

Niger (PCPAA, 2006 – 2007)

Basic data

Population:	14,4 million (2006)
Food emergencies:	Yes
GDP:	\$3,544 million (2006)
Per capita income:	\$260 (2006)
HDI:	0.374, 174th (2005)
GDI:	0.355, 155th (2007)
Military expenditure:	1.11% (2004)
Social / military expenditure:	Social higher than military
Military population:	0.04%
Arms embargo:	No

Map

Summary

Type of DDR	Unilateral, small-scale reintegration of organisationally fragmented armed opposition groups with partial reinsertion into the armed forces, in a post-war context.
Groups to demobilise	3,160 former members of 13 <i>fronts</i> and <i>mouvements</i> of self-defence.
Executive bodies	Office of the High Commissioner for the Restoration of Peace (HCRP), Ministry of Territorial Management and Community Development (MATDC, in French Ministère de l'aménagement du territoire et du développement communautaire), and the UNDP
Budget	\$1.7 million
Timeline	First phase from March to December 2006. Second phase from January to December 2007.
Status / synopsis	Concluded

Context

Peace process and conflict

After Niger's independence, the Tuareg in the north of the country led a number of revolts which in the 1990s escalated into armed conflict. In 1992, nomadic Tuareg groups and Toubou in the east rebelled against Niger, demanding greater economic and political participation in the state in addition to the development of their regions, which were strongly affected by growing drought and the practical disappearance of trans-Saharan trade. Numerous and disperse movements arose in the Tahoua Department of the Azawakh Valley, the Aïr Mountains, Kawar/Bilma in Agadez, and Manga in Diffa. The Aïr and Azawad Liberation Front (FLAA, in French Front de libération de l'Aïr et l'Azaouad) formed in the first two of these regions and later on split into 13 distinct factions.

Despite the signing of three agreements—in Ouagadougou, Burkina Faso in April 1995, in Algiers, Algeria in April 1997, and in N'Djamena, Chad in August 1998—different armed groups remained active. The approval of a constitution and elections in 1999 brought certain stability to

the country. In Nigerien political discourse, the development of DDR is part of "the fulfilment of clauses signed in peace agreements", on which enduring peace depend (*Inforapide* 2006, May).¹

Security-sector reform

The peace agreements intend to integrate ex-combatants into the armed forces. Therefore, 2,074 ex-combatants followed a reinsertion plan within the Unités sahariennes de sécurité (Saharan Security Units).

Background to DDR

On September 2002, more than 1,200 arms were destroyed in a ceremony called the "Flame of Peace" within the framework of the 1995-98 agreements. Through small arms-collection programmes, hundreds of arms more were withdrawn from Niger in the following years. Meanwhile, after the agreements, more than 7,000 combatants enrolled in DDR programmes. The UNDP developed its own projects to strengthen peace in Diffa (called PCPD, *Projet de consolidation de la paix dans la région de Diffa*) and Kawar (*Réinsertion des ex-combattants dans la région de Bilma*), targeting a total of around 890 ex-combatants. The Peace Consolidation Program in Aïr and Azawak (PCPAA, in French *Consolidation de la paix dans l'Aïr et l'Azawak*) will conclude what these projects began and the model they extended to the Aïr and Azawak areas (Florquin and Berman 2005: 321; UNDP Niger 2003; IRIN 2007).

Programme design

Type and designation of DDR

Unilateral, small-scale reintegration of organisationally fragmented armed opposition groups with partial reinsertion into the armed forces, in a post-war context.

Executive bodies

The HCRP is responsible for programme planning and developing a public information campaign. Programme design was done in cooperation with the UNDP (Coulibaly 2007; *Accord établissant...* 1995).

The PCPAA is supervised by the HCRP and is implemented by the UNDP's Bureau for Crisis Prevention and Recovery, BCPR. The UNDP relies on governmental support from the MATDC. UN volunteers lead the Steering Committee of this programme and are responsible for execution on the ground. The project's regional offices, in Agadez and Tahoua, are institutionally linked to offices of the High Commissioner for the Restoration of Peace and the MATDC (Coulibaly 2007: 5).

Guiding principles

The PCPAA contains three priority objectives: the integration of ex-combatants, the organisation of awareness-raising campaigns to promote a culture of peace, and support to socio-economic activities and local development in areas affected by the conflict.

Participants

The participants in the programme in Niger are 3,160 former members of 13 *fronts* and *mouvements* of self-defence.

¹ This report draws extensively on the following works, from which only direct quotations will be cited: *Inforapide* (2006) and UNDP Niger (2007a, 2007b).

Budget and financing

The budget in Niger is managed by the UNDP. In November 2006, it stood at a total of \$2.4 million, split in the following manner:

Item	Quantity (\$)	%
Staff costs	107,472	4.5
Fund for reintegration	1,042,000	43.5
Training	688,000	28.7
Equipment	58,000	2.4
Operational costs	376,896	15.7
Monitoring and evaluation	118,800	4.9
TOTAL	2,391,168	100

Commitments by donors in November 2006 satisfied only three quarters of the amounts budgeted:

Donor	Quantity (\$)	%
UNDP/BCPR	580,000	24.2
France (Coopération Française)	390,000	16.3
Libya	324,000	13.5
Niger	240,000	10
United States	225,000	9.4
TOTAL	1,759,000	73.5

Currently, the sum published on the website of the UNDP is \$1,728,000. Final figures available on sources of funding and costs are not entirely clear (see Coulibaly 2007).

Schedule

The programme in Niger is split into two phases. The first phase ran from February to December 2006, though it hit the ground in March, and the second phase ran for all of 2007.

Phases

Reintegration

The reintegration project began in October 2005. Until January 2006, it focussed on preliminaries such as informing ex-combatants about the philosophy of the project and determining the functions of each participating organisation. It also updated a list of ex-combatants in Tahoua and Agadez. By February 2006, the deployment team and regional infrastructure was prepared. The PCPAA's official launch was on 3 March 2006 with information workshops for authorities and collaborators and the planning of concrete activities. In April, it gave specialised training to an implementation team. Members of the UN volunteer team are trained in the regulations of associations, techniques for starting micro-projects, the non-violent management of conflict, and themes related to the decentralisation of power (Coulibaly 2007: 8).

The method followed by the programme involves three basic stages. In the first, ex-combatants are organised into cooperatives. In the second, productive projects are identified and developed for them. The PCPAA regional office studies the viability of these projects and evaluates them. Lastly, cheques valuing \$330 are given to ex-combatants. First 80 percent of the total is offered. The rest is given later after an evaluation of results. Examples of micro-projects developed can be found in *Inforapide* (2006) and UNDP Niger (2007a).

In September 2006, the first 1,067 ex-combatants, grouped into 106 cooperatives, received the first round of cheques for their projects in Agadez.

The UNDP offers the following provisional results:

- 3,160 ex-combatants reintegrated,
- 298 cooperatives established, and
- 298 micro-projects financed.

These projects, at a total approximate cost of \$840,000, were developed in the local commercial sector, cattle raising, agriculture, and craftsmanship. Twelve cooperatives were comprised of women.

As regards social reintegration, the PCPAA has developed several projects, predominantly centred on awareness-raising. Amongst these are the writing of a communication strategy on peace culture and local development, the commemoration of the National Day of Concord, the organisation of intercommunity reunions, the participation in joint initiatives with Mali, such as the Mali-Niger Forum on Cross-Border Peace, etc.

At the same time, although minors were not found amongst former combatants, projects on peace culture also looked at this group and operated in schools.

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Glossary

BCPR	Bureau for Crisis Prevention and Recovery
FLAA	Front de libération de l'Aïr et l'Azawak (Aïr and Azawak Liberation Front)
HCRP	High Commissioner for the Restoration of Peace
IRIN	Integrated Regional Information Networks (UN)
MATDC	Ministère de l'aménagement du territoire et du développement communautaire (Ministry of Territorial Management and Community Development)
PCPAA	Projet de Consolidation de la Paix dans l'Aïr et l'Azawak (Peace Consolidation Program in Aïr and Azawak)
PCPD	Projet de consolidation de la paix dans la région de Diffa
UNDP	United Nations Development Programme