and capacities), before Niger can be considered to have an adequate operational development strategy.

ALIGNMENT

NIGER AND ITS DONORS have taken several steps towards an alignment of aid with country policies and systems. The major donors believe that their programmes help the country to meet the objectives set out in the PRS, and some undertook specific revisions to bring their country strategy into line with PRS priorities. All are committed to aligning with PRS II at the next opportunity. On the other hand, according to several of the more demanding tests of alignment contained in the Paris Declaration, the alignment of aid with country policies and systems has some way to go. Public financial management and procurement country systems have been improving but do not yet provide a robust framework for the integration of aid to meet poverty reduction objectives. Donors must also work harder if the Paris Declaration commitments on alignment are to be fully realised.

BUILDING RELIABLE COUNTRY SYSTEMS

The World Bank's Country Policy and Institutional Assessment (CPIA) gives Niger a current score of 3.5 for the quality of budgetary and public financial management, which is somewhat above the average for International Development Association borrowers. The AER sees progress in strengthening public financial management. A new budget terminology based on the West African Economic and Monetary Union (WAEMU) directives was adopted in 2003. However, the Heavily Indebted Poor Countries tracking study carried out in 2004 found that Niger met only 5 of 16 standard public expenditure management indicators. A Public Expenditure Management and Financial Accountability Review (PEMFAR) assessment also conducted in 2004 pointed to a number of necessary reforms, and the government is reported to be taking action. Much will depend on the energy with which they are carried out.

The innovations include technical improvements such as an Integrated Financial Management System. However, the most important feature that will enable Niger to move forward on its Paris Declaration commitments is a firm resolve by the country's political leadership to use public expenditure management as an instrument for development.

Reforms are also under way to improve the country's procurement systems. A new Procurement Code consistent with WAEMU guidelines was adopted in 2003, and this is being applied throughout the public sector. Several important steps have been taken to implement the Code. Although the reform framework is progressing, the structures responsible for procurement are not operational, and will need to be reinforced in order to function fully. This is encouraging nevertheless, and should prompt more donors to make full use of the country arrangements for procurement over the coming years. A numerical score for Indicator 2b, an assessment of the quality of the procurement system, is not currently available, however. Niger ranks 126th out of 158 on Transparency International's Corruption Perception Index.

ALIGNING AID FLOWS ON NATIONAL PRIORITIES

Indicator 3 seeks to assess the degree to which aid flows are aligned with national priorities, using the proportion of aid recorded in the budget as a proxy.

The table provides government's budget estimates of aid flows for fiscal year 2005 (numerator) as a percentage of aid disbursed by donors for the government sector for the same period (denominator). This ratio tells us the degree to which there is a discrepancy between budget estimates and actual disbursements. The discrepancy can be in two directions: indeed budget estimates can be either higher or lower than disbursements. In order to have a single measure of discrepancy that is always less than 100%, the ratio is flipped when budget estimates are higher than disbursements.

INDICATOR 2a

INDICATOR 2b

INDICATOR 3
Table 25.1

Are government budget estimates comprehensive and realistic?

	Government's budget estimates of aid flows for FY05 (USD m) a	Aid disbursed by donors for government sector in FY05 (USD m) b	Baseline ratio* c=a/b (%) c=b/a
African Dev. Bank	31	3	11%
Belgium	5	16	29%
Canada	--	3	
Denmark	5	3	50%
EC	90	66	73%
Egypt	--	2	
France	53	40	76%
GAVI Alliance	--	1	
Germany	8	21	36%
Global Fund	--	3	
IDB	16	11	69%
IFAD	--	1	
IMF	18	17	95%
Japan	4	24	19%
Switzerland	5	3	52%
United Nations	22	35	62%
World Bank	89	96	93%
Total	346	344	99%

* Baseline ratio is $c = a / b$ except where government's budget estimates are greater than disbursements ($c = b / a$).

INDICATOR 4
Table 25.2

How much technical assistance is co-ordinated with country programmes?

	Co-ordinated technical co- operation (USD m) a	Total technical co- operation (USD m) b	Baseline ratio (%) c=a/b
African Dev. Bank	0	1	0%
Belgium	0	6	0%
Canada	0	0	0%
Denmark	0	1	0%
EC	0	3	0%
Egypt	--	--	--
France	2	11	21%
GAVI Alliance	0	0	--
Germany	0	7	0%
Global Fund	0	0	--
IDB	0	0	0%
IFAD	0	0	0%
IMF	0	0	0%
Japan	0	6	0%
Switzerland	1	3	17%
United Nations	6	16	37%
World Bank	0	3	0%
Total	9	58	15%

The baseline value for Indicator 3 in Niger is 99%. Achieving the target agreed in Paris of 100% for this indicator will require concerted efforts by donors and government.

According to the questionnaire return, there are problems arising from lack of synchronisation of donor planning cycles with those of the country, and others that are due to the absence of an effective system for ODA data collection. The two problems must be tackled in parallel, by a collaborative effort by donor agency planners and the budget authorities.

CO-ORDINATING SUPPORT TO STRENGTHEN CAPACITY

Capacity constraints are among the most significant obstacles to the ability of country systems to capture and co-ordinate aid flows more effectively. The Paris Declaration commits donors to providing more co-ordinated support to capacity development under country leadership, with a target of 50% provided in this form by 2010. The survey indicates that currently only 15% of reported technical assistance is considered co-ordinated in this sense. Moreover, this figure was arrived at using a relatively inclusive understanding of capacity development programmes led by government. Included within the 15% are the capacity-strengthening components that receive co-ordinated support of the National Education Development Programme, the PEMFAR, the *Programme d'appui au dispositif de gestion de crise alimentaire* (programme of support to managing the food crisis) and the *Programme d'appui au plan de développement sanitaire* (programme of support to the sanitation development plan). In the government's view, the shortage of co-ordinated capacity development is directly linked to limited joint donor support to sector programmes in Niger. In the donors' view, the difficulty comes from the absence of a global capacity-building programme.

INDICATOR 5a
Table 25.3

How much aid for the government sectors uses country systems?

	Aid disbursed by donors for government sector (USD m) a	Public financial management				Procurement	
		Budget execution (USD m) b	Financial reporting (USD m) c	Auditing (USD m) d	Baseline ratio (%) avg(b,c,d) / a	Procurement systems (USD m) e	Baseline ratio (%) e / a
African Dev. Bank	3	0	0	0	0%	0	0%
Belgium	16	2	2	2	12%	7	46%
Canada	3	2	2	0	33%	0	15%
Denmark	3	0	0	0	1%	3	100%
European Commission	66	41	0	0	21%	41	62%
Egypt	2	--	--	--	--	--	--
France	40	14	14	10	32%	33	82%
GAVI Alliance	1	0	0	0	0%	0	0%
Germany	21	0	0	0	0%	12	58%
Global Fund	3	0	0	0	0%	0	0%
IDB	11	0	0	0	0%	0	0%
IFAD	1	--	--	1	--	--	--
IMF	17	17	17	17	100%	17	100%
Japan	24	4	4	4	15%	4	15%
Switzerland	3	0	0	0	0%	3	100%
United Nations	35	9	0	0	8%	9	24%
World Bank	96	40	40	40	42%	40	42%
Total	344	128	78	73	27%	168	49%

It is critical to increase the contribution of sector programmes, with capacity-building components. However, this should not distract attention from the more ambitious objective to which countries and donors have committed themselves in the Paris Declaration. Partners must take a fresh approach to capacity development based on a well-considered, realistic and comprehensive country vision for capacity development, to which donors offer support. The 2006 AER reports that the government decided not to include a comprehensive capacity-building strategy in PRS II, but that donors have requested the development of such a framework.

USING COUNTRY SYSTEMS

Indicator 5a is a measure of the use of three components of country public financial management systems by donors. The average use of all three systems is 27%. Given Niger's relatively high CPIA score for public budgetary and financial management, this should rise to 51% by

2010. The utilisation of the national procurement system is somewhat greater, but this proportion could reasonably be expected to increase as the country's new procurement arrangements become embedded.

The government notes that the use of government systems is closely associated with direct budget support/balance of payments support, which has been provided by the European Community, International Monetary Fund, African Development Bank and France, with the World Bank beginning a Poverty Reduction Support Credit in 2006-07. When aid is provided to public-sector organisations by means other than direct budget support, the use of government audit and even execution arrangements is severely constrained by capacity limitations. However, the improvements in audit functions and capacities resulting from the implementation of the PEMFAR are expected to alleviate this problem.

INDICATOR 6
Table 25.4

How many PIUs are parallel to country structures?

	Parallel PIUs (units)
African Dev. Bank	0
Belgium	5
Canada	8
Denmark	2
European Commission	13
Egypt	--
France	4
GAVI Alliance	0
Germany	0
Global Fund	0
IDB	0
IFAD	2
IMF	0
Japan	0
Switzerland	7
United Nations	4
World Bank	7
Total	52

AVOIDING PARALLEL IMPLEMENTATION STRUCTURES

The Paris Declaration calls for a substantial reduction in the number of project implementation units (PIUs) that are parallel in the sense that appointment decisions and accounting relationships involve the donor alone. Survey results indicate that there are 52 PIUs in Niger. The government of Niger believes that this is an underestimate. Certain donors, including the Arab Fund, did not answer this question. Most donors consider the use of PIUs to be more effective, given the poor quality and low numbers of staff available in government. However, they could strengthen the administration by redirecting the resources currently used to recruit staff for PIUs at salaries well above normal administration rates into the administration for the purposes of project management.

The 2006 AER points to limited efforts by external partners to phase out PIUs except in the health and education sectors, where the central ministries are playing a key role in implementing programmes linked to the sector strategies. This is clearly an issue deserving greater attention in Niger from both government and donors.

It has obvious links to the question of a capacity development strategy for the public administration as a whole, because the perceived lack of project-management capacity in the administration reflects a number of concerns apart from human resource limitations.

PROVIDING MORE PREDICTABLE AID

There is a need to improve the predictability of support and the measurement of performance in this regard. Indicator 7 focuses on the government's ability to record disbursements in its accounting system for the appropriate year.

The table looks at predictability from two different angles. The first angle is donors' and government's combined ability to disburse aid on schedule. In Niger, donors scheduled USD 151 million for disbursement in 2005 and actually disbursed – according to their own records – significantly more than expected (USD 344 million). The discrepancy varies considerably among donors and is mainly due to late disbursements carried over to 2005 and to delays in implementing programmes. The second angle is donors' and government's ability to record comprehensively disbursements made by donors for the government sector. In Niger, government systems recorded USD 110 million out of the USD 344 million notified as disbursed by donors (32%), indicating that a significant proportion of disbursements were not captured, either because they were not appropriately notified by donors or because they were inaccurately recorded by government.

Indicator 7 on predictability has been designed to encourage progress against both of these angles so as to gradually close the predictability gap by half by 2010. In other words, it seeks to improve not only the predictability of actual disbursements but also the accuracy of how they are recorded in government systems – an important feature of ownership, accountability and transparency. In Niger, this combined predictability gap amounts to USD 41 million (27% of aid scheduled for disbursement). Closing this predictability gap will require donors and government to work increasingly together on various fronts at the same time.

INDICATOR 7
Table 25.5

Are disbursements on schedule and recorded by government?

	Disbursements recorded by government in FY05 (USD m) a	Aid scheduled by donors for disbursement in FY05 (USD m) b	Aid actually disbursed by donors in FY05 (USD m) FOR REFERENCE ONLY	Baseline ratio* (%) c=a/b c=b/a
African Dev. Bank	--	0	3	
Belgium	--	2	16	
Canada	--	3	3	
Denmark	--	0	3	
European Commission	39	38	66	98%
Egypt	--	--	2	
France	14	11	40	74%
GAVI Alliance	--	4	1	
Germany	--	21	21	
Global Fund	--	6	3	
IDB	--	0	11	
IFAD	--	1	1	
IMF	18	3	17	16%
Japan	--	24	24	
Switzerland	--	0	3	
United Nations	0	0	35	
World Bank	40	40	96	100%
Total	110	151	344	73%

* Baseline ratio is $c = a / b$ except where disbursements recorded by government are greater than aid scheduled for disbursement ($c = b / a$).

They might work at improving:

- the realism of predictions on volume and timing of expected disbursements;
- the way donors notify their disbursements to government;
- the comprehensiveness of government's records of disbursements made by donors.

Against this background, 2005 may be an untypical year in which to consider the factors influencing predictability of external funding for Niger. Additional funding provided directly or indirectly in response to the drought substantially distorted the normal patterns between intended and actual flows, and between both flows and the government accounts. The text of the survey return points to a number of other factors that reduce predictability of aid flows to Niger, which may be important issues to consider in the long term.

On the budget support side, they include delays in meeting conditionalities. Project support is hampered by weak understanding of the procedures and execution difficulties. Donors could remedy the first problem by taking into account the real capacities of the country when fixing conditionalities. The second problem could be alleviated if there were a single government window with responsibility for assisting the execution of projects. The AER calls for better alignment of programme reviews with the agricultural and budget cycles, as well as timely disbursement of budgetary support consistent with the budget execution cycle of the year. Action is being taken on these issues. There is also a need for greater efforts to get project funds included in the budget and the national accounts.

UNTYING AID

According to OECD data covering 88% of 2004 commitments, 84% of aid to Niger is untied. The Paris Declaration commits countries and donors to make progress in further untying aid.

INDICATOR 8

INDICATOR 9
Table 25.6

How much aid is programme based?

	Programme-based approaches			Total disbursed (USD m) d	Baseline ratio (%) e=c/d
	Budget support (USD m) a	Other PBAs (USD m) b	Total (USD m) c=a+b		
African Dev. Bank	0	0	0	12	0%
Belgium	2	6	8	16	51%
Canada	0	2	2	4	40%
Denmark	0	0	0	3	4%
European Commission	5	0	5	74	6%
Egypt	--	--	--	2	--
France	10	4	14	47	31%
GAVI Alliance	0	0	0	1	52%
Germany	0	22	22	22	100%
Global Fund	0	13	13	13	100%
IDB	0	0	0	15	0%
IFAD	--	--	--	1	--
IMF	17	0	17	17	100%
Japan	0	0	0	24	0%
Switzerland	0	0	0	9	1%
United Nations	0	35	35	38	91%
World Bank	0	7	7	96	7%
Total	33	89	123	393	31%

HARMONISATION

PROGRESS IS BEING MADE in aligning aid with country policies and systems in Niger, and several of the obstacles remaining have been pinpointed. Donors are coming to a consensus on aspects of aid harmonisation, at least among those providing support to the government sector. This applies to programme-based approaches, joint missions and joint analytical work. If this is truly the case, it should be possible to organise a platform for action that will help reduce aid fragmentation through specialisation and delegation, and to improve internal processes that contribute to collaboration, recognising that this study does not look directly at these two important commitments of the Paris Declaration.

USING COMMON ARRANGEMENTS

The proportion of reported government-sector aid using programme-based approaches (PBAs) and by that token employing common arrangements is currently reported as 31%. This reflects a small volume of direct budget support involving

three donors, the International Monetary Fund programme (counted here as budget support) and a somewhat larger set of contributions to sector programmes. Overall, the contribution of PBAs is quite small in relation to total aid to the government sector.

Niger has seen a gradual transition from project funding to more collaborative approaches, with France, Belgium, Denmark and the World Bank now pooling funds in the basic education sector, while France and the World Bank are pooling funds in the health sector. The more advanced type of sector-wide approach (SWAp) arrangement is in place in health and in education, including common reporting requirements, common auditing rules and a common assessment of financial management capacity.

It may be wise for Niger's government and donors to focus on consolidating and deepening what has been achieved so far before moving towards the Paris Declaration target of 66% of government-sector aid using programme-based approaches.

The government considers that the rural and infrastructure sectors may be ready for programme-based approaches in the near future. However, government and donor staff need an understanding of the requirements and possibilities of these approaches.

CONDUCTING JOINT MISSIONS AND SHARING ANALYSIS

The baseline figure for co-ordination of donor missions is 21%, compared with the Paris Declaration target of 40%. The absolute numbers of missions are nonetheless very large, particularly for the agencies belonging to the United Nation system, which account for no less than 41% of the total. As in other countries, a substantial proportion of the reported joint missions is accounted for by the UN system (70% of the total). Otherwise, joint missions are still largely restricted to the health and education sector programmes. The government has not until now taken a firm position in favour of joint missions, according to the AER. However, it does invite donors to respect the calendar for budget preparation in fixing the timing of missions. This request could be translated into a firmer ruling on “quiet periods” in which missions that require the attention of senior officials should not be scheduled, as is the case in a number of countries.

The numbers of pieces of analytical work undertaken and undertaken jointly are also dominated by the information from the UN system. The baseline figure of 40 % is hard to interpret. It is encouraging in the sense that several donors undertook all or much of their reported analytical work jointly. However, it also implies that little analytical work is undertaken in Niger by donors not belonging to the UN system and not involved in joint activities in the field of health, education and public finance.

How many donor missions are co-ordinated?

	Co-ordinated donor missions (missions) a	Total donor missions (missions) b	Baseline ratio (%) c=a/b
African Dev. Bank	2	3	67%
Belgium	1	1	100%
Canada	0	0	--
Denmark	1	3	33%
EC	2	13	15%
Egypt	--	--	--
France	1	29	3%
GAVI Alliance	0	0	--
Germany	0	1	0%
Global Fund	0	2	0%
IDB	3	5	60%
IFAD	1	1	100%
IMF	1	3	33%
Japan	0	7	0%
Switzerland	0	1	0%
United Nations	37	69	54%
World Bank	5	30	17%
Total (discounted*)	35	168	21%

* The total of co-ordinated missions has been adjusted to avoid double counting. A discount factor of 35% has been applied.

How much country analysis is co-ordinated?

	Co-ordinated donor analytical work (units) a	Total donor analytical work (units) b	Baseline ratio (%) c=a/b
African Dev. Bank	0	2	0%
Belgium	3	3	100%
Canada	1	1	100%
Denmark	1	1	100%
EC	7	7	100%
Egypt	--	--	--
France	2	2	100%
GAVI Alliance	0	0	--
Germany	0	0	--
Global Fund	1	1	100%
IDB	0	0	--
IFAD	2	2	100%
IMF	1	3	33%
Japan	0	0	--
Switzerland	1	2	50%
United Nations	21	50	42%
World Bank	1	3	33%
Total (discounted*)	31	77	40%

* The total of co-ordinated analysis has been adjusted to avoid double counting. A discount factor of 25% has been applied.

INDICATOR 10a
Table 25.7

INDICATOR 10b
Table 25.8

MANAGING FOR RESULTS

INDICATOR 11 **THE PARIS DECLARATION** urges partner countries and donors to work together to manage resources on the basis of desired results, and to use information to improve decision making. This means both strengthening the capacity to undertake such management and helping to increase the demand for a focus on results. Indicator 11 targets one component of this effort, the establishment of cost-effective results-oriented reporting and assessment systems by the country.

Niger is not among the few countries judged to have a “largely developed” results monitoring system according to the World Bank’s CDF Progress Report. It falls in category D of this assessment, along with the 54% of the sample that have only the very rudimentary elements of such a system.

The quality of available development information is not yet good. The National Institute of Statistics has plans to provide strategic vision and co-ordination for the statistical system of the country, yet there are serious gaps and delays. The 2006 AER reports that a much delayed national household survey is expected in 2007, but will come too late to feed into the revision of the Poverty Reduction Strategy. On the other hand, a Core Welfare Indicators Survey, a study of basic human needs, and a Demographic and Health Survey were completed in 2005, and the

results of the 2001 census were released in 2003. Government efforts to disseminate information about the PRS and its implementation have been limited, but a more ambitious communications strategy is being considered for PRS II.

Integrating the various arrangements for generating and using data into a co-ordinated monitoring and evaluation system is a major task. Formerly, the Monitoring and Evaluation Department of the Ministry of Economy and Finance was responsible along with the PRSP Secretariat for preparing PRS and Millennium Development Goals progress reports. Other monitoring and evaluation work was undertaken by the Directorate of Statistics and National Accounts, and sectoral and regional departments. In 2004 a new General Directorate of Development Programme Assessment was created within the Ministry of Economy and Finance. It will work closely with the National Institute of Statistics to monitor progress towards PRS II goals. Sectoral indicators will be defined that link to PRS II, so that the intermediate variables influencing progress can feed back into the policy process. The headway that is made in this work will crucially affect the degree to which Niger can be considered to have an adequate performance assessment system in future years.

MUTUAL ACCOUNTABILITY

INDICATOR 12 **THE PARIS DECLARATION** calls for donors and partner countries to be accountable to each other for the use of development resources, and in a way that strengthens public support for national policies and development assistance. This in turn requires governments to improve country accountability systems and donors to be transparent about their own contributions. Indicator 12 seeks to establish whether there is a country-level mechanism permitting joint assessment of progress in implementing agreed commitments on aid effectiveness, including those in the Declaration itself.

There is no such system in Niger. However, this may be about to change. The AER reports that the Ministry of Economy and Finance and the Poverty Reduction Strategy Paper Secretariat (together with external partners) have prepared a draft action plan for aid harmonisation consistent with the Paris Declaration. This will be examined in 2007 at a donor conference and should lead to the establishment of a joint mechanism for monitoring progress on harmonisation and alignment in Niger. Other mechanisms for mutual accountability include the 10-year education development plan, the plan for sanitary development, joint sector reviews, a system for the co-ordination of food aid and crisis management.

BASELINES AND TARGETS

THE TABLE BELOW presents the 2005 baselines and the targets for Niger. The baseline values are taken from the discussion above, which draws on various sources of information. The main source is the baseline survey undertaken in Niger under the aegis of the National Co-ordinator (Yakoubou Mahaman Sani).

INDICATORS	2005 BASELINE	2010 TARGET
1 Ownership – Operational PRS	C	B or A
2a Quality of PFM systems	25.5	4.0
2b Quality procurement systems	Not available	Not applicable
3 Aid reported on budget	99%	100%
4 Co-ordinated capacity development	15%	50%
5a Use of country PFM systems (aid flows)	27%	51%
5b Use of country procurement systems (aid flows)	49%	Not applicable
6 Parallel PIUs	52	17
7 In-year predictability	73%	87%
8 Untied aid	84%	More than 84%
9 Use of programme-based approaches	31%	66%
10a Co-ordinated missions	21%	40%
10b Co-ordinated country analytical work	40%	66%
11 Sound performance assessment framework	D	B or A
12 Reviews of mutual accountability	No	Yes

Table 25.9
Baselines
and targets

ACRONYMS

AER	Aid Effectiveness Review
CDF	Comprehensive Development Framework
CPA	Country Policy and Institutional Assessment
MTEF	Medium-Term Expenditure Framework
ODA	official development assistance
PBA	programme-based approach
PEMFAR	Public Expenditure Management and Financial Accountability Review
PIU	project implementation unit
PRS	Poverty Reduction Strategy
SWAp	sector-wide approach
WAEMU	West African Economic and Monetary Union