MID-TERM EVALUATION OF USAID'S COUNTER-EXTREMISM PROGRAMMING IN AFRICA

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CONTENTS

ACRONYMS

AED	Academy for Educational Development
AFR	Africa Bureau
AFR/SD	Africa Bureau's Office of Sustainable Development
AFRICOM	United States Africa Command
AMEX	AMEX International, Inc.
AMSS	Association Malienne pour la Survie au Sahel
AQIM	Al Qaeda in the Islamic Maghreb
CAP	Chad Capacity Development & Peace Support Project
CARE	Cooperative for Assistance and Relief Everywhere
CIA	Central Intelligence Agency
CMM	Conflict Management and Mitigation
CRS	Congressional Research Service
CSO	Civil Society Organization
DCHA	Bureau for Democracy, Conflict and Humanitarian Assistance
DCM	Deputy Chief of Mission
DFA	Director of Foreign Assistance
DOD	Department of Defense
DOS	Department of State
E&E	Europe and Eurasia
EDC	Education Development Center
EERN	Evangelical Church of Niger
GAO	General Accountability Office
IESC	International Executive Service Corps
M&E	Monitoring and Evaluation
MSI	Management Systems International
NCTC	National Counterterrorism Center
ORB	Opinion Research Business
PDEV	Peace for Development
PGP2	Programme de Gouvernance Partagée 2
PHARE	Programme Harmonisé d'Appui au Renforcement de l'Education
PMP	Performance Management Plan
PPR	Performance Plan and Report
QED	The QED Group LLC
RPNP	Radio for Peace Building in Northern Mali Program
TSCTP	Trans-Sahara Counterterrorism Partnership
UNDP	United Nations Development Programme
USAID	United States Agency for International Development
USG	United States Government
VE	Violent Extremism
WITS	Worldwide Incidents Tracking System

EXECUTIVE SUMMARY

Based on a review of quantitative and qualitative information and data from the Trans-Sahara Counterterrorism Partnership (TSCTP), it can be concluded that USAID's Niger, Chad and Mali programs have had some positive impact – most strikingly on lower-level programmatic goals such as civic engagement and listenership for USAID-sponsored radio. Results on higher-level goals, measured through surveys on attitudes towards extremism, were also positive in the aggregate but less dramatic. Despite this empirical evidence of program impact, implementation of the TSTCP has coincided with a worsening of the terrorist threat in parts of the Sahel, indicating a continued need for counter-extremism programming.

Background - In 2010, USAID's Bureau for Africa commissioned AMEX International and its subcontractor, the QED Group LLC, to conduct a mid-term evaluation of USAID's counter-extremism-programming in Africa, focusing on the TSCTP. The evaluation team was composed of Team Leader Jeffrey Swedberg (QED Group LLC) and Peace and Security Specialist Steven A. Smith (AMEX consultant).

The Sahel has been a concern to USG policy makers for several years as a possible staging area for violent extremists. These fears are becoming more pronounced as Mauritania, Niger and Mali have all experienced a worrisome uptick in kidnappings and killings of foreigners, while Chad continues to be plagued by chronic instability. To counter extremist forces in the Sahel, USAID has worked for the past five years in concert with the Departments of Defense and State on the TSCTP. The USG's interagency strategy is aimed at defeating terrorist organizations and their ability to gain recruits by (a) strengthening regional counter-terrorism capabilities; (b) enhancing and institutionalizing cooperation among the region's security forces; (c) promoting good governance; (d) discrediting terrorist ideology; and (e) reinforcing bilateral military ties. USAID implements the non-military portions of this partnership in cooperation with State and Defense.

USAID's current TSCTP activities include: a regional multi-sector Peace for Development (PDEV) program in Niger and Chad (and in Mauritania until activities were suspended), implemented by the Academy for Educational Development (AED); and community development activities in Mali, implemented by multiple partners. For USAID, the program seeks to provide tangible benefits to populations, particularly youth, at risk for recruitment by violent extremist (VE) organizations and communities in at-risk regions through youth employment and outreach programs, vocational skills training, and community development and media activities. The program also gathers beneficiaries from different communities, ethnic groups, and countries together through outreach events on topics related to religion and tolerance.

Methodology - The evaluators developed qualitative information (focus groups and key informant interviews) and quantitative data (surveys), and conducted an in-depth review of literature and past reports. Utilizing a quasi-experimental design, this impact evaluation analyzed survey data to determine if treatment populations in Niger, Chad and Mali, where TSCTP programming was present, had more favorable responses to the survey questionnaire than comparison populations in areas where less TSCTP programming had been present. In all,

the evaluators analyzed the results of 1,064 surveys administered in five treatment and four comparison clusters across three countries.[1]

The evaluators used the same survey mechanism in both Niger and Chad, and a slightly different version in Mali. The questions for the surveys were chosen from previous questionnaires that had been administered in these countries before, allowing for comparison with baseline data. These ‑source surveys" included the 2009 PDEV Baseline Survey for Niger and Chad; the Afrobarometer for Mali; and the Public Attitudes in the Sahel 2007-2008 survey commissioned by AFRICOM for all three countries.

The survey questions were designed so that the most favorable answer to each question would be coded as a ‑5" with the least favorable answer coded as a ‑1". This system allows comparability of analysis of questions or groupings of questions, which are averaged to produce a score on the 1-5 Likert Scale[2]. In order to measure these results, the evaluation team surveyed households identified as ‑treatment" clusters, and ‑comparison clusters." The survey was administered by trained enumerators in the local language of the community.

Survey Results - While results from this quasi-experimental survey design cannot be considered definitive proof of impact, the findings are consistent with existing literature on the TSTCP. According to the surveys, the program appears to be having modest yet significant impact across all three countries.

The graphic on the following page (Figure 1) highlights the differences on the survey questions shared in all three countries covered by this evaluation[3]. The differences between treatment and comparison areas, when shown on a one to five scale, are modest – an average of 5.67% in aggregate in favor of the treatment clusters. However, the impact appears mostly consistent across countries. The biggest impact for all three countries came on the survey question regarding whether respondents listen to TSCTP-sponsored peace and tolerance radio. Since residents of all treatment and comparison clusters were in broadcast range of these radio signals, data indicates that complementary TSCTP programming, such as governance, youth, micro-enterprise, religious outreach and education, significantly boosts listenership. Scores on whether respondents ‑participate in decision-making", a governance indicator, indicate significant results for Mali, where there has been a long-standing governance program, as well as for Chad where governance and civil society has been a focus of PDEV and its predecessor program. The level of ‑satisfaction with services," a key socio-economic indicator, shows marginal but positive results across the countries.

The aggregated AFRICOM cultural questions – measuring respondents' views on the degree to which they were against Al Qaeda; against violence in the name of Islam; their opinion of the United States; whether they approved of working with West to combat terrorism; and felt that the

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[1] Two treatment and comparison clusters each in Niger, one of each in Mali, and two treatment and one comparison cluster in Chad.
[2] The Likert Scale is an attitudes scale that measures the level to which the respondent "agrees" or "disagrees" with a given statement. The scale will give an odd number of choices with an equal amount of agreement/disagreement choices on either side of a neutral option.
[3] Largest possible theoretical difference is ‑5", in which all treatment areas scored ‑5" on a question or group of questions and all comparison areas scored ‑1". On most questions, treatment areas outscored comparison areas by 0.5 or less. If there was no difference between the treatment and comparison areas, such as in Niger on the ‑participation in decision making" question, the graphic shows no visible bar.

U.S. was fighting terrorism not Islam – measure progress on the hardest goals to achieve, and are arguably the most important indicators for demonstrating TSCTP's long-term impact. Predictably, the differences between treatment and comparison areas are the smallest on the cultural/attitudinal questions. However, the relatively better results for Chad and Niger over Mali may indicate the value of having a holistic TSTCP program, in which programs directed at the various drivers of VE are more intensively coordinated but less integrated with other USAID programming

Figure 1.

DIFFERENCES BETWEEN TREATMENT AND COMPARISON AREAS ON SURVEY QUESTIONS – THREE COUNTRIES – (1 TO 5 SCALE)

MORE IMPACT ⟶
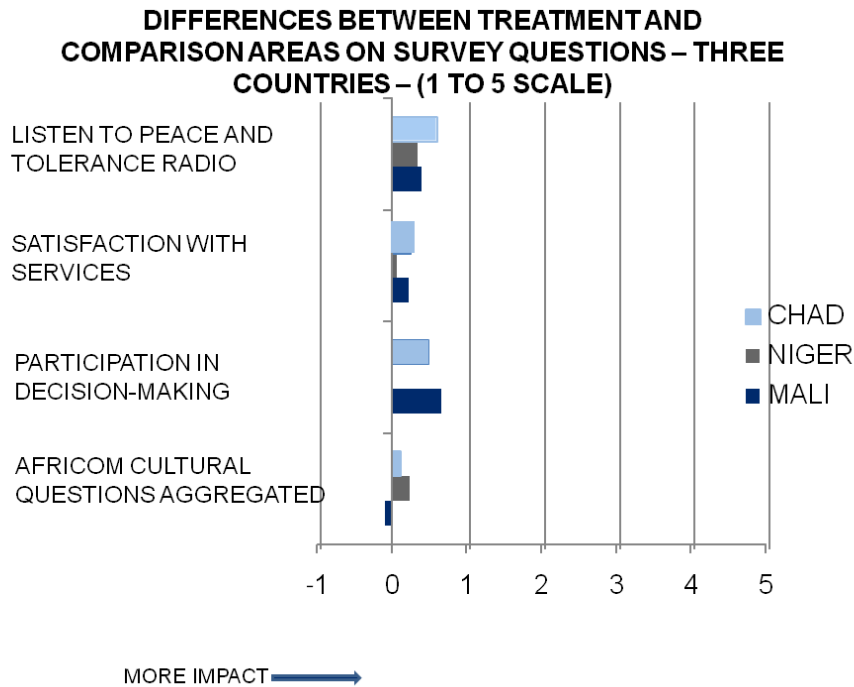
Lessons Learned from Focus Groups and Interviews—The evaluators also conducted focus groups and key informant interviews and determined that residents of the Sahel are deeply religious and support Sharia law, but are against violence and do not share extremists' views. On the other hand, focus groups indicated a growing unease with perceived anti-Muslim sentiment in the United States.

According to an analysis of the focus groups, the most successful and popular parts of the TSCTP have been the radio programs. These programs are widely listened to and discussed. They include advice on reducing domestic violence, building understanding and tolerance between Muslim and Christian communities, and providing news in the local language. Radio programming demonstrated real impact on public attitudes and understanding about tolerance and peace. It may be one of the most cost-effective means of helping people find peaceful resolutions to conflicts and supporting dialogue between communities. It became clear from numerous conversations that radio programming is most effective when it is complemented with other TSTCP interventions.

The evaluators concluded that several factors exist that are outside of USAID's manageable interest, primarily the increasing lawlessness of northern Niger and Mali. Despite PDEV's demonstrable impact, terrorism – especially in the northern regions of Mali and Niger – has gone up and is trending toward the kidnapping of Western hostages. Focus groups and key informants stressed that the extremist problem in Mali, Niger, and Chad is not indigenous, but is coming from the porous borders with neighboring countries to the north.

The need to address local conflicts was also a point emphasized by focus groups and interviews. These include conflicts between Tuaregs and other ethnic groups in Niger and Mali and resource-driven clashes between herders and farmers in Chad. Some of these problems, however, are outside the current scope of TSCTP and would imply a long term commitment to issues that have existed for years.

Conversations with implementers pointed to the need to establish satellite offices in remote parts of all three countries – most likely staffed by host-country nationals for security reasons. While TSCTP has been successful in building a ―firewall" against extremism in the southern parts of its programming area, the stronger need is probably in the north where terrorists are operating with increasing impunity. Extremists in the northern reaches of the Sahel are taking advantage of reduced governance in the region and may be benefiting from an increasingly complicit population that enables violence even if not explicitly supporting it.

A Proposed Results Framework for TSCTP - Based on its conversations and document reviews, the evaluation team sees the primary focus of the USAID TSCTP programs to be on ―reducing the enabling environment" for extremism in the Sahel, which is the highest level goal for which programs have a manageable interest. The aim of this focus on reducing the enabling environment for VE is to support program countries in the Sahel to maintain a low level of risk for violent extremist recruitment.

With this goal in mind, the evaluators propose a Results Framework for measurement of the TSTCP. It addresses criticism that current TSCTP measures are too focused on sector development results and not directly enough on counter-extremism. The framework also is designed to be used across countries, providing some level of TSCTP universality. To address the fact that individual country programs will require different measures, some indicators are provided in a menu format so that different indicators can be chosen depending on the program and country context.

In all, the proposed framework provides for five ―orders" of results. The orders follow the principle of causal logic – meaning that the top order of results is reliant on achievement of the second order, which is reliant on the third, and so on.

Based on this Results Framework, the evaluation team recommends that USAID conduct a survey, similar to the version outlined in this document, on an annual basis or biennially, to track the impacts of the TSCTP in future years. To the extent possible, the survey should be applicable across multiple countries, but should be flexible enough to incorporate indicators specific to individual countries.

INTRODUCTION

IMPACT EVALUATION DESIGN

An impact evaluation assesses the changes that can be attributed to a particular intervention. It is structured to answer the question: how would program outcomes have changed if the intervention had not been undertaken? This involves counterfactual analysis—a comparison between what actually happened and what would have happened in the absence of the intervention.

In a quasi-experimental design, the counterfactual analysis involves comparison of treatment clusters – communities that received the intervention – and comparison clusters that did not. Unlike an experimental design, (often used in clinical trials) a quasi-experimental design does not randomly select treatment and comparison groups for analysis. Logistical constraints require instead that the evaluators choose a small number of treatment and comparison clusters based on known characteristics.

In 2010, USAID's Bureau for Africa, Office of Sustainable Development commissioned a mid-term impact evaluation of USAID's counter-extremism programming in Africa, focusing on the Trans-Sahara Counter-Terrorism Partnership (TSCTP) Program (see Annex K, Scope of Work). The evaluation contract was awarded to AMEX International and its subcontractor, the QED Group LLC. The evaluation team was composed of Team Leader Jeffrey Swedberg (QED Group LLC) and Peace and Security Specialist Steven A. Smith (AMEX consultant). The evaluation was carried out from October 4, 2010 – January 4, 2011.

The evaluation team spent one month conducting field work in Niger, Chad and Mali from October 24 through November 24, 2010. Prior to the field work, the team reviewed literature and previous field reports, much of which is synthesized here. In the field, the team collected data from hundreds of questionnaires and conducted focus groups and key informant interviews. This data is the primary source material for the evaluation. The evaluators have compared their findings to past reporting and evaluations, as well as to critical background documents like USAID's ̶Guide to the Drivers of Violent Extremism"; and ̶Development Assistance and Counter-Extremism: A Programming Guide". The results are presented in narrative and graphical format.

This evaluation uses a quasi-experimental methodology designed to measure program impact. The data collected from the survey questionnaires are intended to provide a comparison between areas that have had TSCTP programming and those that have not. It was not possible to isolate a comparison group with no exposure to TSCTP programming. For example, the widespread geographic areas covered by radio stations in the Sahel made it hard to isolate communities that had not received any programming messages. Still, it was possible to see differences in public attitudes and perceptions in areas where there was substantial TSCTP programming and where there was far less.

When pilot programming under TSCTP began in 2006, counter-terrorism was a new area of focus for USAID. In the years that have followed, a number of high profile terrorist acts in the Sahel have highlighted the continued need to undertake creative programming that directly counters the drivers of violent extremism. This evaluation is designed to help USAID build upon TSCTP, based on conclusions reached through analysis of empirical impact data and other

sources, and to inform ongoing and future implementation. It also contains a suggested framework to monitor and measure the results and impacts of these activities.

This evaluation is divided into two primary sections:

Section One provides background information on the TSCTP. It also contains information on the methodology and results for each of the three countries studied here: Niger, Chad and Mali. Section One also looks at lessons-learned through counter-extremism program implementation[4].

Section Two provides a summary of what has been measured and how for the TSTCP. It answers a number of questions USAID requested be addressed in the Scope of Work for this evaluation. Section Two also contains a proposed framework to better monitor and measure the impact of these programs in the future.

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[4] This mid-term report is intended to address program impact, not program efficiency or management. An impact evaluation is characterized by the use of counterfactual analysis, that is, a comparison between what actually happened and what would have happened in the absence of the intervention. The evaluators recognize that proving impact after a relatively short period of implementation is problematic. However, the evaluation design does include the three elements of sound and credible impact evaluation designs cited by the National Research Council of the National Academies: 1) reliable and valid measures of the outcome that the project is designed to affect; 2) collection of outcome measures both before and after the project is implemented; and 3) comparison of outcomes in both the units that are treated and an appropriately selected set of units that are not.

SECTION ONE

BACKGROUND

The Sahel, the semiarid region of north-central Africa south of the Sahara, includes Niger, Chad and Mali as well as Mauritania. It has been a concern to USG policy makers for several years as a possible staging area for violent extremists. These fears are becoming more pronounced as Mauritania, Niger and Mali have all experienced a worrisome uptick in kidnappings and killings of foreigners. In Mauritania, many of these attacks are from indigenous elements, while coming mostly from outside in the case of Niger and Mali. Chad has been chronically unstable, with an ongoing problem in the East near the border with Darfur that has occasionally threatened other parts of the country.

To counter extremist forces in the Sahel, USAID has worked for the past five years in concert with the Departments of Defense and State in the Trans-Sahara Counterterrorism Partnership (TSTCP). The TSCTP's inter-agency strategy is aimed at defeating terrorist organizations and their ability to gain recruits by (a) strengthening regional counter-terrorism capabilities; (b) enhancing and institutionalizing cooperation among the region's security forces; (c) promoting good governance; (d) discrediting terrorist ideology; and (e) reinforcing bilateral military ties. The United States Agency for International Development (USAID) implements the non-military portions of this partnership in cooperation with State and Defense.

The TSCTP program has forged partnerships with African governments to combat extremism, and USAID seeks to empower its program beneficiaries to combat extremism at the individual and community levels. USAID's role in TSCTP is managed by the West Africa Regional Mission and the Africa Bureau in Washington along with the Bureau for Democracy, Conflict and Humanitarian Assistance. USAID's current TSCTP activities include: a regional Peace for Development (PDEV) Program in Niger and Chad; and community development activities in Mali.[5] For USAID, the program seeks to provide tangible benefits to youth at risk for recruitment by violent extremist (VE) organizations and communities in at-risk regions through youth employment and outreach programs, vocational skills training, and community development and media activities. The program also gathers beneficiaries from different communities, ethnic groups, and countries together through outreach events on topics related to religion and tolerance.

USAID's strategy has evolved, based in part on a series of assessments and analytical studies. As of 2007, programming has fallen into three major activity areas: good governance; youth empowerment; and media and outreach support.

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[5] A youth program in Morocco affiliated with TSCTP is funded separately.

SURVEY METHODOLOGY AND RESULTS

This mixed-method impact evaluation employed both quantitative and qualitative information. On the quantitative side, it relied on surveys, using a quasi-experimental design to contrast treatment and comparison communities.[6] The evaluators chose accessible and relatively secure communities to survey based on discussions with USAID and implementers. Treatment clusters were chosen because of the high concentration of program activity. Comparison clusters were chosen where there had been a minimum of TSTCP activity.[7] Both treatment and comparison clusters had similar ethnic, religious and linguistic features. The qualitative side of this evaluation was informed by focus groups and key informant interviews in the capital cities and the other surveyed communities of the three countries.

At the core of the field methodology was a 15-question survey, administered in Niger and Chad between October 24 and November 15, 2010, measuring host country attitudes on several issues. In Mali, another 14-question survey was administered between December

NOTES ON BASELINE DATA
Baseline data was collected at the national level for AFRICOM and Afrobarometer questions, and for all PDEV implementation areas nationwide in the case of the PDEV Baseline Survey. Therefore, there is an imperfect comparison between baseline data and data collected in geographically-specific treatment areas sampled in this evaluation.
On the whole, comparisons between treatment cluster data and comparison cluster data, which used consistent and comparable methodology, are more meaningful than comparisons between treatment area data and baseline data, where the data gathering and analysis methodology was not always the same.

17 and 20, 2010. All questions were adopted from existing —source surveys," ensuring existence of baseline data against which current results could be compared. Pre-existing questions also have the benefit of being previously vetted and field tested, saving considerable time in the survey design process.

Sources of the Survey – In Niger and Chad, there were two sources for the survey questions. First was the 2009 PDEV Baseline Survey for each of the two PDEV countries. The 25-question PDEV surveys were administered to people between the ages of 15 and 45 in regions of project focus and provided several of the indicators for the project performance management plans (PMPs). The other source of questions for Niger and Chad was the Public Attitudes in the Sahel 2007-2008 survey, commissioned by AFRICOM and administered by ORB, a British survey firm. The 60-question AFRICOM surveys were conducted throughout the Sahel with a national sample.

For Mali, the surveys differed somewhat. They included the AFRICOM questions for which there was baseline data for Mali and several relevant questions from the PDEV survey for which there

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[6] Quasi-experimental is defined as using treatment and comparison groups that were not selected at random
[7] Treatment and comparison groups to be surveyed were selected based on discussions with local USAID and project implementer staff. Given the widespread geographical coverage of radio programs under the TCSTP programming, however, it was not possible to isolate comparison groups —uncontaminated" by potential listenership to peace and tolerance radio.

was not. On the other hand, Mali is one of several African countries in which the Afrobarometer survey is administered (although Chad and Niger are not). Therefore, the Mali survey uses several questions from Afrobarometer to ensure more available baseline data.[8]

Role of USAID Analytic Resources in Choice of Survey Questions – The number of questions were limited to 15 or less to expand the number of responses. Survey questions were chosen from the sources mentioned above based on their relevance to the impact of TSCTP programming and whether the questions addressed issues raised by USAID's analytical work. The evaluators reviewed the assessment documents for Chad, Niger and Mali, as well as the Drivers and Programming Guides produced by USAID, to ensure that the survey questions addressed the previously identified drivers of VE and were relevant for the drivers present in each country. For instance, the February 2009 Drivers Guide indicated that economic development is an indirect, as opposed to a primary, driver of VE although the lack of economic development does correlate with the failure to sustain civil liberties and political rights, a more direct VE driver. The Drivers Guide emphasizes the problem of ―social marginality," which results in idle young people who are vulnerable to involvement in petty crime, often a characteristic of the newer generation of jihadists. The Drivers Guide also cites as a VE driver the perception of injustice and the view that the international system serves as a mechanism through which Muslims are oppressed and their culture de-valued.

More precise information on the drivers of violent extremism comes from USAID's ―Development Assistance and Counter-Extremism: Programming Guide". It specifies the following Socioeconomic Drivers:

- Perceptions of social exclusion and marginality.
- Real or perceived societal discrimination.
- Frustrated expectations and relative deprivation.
- Unmet social and economic needs.

In addition, the evaluation team reviewed the country assessments to confirm that the drivers were relevant in the individual countries. In the case of Niger, drivers identified included:

- Youth perceptions of exclusion and marginality in the political/decision-making process.
- Radical religious influence from Nigeria in Maradi and Zinder.
- Presence of safe havens and poorly governed or ungoverned regions.

In the case of Chad, the drivers included:

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[8] Surveys were translated from English to French and then into local languages with careful reviews by several layers of readers, including local USAID representatives, TSTCP implementer staff, and field enumerators. See Annexes C, D, E, F, G and H. Once the translations were finalized, enumerators were trained in the meaning of the questions so as to produce a harmonized understanding. Enumerators were trained to read the survey questions precisely as written. If the respondent did not understand the question, the enumerators were trained to leave the answer blank rather that explain the question further. Since the questions had all been used in previous surveys and had received some degree of pretesting during baseline collection - and because of time constraints - the questions were not formally pre-tested for this evaluation. Instead, debriefing sessions were held with enumerators following the first day of data collection to confirm the validity of the questions and their translation. Evaluators analyzed the data at the end of each data collection day to ensure that answers to the questions appeared realistic. Any possible discrepancies were discussed afterwards with enumerators.

- Economic weaknesses that could be exploited by outside actors.
- At-risk youth who are frustrated, disaffected and idle. Violence seen in gangs, military forces, and anti-government rebel movements.
- Unemployment
- Social marginalization

According to the 2009 USAID assessment of VE in Mali, the primary drivers of extremism are:

- State weakness, at the national and local level, that worsens the climate of lawlessness in which violence can thrive.
- Perceptions of economic under-development and uneven development between north and south, often perceived as deficiencies of public infrastructure.
- Tuareg rebellion and the longstanding legacy of associated resentment and violence.

After reviewing the analytic material, the evaluation team chose the questions that most closely matched the relevant VE drivers in the targeted countries. In the case of Niger and Chad, the identified VE drivers and available baseline data allowed use of the same survey to be administered in both countries. Of the 15 total questions, two were tied to socio-economic drivers and five were tied to political drivers. An additional eight questions were linked to cultural drivers. In Mali, 14 questions were chosen after reviewing the background assessments and specific VE drivers. One question was economic; five questions were political and eight were cultural.

Survey Methodology – The survey questions were designed so that the most favorable answer to each question would be coded as a ―5‖ with the least favorable answer coded as a ―1‖. This system allows comparability of analysis of questions or groupings of questions, which are averaged to produce a score on the 1-5 Likert Scale[9]. For the purpose of the survey analysis, the seven questions linked to the socio-economic and political drivers are viewed together. In order to measure these results, the evaluation team surveyed households identified as ―treatment‖ clusters, and ―comparison clusters.‖ The survey was administered by trained enumerators in the local language of the community[10.] Surveyors were trained in the verbatim reading of the survey questions and were instructed not to elaborate on the written questions. To provide some level of randomization, the enumerators visited every second household on a street within a given cluster.

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[9] The Likert Scale is an attitudes scale that measures the level to which the respondent "agrees" or "disagrees" with a given statement. The scale will give an odd number of choices with an equal amount of agreement/disagreement choices on either side of a neutral option

[10] In Niger and Chad, enumerators were recruited from the ranks of the Community Youth Mapping Project, a cadre of surveyors affiliated with PDEV. This allowed the collection of far more surveys than would have been available otherwise. To prevent any conflict of interest, the enumerators were not given any information about which sampling areas were treatment clusters and which were comparison clusters.

NIGER AND CHAD – METHODOLOGY AND RESULTS

The survey mechanism for both Niger and Chad is found in Figure 2.

Questions 1-7 all originate with the 2009 PDEV baseline survey. Questions 1 and 2, linked to the socio-economic drivers, measure the overall sense of economic well-being in the community and satisfaction with the level of services. These are relatively high-level contextual questions and the results cannot be attributed to TSCTP program interventions.[11] Questions 3 through 7 address the degree to which individuals feel marginalized or alienated from their community decision-making processes. Positive answers to these

questions indicate a sense of connection to one's community and its institutions. These questions are intended to measure impact of interventions, specifically the governance, youth and civil society programs of the TSCTP. Question 4 on perceptions of the value of youth associations is a direct measure of an actual TSCTP intervention.

Questions 8 through 15 are linked to cultural drivers. Questions 8 and 9 originate with the 2009 PDEV baseline survey and are closely linked to TSCTP interventions. Question 8 addresses the frequency one hears messages of peace and tolerance, without specifying the source of the message. Question 9 refers specifically to whether survey respondents are listening to USAID-sponsored radio programs on peace and tolerance. Questions 10 through 15 come from the AFRICOM/ORB survey and are more contextual and difficult to attribute to TSCTP interventions. However, they do measure whether the drivers of VE related to pro-active religious agendas or perceptions of ―Islam under siege" by the U.S. and the West are present in surveyed communities. TSCTP programs are attempting to influence these perceptions, although they are not entirely within USAID's manageable interest.

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[11] Questions such as ―how would you describe your economic situation?" are broad and measure perception rather than defined status. For the purpose of this evaluation, perception is more important. There are fewer questions linked to socioeconomic drivers in the survey compared to the other category drivers partly because the existing PDEV baseline survey, from which the socio-economic questions were taken, had a very limited number of such questions since the objective of the program is not economic development.

Figure 2.

TSTCP SURVEY – CHAD AND NIGER

Survey Questions Based on Socioeconomic Drivers	Circle one				
1. How would you describe your economic situation?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1
2. What is your level of satisfaction with your access to services and resources in your community?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1

Questions Based on Political Drivers

3. Do you participate in decision-making in your community?	All the time -5	Often -4	Occasion-ally -3	Seldom - 2	Never - 1
4. Do youth associations make a positive contribution to society?	All the time -5	Often -4	Occasion-ally -3	Seldom - 2	Never - 1
5. What is your level of satisfaction with how decisions are made in your community?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1
6. Do you think your opinions are respected by community leaders?	All the time -5	Often -4	Occasion-ally -3	Seldom - 2	Never - 1
7. Is violence sometimes, most of the time, or always an effective method to solve problems?	Never -5	Seldom - 4	Occasion-ally -3	Often -2	Always - 1

Questions Based on Cultural Drivers

8. Do you hear messages or conversations about peace and tolerance?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never - 1

9. Do you listen to radio programs about peace and tolerance?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never - 1

10. What is your opinion of the United States?	Very good -5	Good -4	Fair -3	Bad -2	Very bad - 1

11. Do you agree that our government needs to work with Western countries to combat terrorism?	Completely agree - 5	Somewhat agree - 4	Not sure - 3	Somewhat disagree - 2	Completely disagree - 1

12. Is using violence in the name of Islam justified?	Never justified 5	Rarely Justified - 4	Not sure- 3	Sometimes justified - 2	Always justified -1

13. Do you agree or disagree that Al Qaeda's violent activities are permitted under Islamic law?	Completely disagree - 5	Somewhat disagree - 4	Not sure - 3	Somewhat agree - 2	Completely agree - 1

14. Do you support the implementation of Sharia law?[12]	No - 5		Sometimes - 3		Yes - 1

15. Some say the U.S. is engaged in countries around the world to fight terrorism. Others say that the U.S. is engaged in countries around the world to fight Islam. Which is closer to your view?	Fight terrorism 5		Not sure - 3		Fight Islam -1

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[12] Question 14 is included for context only. While there is much support for Sharia law throughout all communities surveyed, there appears to be no correlation with extremism. Moreover, there are different views of what defines ―Sharia.‖ A low score on this question does not imply a negative outcome. Question 14 is not included in the aggregate analysis of the cultural questions.

NIGER FINDINGS

Fieldwork in Niger - The evaluation team conducted field work in Niger between October 24 and November 3, 2010. Although TSCTP activities have been implemented throughout the country, security concerns prevented the evaluation team from visiting any region in the north. The U.S. Embassy had restricted travel to 85% of the land area of the country, given a number of successful and attempted kidnappings of westerners in cities as far south as Tahoua.[13] Therefore, field work was conducted in the capital of Niamey and the region around the southern city of Maradi. (See Figure 3) In all, 344 surveys were administered in Niger, 120 in Niamey and 224 in the Maradi area. In each region, a four person, mixed gender team of enumerators collected the surveys.[14]

In Niger, the survey was administered in Hausa, a primary language of southern Niger and northern Nigeria. Clusters in communities known to be primarily Hausa were chosen for sampling.

Figure 3.

344 Surveys Administered

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[13] Concerns raised by security incidents, such as the kidnapping in Niamey on January 7, 2011and subsequent murder of two westerners, have prompted the U.S. Embassy to limit, and at times severely restrict, field travel outside of Niamey.
[14] Given the security restrictions on field work, conclusions on the impact of PDEV activities in the north are more difficult to draw.

The map below (Figure 4) shows the clusters in Niamey, Niger, which had a population of 774,235 according to the 2006 census. Enumerators collected 60 surveys in the treatment cluster neighborhood of Yantala, and 60 in the comparison cluster of Lazaret between October 27 and 29, 2010. Both neighborhoods are primarily Hausa and are in range of USAID-sponsored peace and tolerance radio programs.[15] However, Yantala has had several years of TSTCP implementation (governance, youth programs, etc.), while Lazeret has not.

Figure 4.

Given the proximity of the two Niamey neighborhoods and their similar ethnic makeup, these two clusters offer the clearest contrast between treatment and comparison populations in Niger.

---

[15] Language was an important criterion in community sampling selection to ensure maximum comparability between treatment and comparison clusters. Hausa-speaking populations were chosen in Niger because they represent a target demographic of the PDEV program in that country.

The following map (Figure 5) shows the areas surveyed in and around Maradi, a mostly Hausa city in the south of Niger, close to the Nigerian border. With a population of around 170,000, it is considered vulnerable to the sometimes extremist messages emanating from Muslim clerics in Nigeria. Maradi is considered to be the spiritual center of Islam in Niger and has been the focus of significant PDEV activity in recent years. Currently, this work includes work with religious leaders and peace and tolerance radio.

The village of Gabi (est. population 4,000) is about an hour's drive south of Maradi. No TSCTP activities have been implemented there, although other USAID projects have been and peace and tolerance radio can be received. Like Maradi, Gabi is a traditional Muslim Hausa community, but it is much smaller, traditional, and focused almost entirely on agriculture. In other words, its characteristics were often quite different than the more urban treatment cluster surveyed in Maradi.

Figure 5.

GOOGLE MAPS, MARADI MAP – SATELLITE IMAGES OF MARADI. RETRIEVED JANUARY 15, 2011, FROM: WWW.MAPLANDIA.COM/NIGER/MARADI/

The following pages show the survey results on radar graphs that allow viewing of more complex disaggregated results. In all, four radar graphs (Figures 6-9) are illustrated for Niger. They focus separately on the socio-economic and political questions and the cultural questions, comparing results from the program implementation (treatment) areas against similar results in non-program implementation (comparison) areas, and against the 2008-2009 baseline. Bar graphs (Figures 10-11) show the results from different perspectives.

NIGER SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 6) shows the results on the socio-economic and political questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for the aggregated treatment clusters. The red line shows the comparable scores for the aggregated comparison clusters. The scores of the treatment and comparison areas are similar in the aggregate, with the exception of whether respondents felt youth associations made a positive contribution to society. The treatment clusters averaged 3.1 out of 5 on this question, as opposed to a 2.3 for the comparison group.

Treatment vs. Baseline - The second graph (Figure 7) shows the results on the socio-economic and political questions against the PDEV Baseline Survey Report from early 2009. Again, the solid blue shape represents the average score for the aggregated treatment clusters, while the gray line shows the comparable scores for the aggregated baseline results of all targeted PDEV regions. The scores of the treatment and baseline areas are similar in the aggregate, with the exception of the level of participation in decision-making in the community. The treatment clusters averaged 2.9 out of 5 on this question, as opposed to a 2.16 for the baseline. This question indicates that more people are participating in decision making in treatment areas since the baseline. However, this has yet to translate to substantially greater satisfaction with the decision making process. Impacts diminish as results become less

Figure 6.

NIGER SURVEY RESULTS – ECONOMIC AND POLITICAL
TREATMENT VS. COMPARISON

Figure 7.

NIGER SURVEY RESULTS – ECONOMIC AND POLITICAL
TREATMENT VS. BASELINE
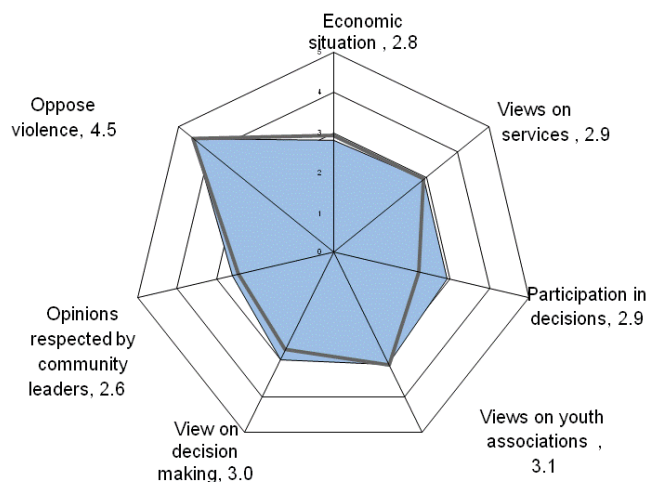
Results Summary – The TSCTP implementation areas have a more positive view of the value of youth associations than in comparison areas. There has been improvement over the last year against the baseline in treatment (implementation) areas regarding participation in decision making. However, there has been no improvement on the other indicators, indicating challenging problems that TSCTP has not impacted yet.

Figure 8.

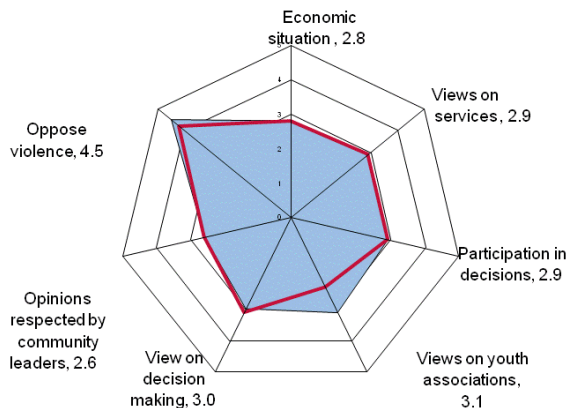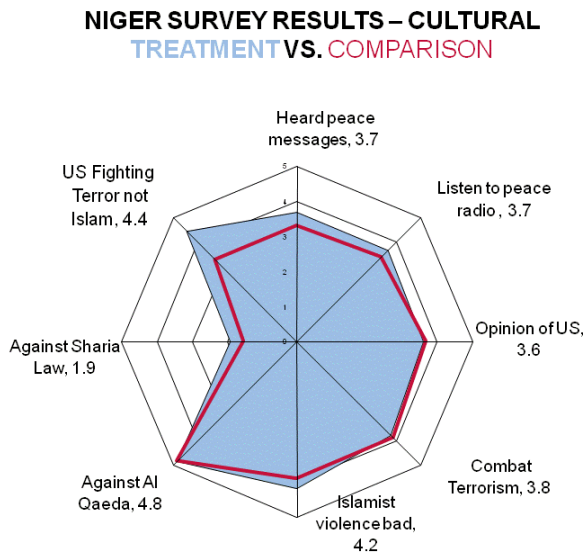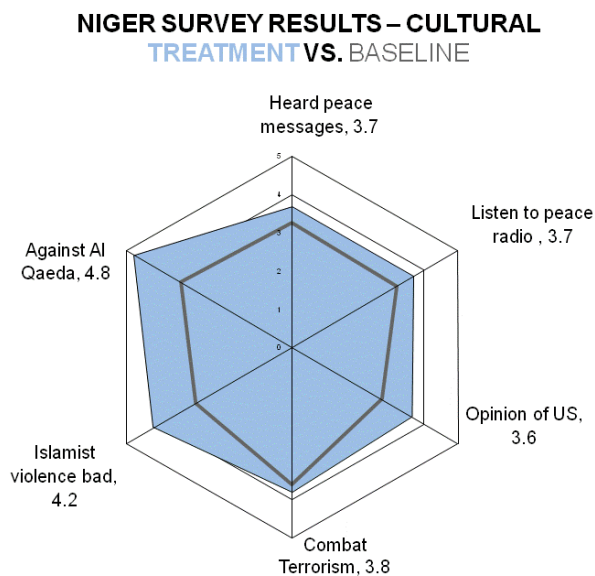### NIGER SURVEY RESULTS – CULTURAL
TREATMENT VS. COMPARISON

Heard peace messages, 3.7
Listen to peace radio, 3.7
US Fighting Terror not Islam, 4.4
Opinion of US, 3.6
Against Sharia Law, 1.9
Combat Terrorism, 3.8
Against Al Qaeda, 4.8
Islamist violence bad, 4.2

Figure 9.

NIGER SURVEY RESULTS – CULTURAL
TREATMENT VS. BASELINE

Heard peace messages, 3.7
Listen to peace radio, 3.7
Against Al Qaeda, 4.8
Opinion of US, 3.6
Islamist violence bad, 4.2
Combat Terrorism, 3.8

NIGER SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 8) shows the results on cultural questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for the aggregated treatment clusters. The red line shows the comparable scores for the aggregated comparison clusters. The scores of the treatment and comparison areas are similar in the aggregate, with a few exceptions. The biggest advantage is on the question of whether the US is fighting terror rather than Islam. The treatment clusters averaged 4.4 out of 5 on this question, as opposed to a 3.3 for the comparison group. There were smaller advantages for the treatment clusters on three other questions.

Treatment vs. Baseline - The second graph (Figure 9) shows the results on the cultural questions against the PDEV Baseline Survey Report from early 2009 and the AFRICOM survey. Again, the solid blue shape represents treatment clusters. The gray line shows the comparable scores for all of Niger, in the case of the AFRICOM questions; and the aggregated baseline results of all targeted PDEV regions in Niger in the case of the PDEV questions. The scores for the treatment areas exceed the baseline areas in aggregate on all questions, especially regarding a rejection of Al Qaeda and Islamist violence and the opinion of the United States. There are also lesser advantages regarding the number who listen to peace and tolerance radio and who have heard messages of peace and tolerance.

Results Summary[16] - Improvements over the baseline in Niger on the cultural questions (Figure 9) are more striking than current advantages over comparison areas (Figure 8).

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[16] Baseline data was not available for two questions (US fighting terror or Islam and support for Sharia).

This could signify that the messages from peace and tolerance radio (heard nationally) have been internalized throughout the country over time, increasing the scores over the baseline (measured nationally). Possibly, the suspension of other TSCTP programming in Niger in 2009 may have slowed the improvement of the treatment areas over the comparison areas. Alternatively, Niger's relatively poorer showing on the treatment vs. comparison area graph (Figure 8) could partly be explained by the fact that one comparison area (Gabi) surveyed in Niger, may have skewed the results somewhat in favor of the aggregated comparison areas (i.e., the presence of other USAID projects and Gabi's traditional rural character). For context, the following graph (Figure 10) isolates the Niamey treatment and comparison clusters, groupings with a more similar profile (although smaller sample size). When looked at this way, there is an advantage for the treatment cluster on 12 of the 15 questions, indicating a more favorable TSCTP impact.

The biggest advantage of the Niamey treatment cluster over the comparison cluster was on the question regarding the value of youth associations (3.9 vs. 1.5). Another big difference between the two Niamey neighborhoods was on the question of whether respondents believed the U.S. was fighting terror or Islam. The treatment cluster score was 4.3 out of 5.0; while the comparison clusters score was only 2.7 on this scale.

Figure 10.

NIAMEY TREATMENT AND COMPARISON NEIGHBORHOODS
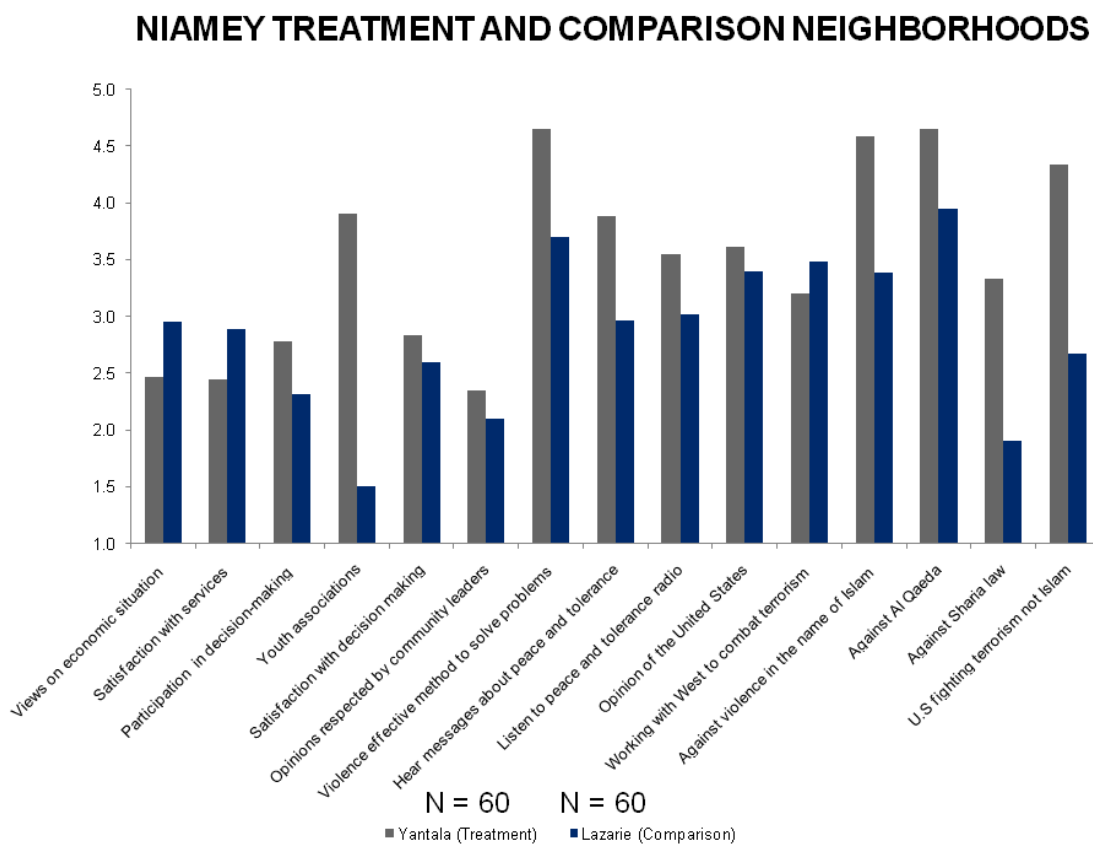
The chart below (Figure 11) shows the range of differences between the aggregate treatment and comparison clusters in Niger. The most significant result is a substantial advantage for treatment over comparison areas (1.1 points out of 5.0) on views regarding youth associations. This offers evidence that youth programming in Niger has shown significant impact. To a lesser degree, treatment areas show a higher level of listenership to peace radio (0.36 points out of 5.0) and hearing messages of peace (0.36 points out of 5.0), indicating some impact regarding the media programming. However, this analysis does show some contradictory findings, e.g. the belief that the U.S. is fighting terror not Islam coupled with a negative opinion of the United States.

Figure 11.

DIFFERENCE BETWEEN TREATMENT AND COMPARISON AREAS ON SURVEY QUESTIONS - NIGER
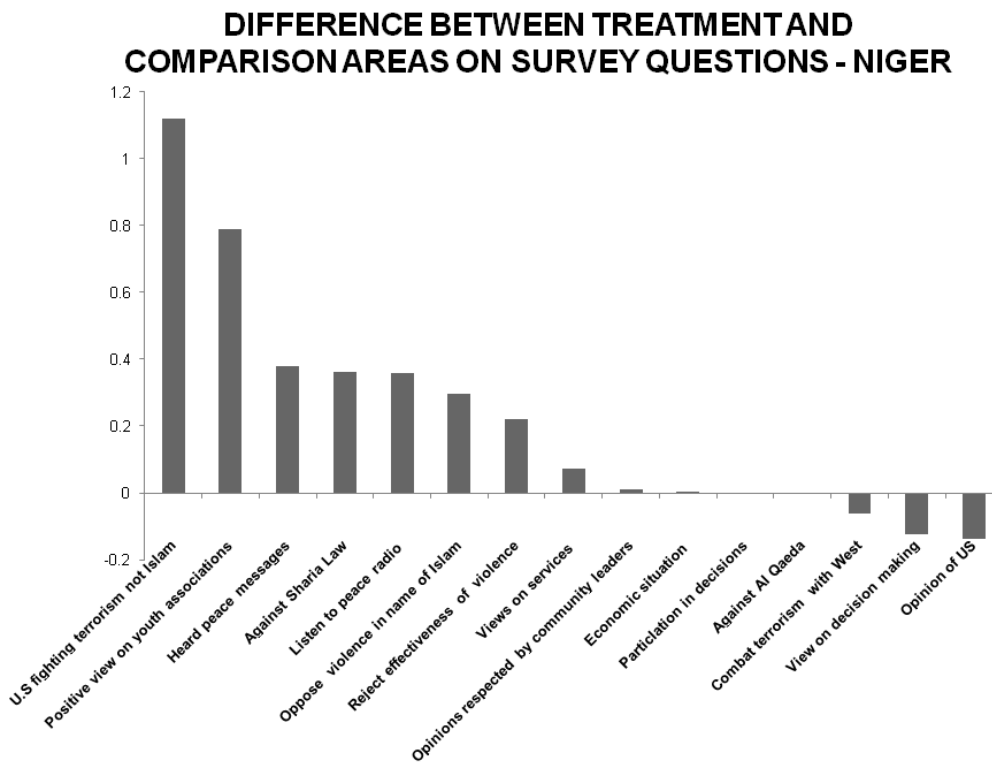
(*Note the scale is in tenths of a point on a five point scale, exaggerating the length of each bar.)

CHAD FINDINGS

Fieldwork in Chad - The evaluation team conducted its fieldwork in Chad from November 4-14, 2010. In N'Djamena, 199 surveys were completed in the neighborhood of Diguel – a treatment cluster. This community has been a focus of TSTCP activity, but is known by the PDEV staff as ‑tough" area, characterized by a disproportionately large number of radical mosques.

The city of Moussoro (169 surveys) is the other treatment cluster. It has a population of around 16,000 and is a day's drive from the capital. Midway between the two cities is Massakory (152 surveys) which provides for the comparison group. Massakory (also about 16,000) is the last city on the paved portion of the road between Moussoro and N'Djamena. (See Figure 12)

Figure 12.

CHAD SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 13) shows the results on the socio-economic and political questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for the aggregated treatment clusters. The red line shows the comparable scores for the comparison cluster. The scores of the treatment areas exceed the comparison area on most of the political questions. The biggest difference is in regard to youth associations' contribution to society, where the treatment clusters averaged over a full point higher on the 1 to 5 scale.

Treatment vs. Baseline - The second graph (Figure 14) shows the results on the socio-economic and political questions against the PDEV Baseline Survey Report from early 2009. Again, the solid blue shape represents the average score for the aggregated treatment clusters, while the gray line shows the comparable scores for the aggregated baseline results of all targeted PDEV regions. The treatment areas outscored the baseline on the level of participation in community decision-making and on the perceived value of youth associations. As in Niger, this increased level of participation in decision making has yet to translate into greater support for the decision making process since the baseline data was collected.

Figure 13.

CHAD SURVEY RESULTS – ECONOMIC AND POLITICAL
TREATMENT VS. COMPARISON

Figure 14.

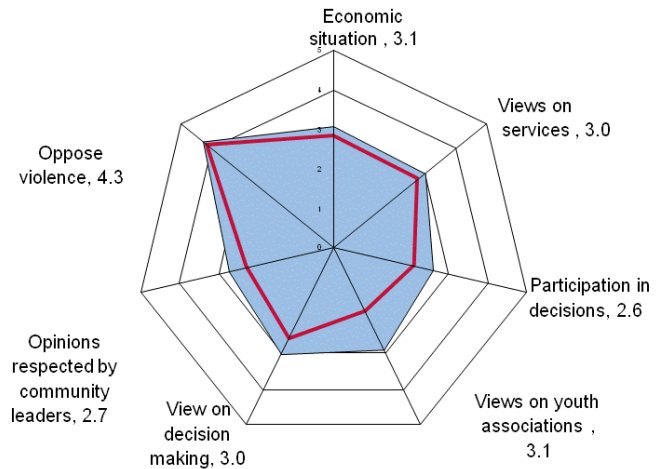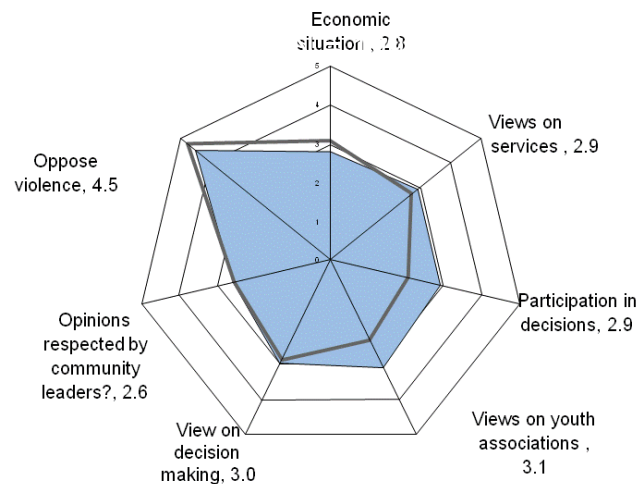CHAD SURVEY RESULTS – ECONOMIC AND POLITICAL
TREATMENT VS. BASELINE

Results Summary – The aggregated treatment clusters in Chad showed little difference on the economic questions but demonstrable difference over both comparison areas and the baseline on some key political questions. The results point to program impact regarding work with youth associations and participation in community decision making.

Figure 15.

CHAD SURVEY RESULTS – CULTURAL
TREATMENT VS. COMPARISON

Heard peace messages, 3.8

Listen to peace radio , 3.7

US Fighting Terror not Islam, 3.5

Against Sharia Law, 1.9

Opinion of US, 3.6

Against Al Qaeda, 4.2

Combat Terrorism, 3.8

Islamist violence bad, 4.3
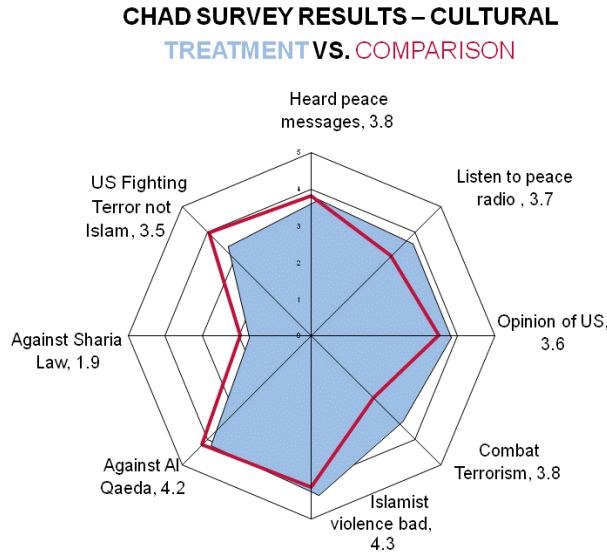
Figure 16.

CHAD SURVEY RESULTS – CULTURAL
TREATMENT VS. BASELINE

Heard peace messages, 3.8

Listen to peace radio , 3.7

Against Al Qaeda, 4.2

Opinion of US, 3.6

Islamist violence bad, 4.3

Combat Terrorism, 3.8
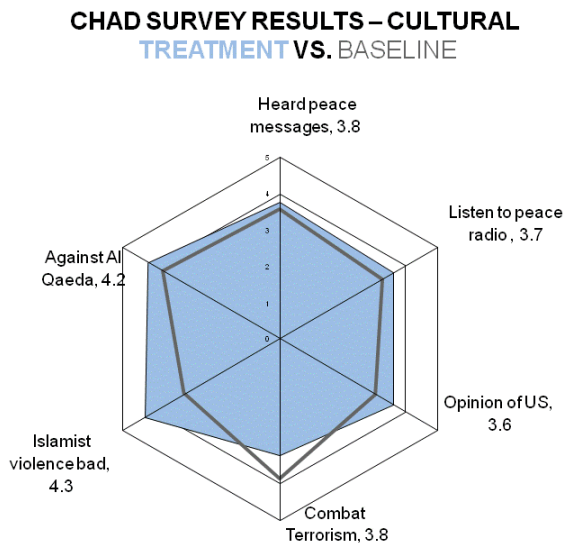
CHAD SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 15) shows the results on cultural questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for the aggregated treatment clusters. The red line shows the comparable scores for the comparison cluster. The scores of the treatment and comparison areas are similar in the aggregate, with a few exceptions. The biggest advantage for the treatment area is on the questions of listening to peace and tolerance radio and support for working with the West to combat terrorism.

Treatment vs. Baseline - The second (Figure 16) graph shows the results on the socio-cultural questions against the PDEV Baseline Survey Report from early 2009 and the 2008 AFRICOM survey. Again, the solid blue shape represents the average score for the aggregated treatment clusters, while the gray line shows the comparable scores for all of Chad, in the case of the AFRICOM questions; and the aggregated baseline results of all targeted PDEV regions in the case of the PDEV questions. The scores for the treatment areas exceed the baseline areas in aggregate on all questions *except* regarding support for working with the West to combat terrorism.

Results Summary – Perhaps most importantly there is significantly more listening to peace and tolerance radio in the treatment areas than comparison areas.

Figure 17.

RURAL CHAD TREATMENT AND COMPARISON
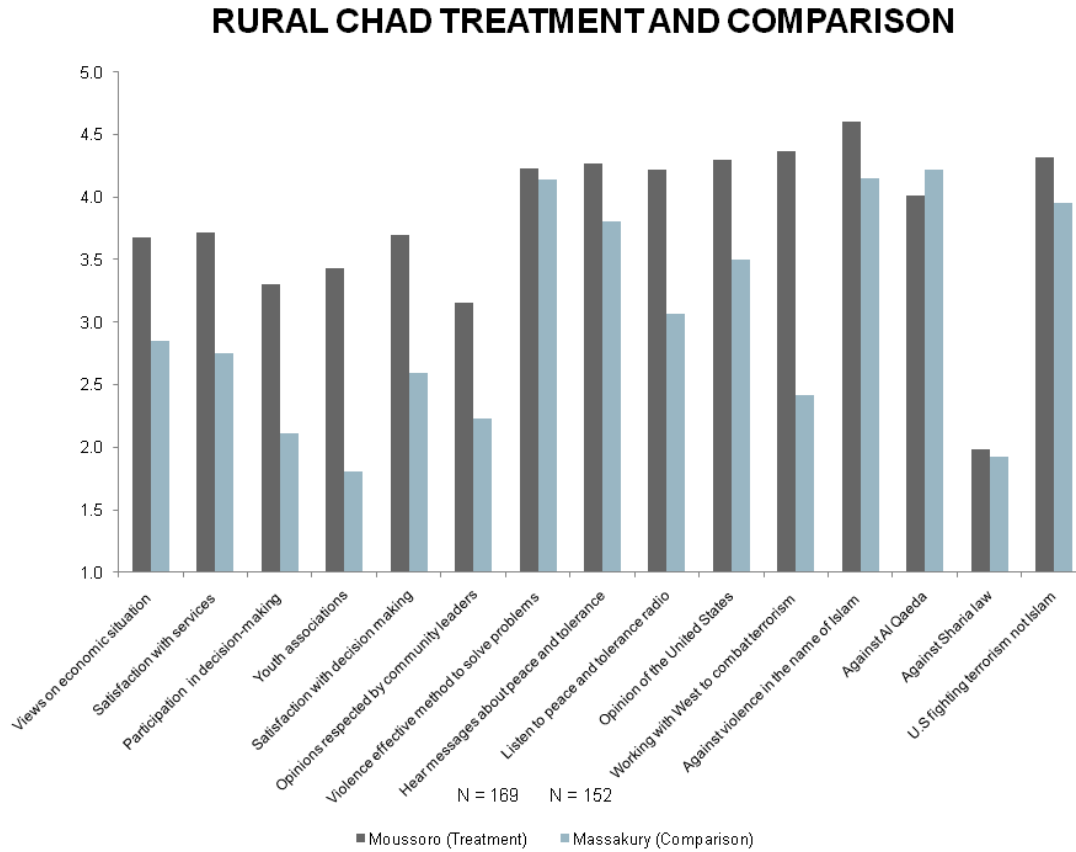
When the results for the treatment area in N'Djamena (the ‗tough' neighborhood of Diguel) are excluded, the results for Chad are more striking. (Figure 17) Moussoro and Massakory are similarly sized cities of around 16,000. Excluding the urban area, and making a direct comparison between the two rural towns, provides a more telling result. Under this comparison, the treatment cluster outscores the comparison cluster on 14 of the 15 questions. The most consistent differences are on the economic and political questions.[17]

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[17] These findings do not imply ineffectiveness of urban programming; however, they do indicate that results will likely vary in urban versus rural areas. For example, results in urban areas may be slower to come due to the larger number of youth with frustrated economic expectations who are less moored to traditional tribal and family networks.

Figure 18.

DIFFERENCE BETWEEN TREATMENT AND COMPARISON AREAS OF SURVEY QUESTIONS - CHAD
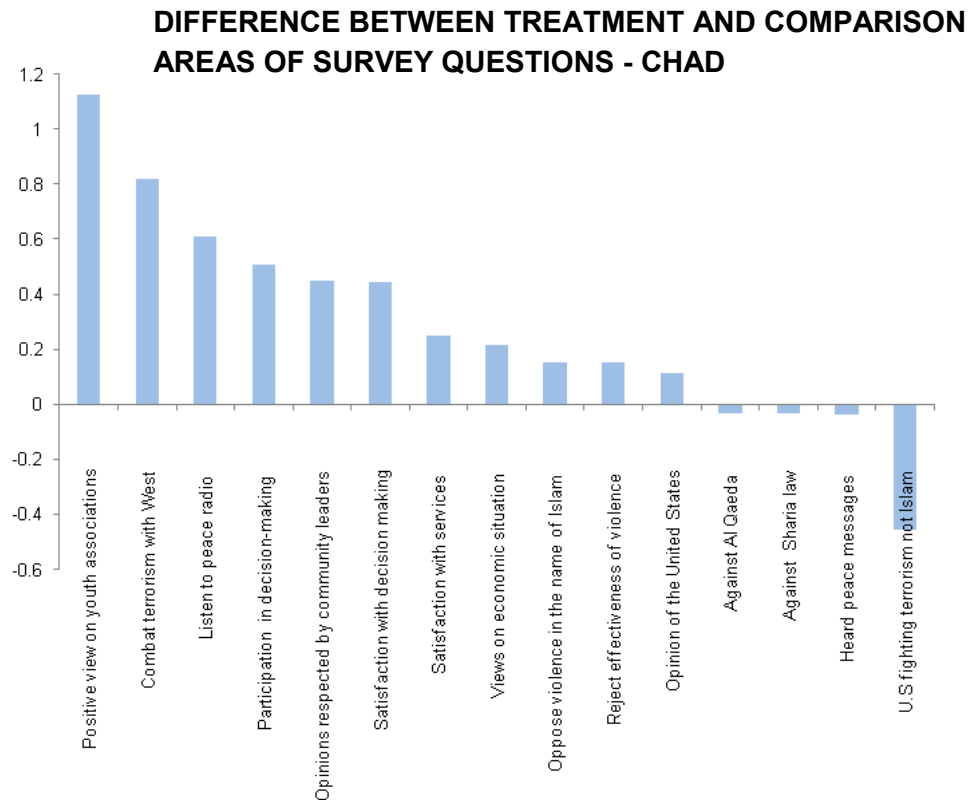
(*Note the scale is in tenths of a point on a five point scale.)

The chart above (Figure 18) shows the range of differences between the aggregate treatment and comparison clusters in Chad. The most significant result is a substantial advantage for treatment over comparison areas (almost 1.2 points out of 5.0) on views regarding youth associations. This offers evidence that youth programming in Chad, as in Niger, has shown significant impact. To a lesser degree, treatment areas show a higher level listenership to peace radio (0.6 points out of 5.0) However, this analysis does show some contradictory findings, e.g. the belief that the U.S. is fighting Islam not terror, coupled with support for standing with the West on combating terrorism. The lower score on the question regarding ―U.S. fighting terror not Islam", comes from N'Djamena results. Scores on this question were far more supportive of the U.S. position in the more rural areas of Moussoro (treatment) and Massakory (comparison).

MALI METHODOLOGY AND FINDINGS

The survey instrument for Mali differed somewhat from that used for Chad and Niger given the difference in the TSCTP programs and the availability of baseline data. Whereas Niger and Chad counter-extremism programs all fall under PDEV, the TSCTP components in Mali are implemented by different partners – Management Systems International (MSI) (PGP2): (governance and decentralization activity); IESC and GeekCorps: (radio for peace-building); Education Development Center, PHARE: (Education in Medersas); Trickle Up: (economic opportunities), Abt Associates, and Mali Pro Nord: (economic opportunities). Coordination among the various TSCTP partners in Mali was not evident and the evaluators found no source of common indicators as was the case for Niger and Chad with the PDEV baseline survey.

The survey instrument used for Mali is included on the following two pages (Figure 19). It was designed so as to balance compatibility with the Niger and Chad survey and comparability with existing baseline data. As such, the Mali survey used here contains some indicators from the PDEV baseline survey for which there is no Mali baseline data, and some questions from the Afrobarometer survey for which there is baseline data, but no comparable data for Chad and Niger. The cultural questions from the AFRICOM/ORB survey provide comparable current and baseline data for all three countries. All questions attempt to link to drivers of extremism highlighted in USAID analytical documents.

Question 1 (How free are you to join political organizations?) is from the Afrobarometer survey. Question 2, on the level of satisfaction with services, is from PDEV and addresses perceptions of economic under-development, an economic VE driver. Question 3 on participation in decision making is a political driver question from the PDEV baseline survey. Questions 4 through 6 are political driver questions from Afrobarometer measuring Malian local governance and the population's involvement with it. Question 7 is from Afrobarometer and tests support for the Northern (Tuareg) Rebellion. Question 8 on listening to Peace and Tolerance Radio comes from the PDEV baseline. Finally, Questions 9-14 reflect cultural VE drivers and come from the AFRICOM survey.

Figure 19.

MALI TSCTP SURVEY

Socioeconomic and Political Drivers	**Circle one**				
1. In Mali, how free are you to join any political organization you want?	Very free - 5	Somewhat free -4	Neutral -3	Somewhat un free -2	Not free -1
2. What is your level of satisfaction with your access to services and resources in your community?	Very good -5	Good -4	Fair -3	Bad -2	Very bad -1
3. Do you participate in decision-making in your community?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
4. During the past year, have you contacted a Local Government Councilor about some important problem or to give them your views?	Often -5		Occasionally -3		Never 1
5. In your opinion, how likely is it that you could get together with others and make your local government councilor listen to your concerns about a matter of importance to the community?	Very likely -5	Somewhat likely -4	Neutral-3	Somewhat unlikely -2	Very unlikely – 1
6. When there are problems with how local government is run in your community, how much can an ordinary person do to improve the situation?	A lot -5	Some - 4	Not sure -3	Little – 2	None - 1

Cultural Drivers

7. Do you believe the northern rebellion is a justified war for the autonomy and development of regions of the country or an unjustified war against the national unity of the country?	Unjustified -5		Not sure -3		Justified - 1
8. Do you listen to radio	All the time	Often -4	Occasionally	Seldom -2	Never - 1

programs about peace and tolerance?	-5		-3		

9. What is your opinion of the United States?	Very good -5	Good -4	Fair -3	Bad -2	Very bad -1

10. Do you agree or disagree that our government needs to work with Western countries to combat terrorism?	Completely agree - 5	Somewhat agree - 4	Not Sure - 3	Somewhat disagree - 2	Completely disagree - 1

11. Do you feel that using violence in the name of Islam is always justified, sometimes justified, rarely justified or never justified?	Never justified - 5	Rarely Justified - 4	Not sure - 3	Sometimes justified - 2	Always justified - 1

12. Do you agree or disagree that Al Qaeda's violent activities are permitted under Islamic law?	Completely disagree - 5	Somewhat disagree - 4	Not sure - 3	Somewhat agree - 2	Completely agree- 1

13. Do you support or oppose the implementation of Sharia law?	No -5		Sometimes - 3		Yes - 1

14. Some say the U.S. is engaged in countries around the world to fight terrorism. Others say that the U.S. is engaged in countries around the world to fight Islam. Which is closer to your view?	Fight terrorism - 5		Not sure - 3		Fight Islam - 1

Fieldwork in Mali - The field-work in Mali was conducted in the treatment area of Timbuktu, while Diré provided the comparison cluster. The security situation in Mali prevented the evaluation team from traveling to the survey areas. Therefore, the team supervised the process remotely and used a local contractor, Association Malienne pour la Survie au Sahel (AMSS), to conduct the survey work. The contractor administered 200 surveys in Mali – 100 in Timbuktu and 100 in Diré over three days in mid-December. (Figure 20) As in Chad and Niger, the comparison area of Diré has received radio signals from TSCTP programming, somewhat diluting its value as a control. However, unlike Timbuktu, Diré has not had the benefit of the TSCTP education, microfinance and governance projects.

Figure 20.
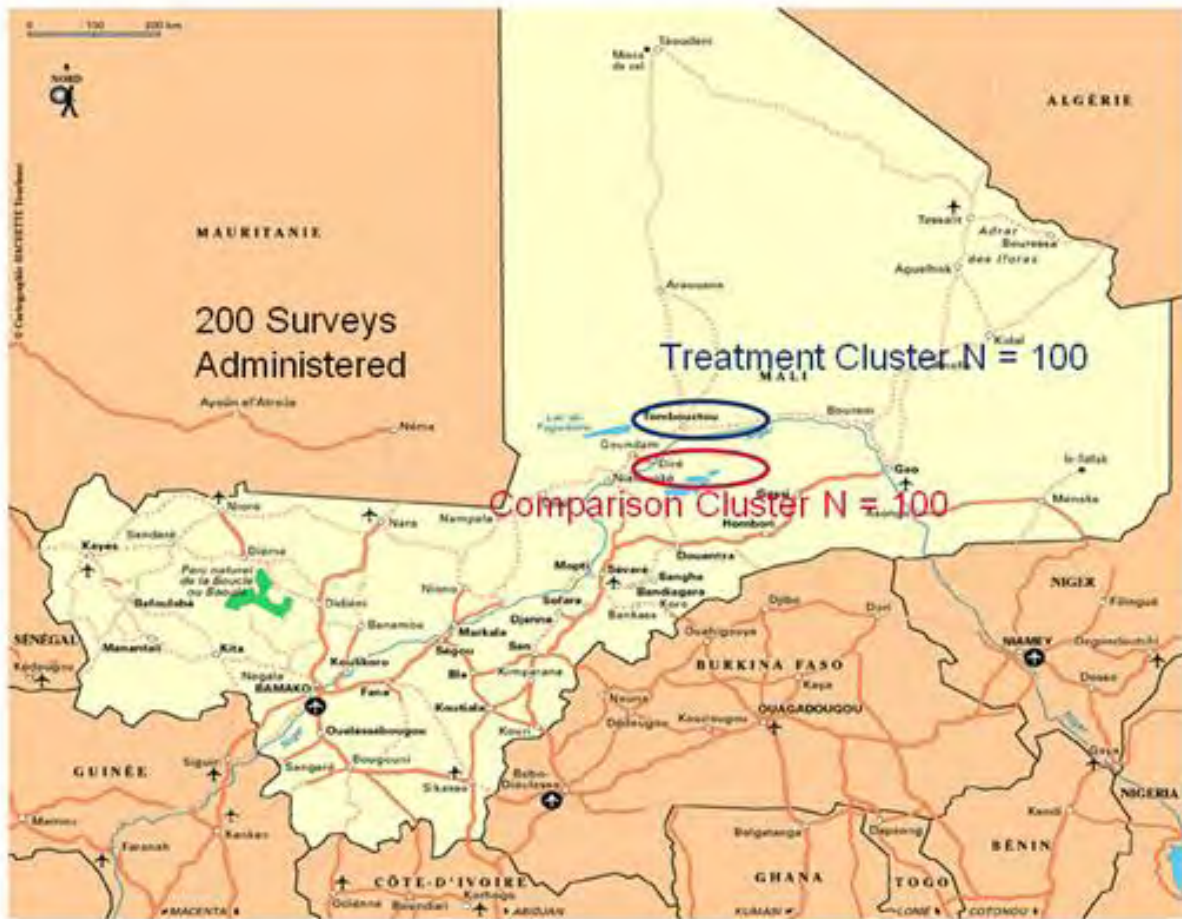
MALI SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 21) shows the results on the socio-economic and political questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for Timbuktu, the treatment cluster. The red line shows the comparable scores for Diré, the comparison cluster. The scores of the treatment area exceeds the comparison area primarily on questions regarding whether people participate in decision making and whether they have contacted local government.

Treatment vs. Baseline - The second graph (Figure 22) shows the results on the socio-economic and political questions against the Afrobarometer Survey Report from early 2009. Again, the solid blue shape represents the average score for Timbuktu the treatment cluster; while the gray line shows the comparable scores for all of Mali on the Afrobarometer Survey. The treatment area outscored the baseline by wide margins on whether respondents had contacted local government, and whether an ordinary person could have an impact.

Figure 21.

MALI SURVEY RESULTS – ECONOMIC AND POLITICAL
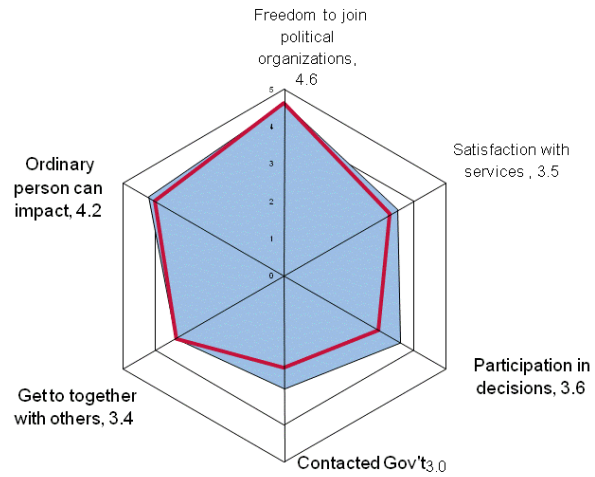### TREATMENT VS. COMPARISON

Figure 22.

MALI SURVEY RESULTS –POLITICAL
TREATMENT VS. BASELINE

Figure 23.

MALI SURVEY RESULTS – CULTURAL
TREATMENT VS. COMPARISON

Listen to peace radio , 4.2
Against Northern Rebellion, 4.3
Opinion of US, 3.8
US Fighting Terror not Islam, 4.6
Combat terrorism , 4.4
Against Sharia Law, 3.1
Against Islamist violence 3.8
Against Al Qaeda, 4.5

Figure 24.

MALI SURVEY RESULTS – CULTURAL
TREATMENT VS. BASELINE

Against Northern Rebellion, 4.3
Opinion of US, 3.8
Against Al Qaeda, 4.5
Combat terrorism, 4.4
Against Islamist violence 3.8

MALI SURVEY RESULTS

Treatment vs. Comparison - The first graph (Figure 23) shows the results on cultural questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for Timbuktu, the treatment cluster. The red line shows the comparable scores for Diré, the comparison cluster. The scores of the treatment and comparison areas are similar, with two exceptions. Timbuktu respondents reported greater listener ship to peace and tolerance radio, and were less likely to be in favor of Sharia law than respondents from Dire.

Treatment vs. Baseline - The second graph (Figure 24) shows the results on the cultural questions. Each point on the radar graph corresponds to the average score on a question from the survey on a one to five scale. The solid blue shape represents the average score for Timbuktu on this evaluation survey. The gray line shows the comparable scores all of Mali. For four out of the five questions, the baseline data comes from the AFRICOM survey. One question, on the Northern Rebellion, comes from Afrobarometer. The treatment areas score better on all the questions from the AFRICOM survey than the baseline by wide margins. On the Northern Rebellion question, performance is slightly below baseline, but opposition to the rebellion continues to be strong.
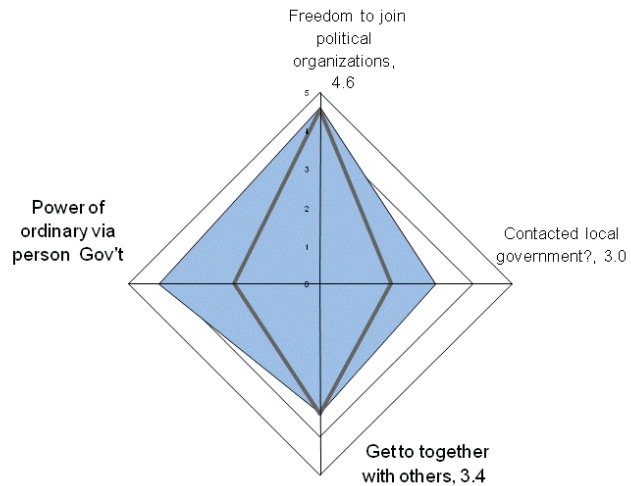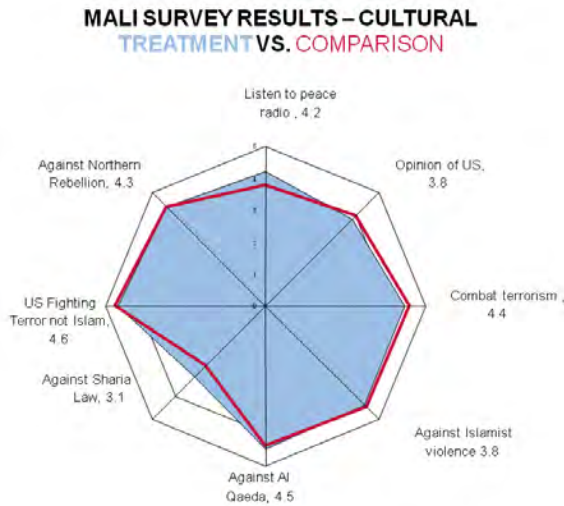
Mali Results Summary—On the whole, the treatment cluster of Timbuktu scored no worse than the comparison area of Diré. On certain key questions related to programming, the treatment area scored better. This included satisfaction with services, frequency of contacting local government councilors and participation in decision making – all indicators signifying some impact on the part of local governance programming in Timbuktu. There was also greater listenership to peace and tolerance radio in the treatment over the comparison cluster. On the higher-level attitudinal questions, however, there is little difference between the treatment and comparison areas.

The greater differences seem to be between results of the December 2010 survey of Timbuktu and whole-of-Mali baseline data from 2008-2009. The results were particularly striking regarding the questions of whether people had contacted local governance councilors and whether they believed an ordinary person could make a difference. The 2010 Timbuktu results were significantly better than the baseline results from 2008-2009 – interesting for a region that is currently off limits for expat travel.

Figure 25.

MALI TREATMENT AND COMPARISON CITIES
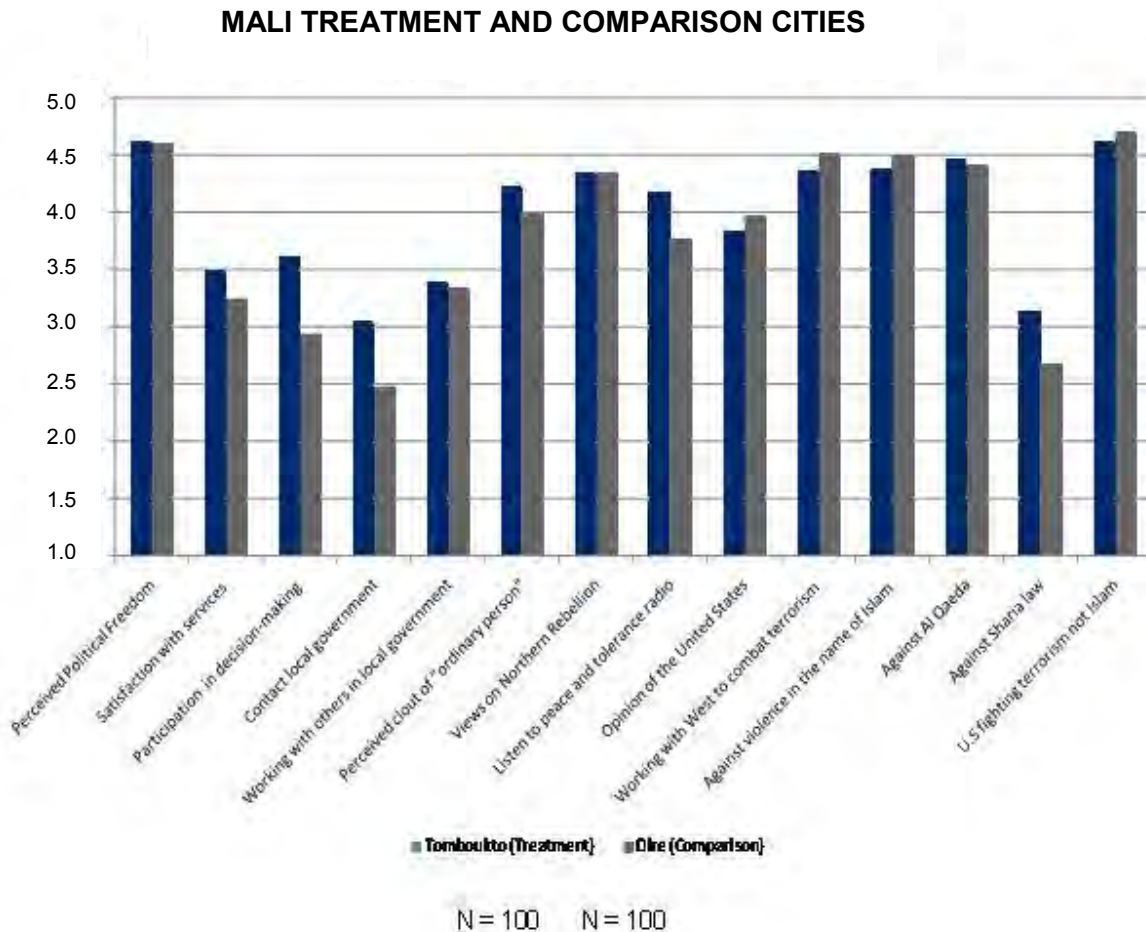
The graph below (Figure 26) disaggregates responses between the Sonrai and Tuareg populations surveyed in Mali, given the history of Tuareg conflicts with the Malian Government in the north. For the purposes of this graph, both treatment and comparison areas (Timbuktu and Diré) are included. The Tuareg sample is comparatively small, only a quarter of the total population sampled. With this caveat, it is interesting to note that the Tuareg population has higher scores on all but three of the fourteen survey questions. Despite the possible linkages between the Tuareg rebellion and AQIM presence in the north of Mali, Tuaregs in this survey

show no indication of being more extremist, or even more alienated, than their Sonrai counterparts. This is a subject that should be researched further.

Figure 26.

DIFFERENCE BETWEEN SONRAI AND TUAREG POPULATIONS
ON SURVEY QUESTIONS – MALI
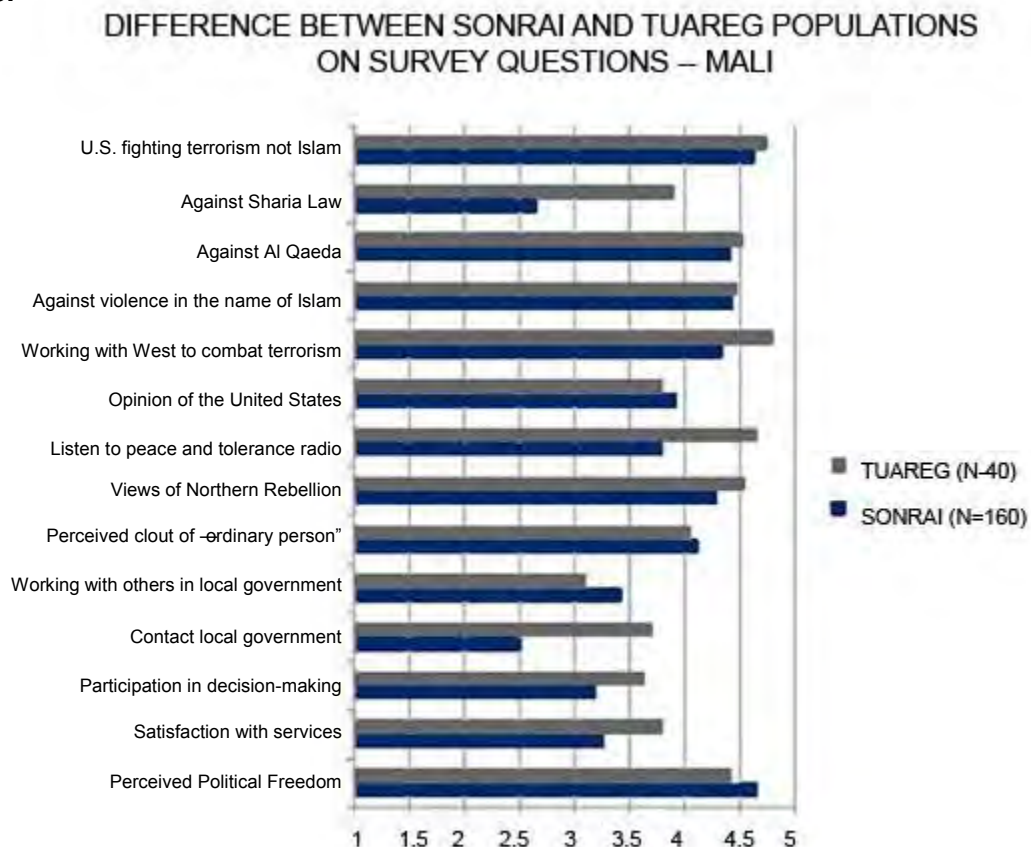
The graph below (Figure 27) shows the difference between treatment and comparison areas in Mali. The scaling of the graph is the same as for the similar illustrations in Niger and Chad and exaggerates small differences on a 1.0 to 5.0 scale. The biggest differences between the treatment and comparison areas (around a half point on a five point scale) is on a pair of governance indicators – respondents level of participation in decision making, and the number of respondents who have contacted their local governments. This may be due to the presence of strong USAID governance programming over the years in Mali, much of it outside the context of TSCTP.

Figure 27.

DIFFERENCE BETWEEN TREATMENT AND COMPARISON AREAS ON SURVEY QUESTION - MALI
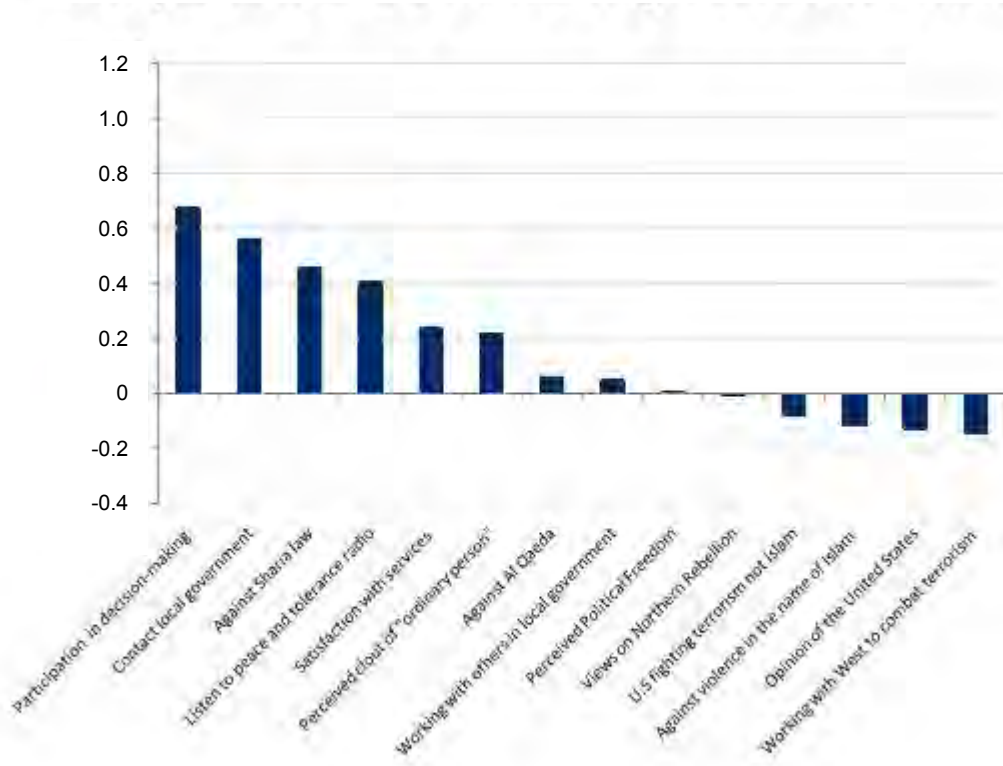
THREE-COUNTRY COMPARISON

The graph below (Figure 28)[18] compares the differences on the common questions asked of survey respondents in Chad, Niger and Mali.[19]. They are ordered according to which results TSCTP would be expected to have the most direct impact on, to the result where USAID attribution would be the most difficult. The question with the most direct impact is "Listening to peace and tolerance radio." The treatment clusters in all three countries have relatively large advantages over comparison clusters on this question. On the two common governance indicators, "Satisfaction with services" and "Participation in decision-making", Chad and Mali also have larger advantages than does Niger. While this chart exaggerates the differences between the three country studies, Niger has the lowest difference between treatment and comparison areas on the governance questions. This may reflect the fact that significant elements of programming were suspended in Niger, but were not suspended in Chad and Mali.

Finally is the result on which TSCTP impact is least direct – the cultural/attitudinal questions. To lessen the potentially distorting effect seen in the varied results of the individual questions from the AFRICOM survey, especially in Chad and Niger, five AFRICOM cultural questions are aggregated here: Against Al Qaeda; Against violence in the name of Islam; Opinion of the United States; Working with West to combat terrorism; and U.S fighting terrorism not Islam[20]. On this aggregated question, treatment clusters in Niger show the biggest differences over comparison clusters of the three countries. In Mali, the comparison cluster actually scores slightly higher than the treatment cluster.

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[18] Largest possible theoretical difference is "5", in which all treatment areas scored "5" on a question or group of questions and all comparison areas scored "1". On most questions, treatment areas outscored comparison areas by 0.5 or less. If there was no difference between the treatment and comparison areas, such as in Niger on the "participation in decision making" question, the graphic shows no visible bar.

[19] For the purpose of presentation, this graph exaggerates the lengths of the bars, all of which show differences of less than a point on a five point scale. Also, as mentioned earlier, inclusion of the rural village of Gabi as a comparison area for Niger may have slightly biased the data in that country against the treatment clusters.

[20] "Against Sharia law" is not included here, since this is a context indicator only and not a programming goal.

Figure 28.

DIFFERENCES BETWEEN TREATMENT AND COMPARISON AREAS ON SURVEY QUESTIONS – THREE COUNTRIES – (DETAIL VIEW)
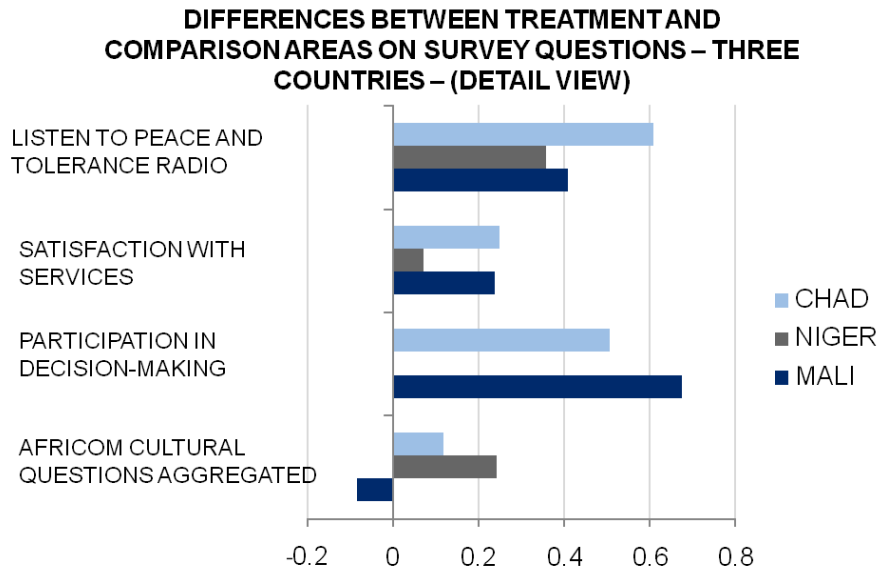
The figure below (Figure 29) is of the same data, but shows the full 1 to 5 range of possible scores – making impact look less dramatic. The differences between treatment and comparison areas on the questions shared by all three countries are modest – an average of 5.67% in aggregate in favor of the treatment clusters.

Figure 29.

DIFFERENCES BETWEEN TREATMENT AND COMPARISON AREAS ON SURVEY QUESTIONS – THREE COUNTRIES – (1 TO 5 SCALE)
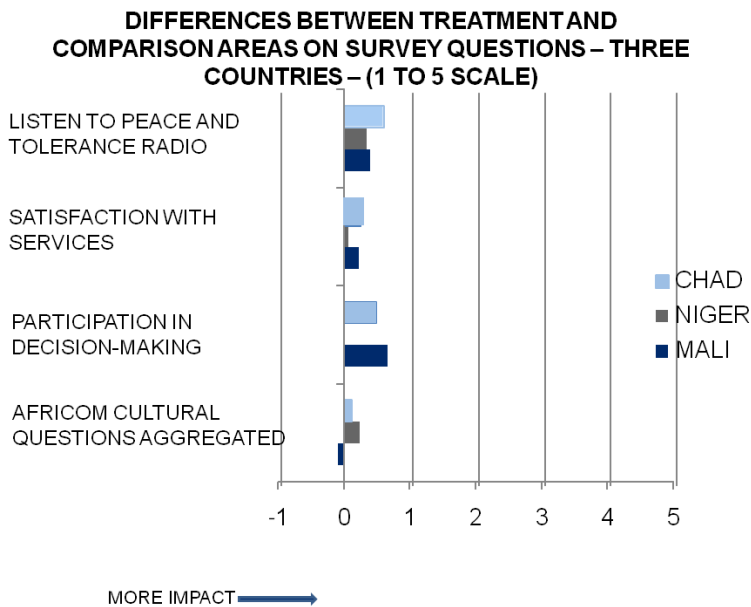
Given that this quasi-experimental survey design was not randomized, and considering the methodological differences in cluster sampling of the treatment and comparison areas among the three countries, this data cannot be considered definitive proof of impact. However, the results do seem to be consistent across programming areas. The program appears to be having modest yet significant impact across all three countries.

The biggest impact for all three countries came on the question of listening to peace and tolerance radio. Since residents of all treatment and comparison clusters were in broadcast range of these radio signals, these data indicate that complementary TSCTP programming significantly boosts listenership. Scores on participation in decision-making", a governance indicator, indicate significant results for Mali, where there has been a long-standing governance program, as well as for Chad where governance and civil society has been a focus of PDEV and, before that, CAP Chad. Satisfaction with services, the primary economic indicator for this survey that was used in all three countries, shows marginal but positive results across the board. Given that this indicator is only partially in TSCTP's manageable interest, this is an encouraging finding.

The aggregated cultural questions on these surveys are the highest level indicators regarding TSCTP's impact. Predictably, the differences between treatment and comparison areas are the smallest here. However, the relatively better results for Chad and Niger over Mali may indicate the value of having a holistic program, in which programs directed at the various drivers of VE are more intensively coordinated. USAID is fully present in Mali (not in Chad and Niger) and has had longstanding governance, media and other projects with which the TSCTP activities have been integrated. This approach is more problematic for implementers who may be less aware of how their individual projects affect and are affected by other counter-extremism interventions. The fact that the treatment cluster in Mali actually had a lower score than the comparison cluster on the aggregated AFRICOM questions (although by only a very small amount), indicates that progress on the more program-specific results in Mali have yet to translate into gains on the more difficult questions of attitudes toward VE.[21]

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[21] See Figure 25 for a disaggregated breakdown of the cultural questions for Mali.

FINDINGS FROM FOCUS GROUPS AND INTERVIEWS

In addition to the quantitative research, the evaluation team also held focus groups in every community targeted for surveying, supplemented by numerous key informant interviews. Unlike the surveys described earlier, the focus groups were not intended to contrast treatment and comparison areas, but to get more detailed information on issues highlighted in the surveys. Questions generally followed the outline of the Niger/Chad survey (Figure 2). Key informant interviews (see Annex J) were conducted with TSCTP partners and beneficiaries to gain a greater understanding of programming. Focus groups and key informant interviews began with structured interview guides, based on the survey, that were flexible enough to allow exploration of issues that arose independently of the script.

The team endeavored to bring together focus groups that provided for a range of diverse voices, but ensuring that young males in particular were included. Focus groups included:

Niger:

- Niamey (Yantila): urban youth (mostly male);
- Niamey (Lazarie): Neighborhood elders (mostly male)
- Maradi – Listening Club Members – (mixed gender)

- Gabi – Separate groups of village elders, women and youth

Chad:

- N'Djamena: Youth soccer club (all male)
- Moussoro: Separate groups of Moussoro mixed gender youth; and small businesswomen
- Massakory: Civil society representatives (mixed gender, all ages).

These qualitative data can provide insight into the conclusions reached by the survey research.[22]

Importance of Radio – As documented in the quantitative research, listenership to peace and tolerance radio was higher in treatment clusters than in comparison clusters in all three countries surveyed. However, analysis of focus groups showed that these radio shows were

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[22] It was not possible to conduct focus groups in program areas of Mali due to security related travel restrictions.

popular whether a listener resided in a treatment area or not. This was especially clear in rural areas (treatment and comparison group alike) such as Gabi in Niger and Moussoro in Chad.

In Gabi, a focus group of six women expressed particular interest in radio shows on health, education and child rearing. Participants pointed out that women are typically home to listen to the radio far more than men. Youth also had a strong interest in the radio shows, particularly shows on health and preaching."

The focus groups in Gabi were particularly enthusiastic about the radio shows - including separate groups of adult women and teenage boys and girls. Focus group participants in other rural areas had similar opinions.[23]

JEFFREY SWEDBERG/YOUTH FOCUS GROUP – GABI, NIGER

In Gabi, where a focus group was held specifically for youth, the participants made it clear that they valued youth clubs as an outlet for expression, since youth are not allowed to participate in community meetings." The Fada" tradition of listening clubs in Niger offers a good opportunity for encouraging listenership of peace and tolerance radio – even in communities such as Gabi, which do not have an active PDEV program outside of radio.

> If you want to hide something in Niger, put it in a book. People don't read, but they do listen to the radio." –
> MARADI RADIO MANAGER [MAKING A JOKE]

The evaluators heard several times from people in focus groups and interviews how much they valued the opportunity to speak on the radio. This was especially true of religious leaders in Maradi, Niger where PDEV-sponsored interfaith dialogues are tied in with the radio programming. For instance, Sani Nomaou, a Christian Pastor, has a 15 minute daily show on Gackwar Radio in Maradi. He is also an enthusiastic participant in the interfaith dialogue conferences sponsored by PDEV. Regarding the radio show, Pastor Nomaou says he is getting many calls of support."

As noted in the analysis of the survey results for all three countries, listenership was higher in treatment areas within Niger, Chad and Mali where there was multi-sector TSCTP programming than it was in comparison areas that also had access to peace and tolerance radio.[24] Listenership appears to go up when it is supported by other programs in the non-media TSCTP sectors, especially those with connections to the radio programs such as the religious dialogue programming in Maradi, Niger.

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[23] The highest scores for the question – Do you listen to peace and tolerance radio?" came from Moussoro, Chad (pop. 16,000) (4.2 out of 5.0); and Gabi, Niger (pop. 4,000) (3.8 out of 5.0). Other scores on this question ranged between 3.0 (Lazerai neighborhood of Niamey), and 3.5 (Yantala neighborhood of Niamey).
[24] Gabi, Niger was an exception to this finding.

Some underlying anger—Focus group participants in Niger and Chad exhibited little in the way of support for violent extremism, but there was a level of underlying anger, especially among young men in Niger. One of the less encouraging results on the quantitative survey research in Niger was the lack of any significant difference between TSCTP treatment clusters, measured against either comparison clusters or against the national level baseline data, on certain socio-economic and political questions. These questions included respondents' satisfaction with their economic situation, satisfaction with community services, views on decision making, or faith that their opinions were respected by community leaders. In Niamey, one focus group was particularly disillusioned with the local authorities and expressive of youth solidarity. When asked if they could participate in decision making in their community, one participant said, "No. Decisions come from the central government. We are only citizens when it comes to paying taxes." Members of the Niamey focus group were careful to avoid any statement that advocated violence, but the feelings of dissatisfaction with the status quo were palpable.

JEFFREY SWEDBERG/GACKWAR RADIO STATION– MARADI, NIGER

Wariness with the West - Focus groups also provided insight on the attitudes towards the U.S. and the West in the Sahel. Some of the more complicated results from the quantitative survey research were the seemingly inconsistent answers on the cultural questions. For instance, while there was general progress in the aggregate on the cultural questions, in Chad more people in treatment clusters than in comparison clusters

> "When you have numbers, you can confront the devil, and the devil is the authorities." – YOUNG PARTICIPANT IN NIAMEY FOCUS GROUP

reported they believed the U.S. was fighting Islam rather than terrorism. Also, there was a reduction from the baseline in the number who believed they should work with the West to combat terrorism. These were questions the evaluators attempted to clarify. Vocal focus group

JEFFREY SWEDBERG/YOUTH FOCUS GROUP – NIAMEY, NIGER

members in both Niger and Chad appeared to reject violence but were often hostile when the subject of western countries was broached. Attitudes toward France, the former colonial power in the region, were universally negative. Expressed views of the United States were more mixed. Most focus group members in Niger and Chad stated that they had grown up admiring the United States for its stands on human rights and democracy, but had grown wary of the American people's seemingly negative view of Islam.

Participants raised issues such as opposition to the ―Ground Zero Mosque" in New York and a U.S. pastor's plans to burn Korans. Television pictures of civilian casualties of U.S. forces in Iraq and Afghanistan were also cited. While the evaluators heard no expressions of sympathy for anti-Western terrorists, the focus group and interview subjects clearly identified with the Islamic community world-wide and took umbrage at perceived injustices to Muslims by the West well outside of their home communities.

Disillusionment in Niger over youth program - An interview with members of a youth center in Niamey resulted in a series of angry statements from multiple participants regarding the cancelation of the PDEV youth program in Niger. Some participants couched their language on the youth program cancellation as though it were a betrayal by the U.S. Government. This was echoed in a focus group held later in Niamey. Views on youth associations were one area in which survey evidence is most supportive of PDEV/TSCTP impact, especially in Chad. In Niger, however, there was no increase on this question since the baseline, a period that coincided with the suspension of the youth program.

> ―[The PDEV youth training program] was teaching us to swim. Then they took away the water." – YOUTH FROM LACOUROUSSOI CENTER IN NIAMEY

Positive stories regarding religious outreach in Niger - In the absence of its original governance and youth programs, PDEV Niger has focused increasingly on religious outreach – an area that seems to be paying dividends. Some of the most memorable interviews outside of the focus group format were with Imams in Maradi, a population that had reportedly been reluctant to speak with representatives of U.S. organizations when the PDEV program was starting. The Imams were eager to work with PDEV trainers to improve their communication abilities, spoke favorably about PDEV sponsored religious conferences, and expressed interest in visiting the U.S. While attribution to the religious outreach activities would be difficult, it is worth noting that the survey in Niger showed significant increases over baseline on most of the cultural questions.

Land Use Issues Driving Conflict in Chad—Focus Group participants in Chad focused extensively on land use issues and their potential for conflict, especially in the communities of Moussoro and Massakory. This was echoed in key informant interviews with Chadian groups such as the Association of Herders and Nomads. While the quantitative survey research did not ask specifically about land use issues, satisfaction with the economic situation was one of the few areas where respondents in treatment areas in Chad scored below baseline. Focus groups

> ―We have more problems than before; between farmers and herders; between cities and towns; and conflict over size of plots. The population is increasing and there is less generosity regarding territorial rights." – ELDER PARTICIPANT IN FOCUS GROUP, MOUSSORO CHAD

in Chad were asked to elaborate. The focus group participants spoke about unemployment and the need for education, but no issues resonated like land use, water and climate change. Older residents spoke nostalgically about Chad in the 1980s when there was more water in the Sahel. Shallow wadis, as pictured here, dry up earlier after the rainy season than in the past. Now, as one focus group farmer put it, ―people are beginning to say that cultivation is not worth it."

There was an appreciable fear of what desertification was doing to the Sahel region of Chad. The Mayor of Massakory spoke of how his city was being drained of inhabitants leaving for areas with more water. Talk in the focus groups and interviews in Chad was not of fights over interpretation of Islam, but of the tense relationship between livestock herders and the farmers on whose increasingly barren land they crossed.

Supporting Local Cultures—According to interviews with PDEV Chad implementers, one of the most significant success stories was a cultural festival sponsored in the northern city of Faya. With this support, PDEV reinvigorated the musical and dance traditions of northern Chad, which had been in decline due to fundamentalist Muslim influence. The counter-extremism message was thereby associated with local customs much missed by many local inhabitants of this remote region. Faya was not part of the sampled population for the survey in Chad, but a comparison between the rural treatment and comparison communities in northern Chad (Moussoro and Massakory) showed significant advantages for the treatment area on all but one of the cultural questions (Figure 17). While there is no empirical evidence that this positive contrast had anything to do with TSCTP *cultural* programming, it was clear anecdotally that northern Chadians were grateful for the opportunity to reengage with their cultural heritage.

JEFFREY SWEDBERG/FOCUS GROUP – MOUSSORO, CHAD

LESSONS LEARNED

This evaluation is based upon hundreds of surveys in areas that have received USAID TSCTP programming and those that have not. It is supplemented by extensive discussions with focus groups and interviews with traditional leaders, religious authorities, political leaders, women and youth groups, associations, academics, as well as senior U.S. Embassy staff, including the US ambassador to Niger and the Deputy Chief of Mission for Chad. This section presents some key lessons-learned for consideration based on these conversations and the survey data.

The evaluation team found much reason for hope and clear signs of progress during the field visits in Niger and Chad, despite the ongoing security issues. While the team was unable to physically travel outside of Bamako in Mali – something that many now find impossible – it was still able to meet with the country representatives for project implementers MSI and EDC as well as USAID staff. These in-depth discussions, plus the literature review, provided important information and insights into what is working in the Sahel, and why.

Countering extremism is necessarily a long term goal and as such must be addressed with programs that help societies build the capacity to manage the drivers of extremism. Survey data shows higher impact on the lower level programmatic indicators and a more modest impact on the higher-level cultural questions. Assuming a relationship between these levels of results, significant impacts at the higher level will follow in time. The thirty and under age group are frequently targeted by extremist elements due to their vulnerability to manipulation. Focus groups and interviews with youth indicate that programs currently targeting youth are especially important to develop leadership within that community and provide alternative paths towards resolving tensions and long standing grievances. It is important to note that these programs are seen by the youth primarily as paths to employment and a better life. There is a risk of raising and then dashing expectations unless the reasons and objectives of the programs are transparently and carefully explained to participants.

USG programming needs to be accompanied by political commitments to sustain funding of key interventions if they are to have the desired impact. TSCTP partners, especially community leaders and traditional authorities, must have faith in USG program commitments if they are to assume the risk of working with sensitive counter-extremism programming. It requires only one failed commitment to seriously, and sometimes permanently, set back relations in a community, a region, or even a country. For instance, the suspension of the PDEV youth program in Niger has resulted in adverse effects visible in qualitative and quantitative data. Treatment areas in Niger had less of an advantage on governance survey questions over comparison areas than in Chad and Mali where no program suspension had taken place. Interviews with youth association members also bore this out. The suspension of the youth program in Niger, while mandated by U.S. law, had the effect of seriously undermining the trust of participants, many of whom came directly off the streets. It is not possible to foresee all eventualities in program design – certainly not a coup d'etat. However, there will be risks in unstable countries and future suspension of additional programming cannot be ruled out. Designers of programs will have to take into account whether such suspensions could undermine USG objectives.

The Sahel is beset by endemic and long running local and regional conflicts. The remote parts of Mali, Niger, and Chad will never be truly safe and accessible as long as these conflicts continue. These conflicts often go back to pre-colonial times. Conversations with key informants and focus groups make clear that people in the Sahel understand the legacy of conflict in their region and the risks inherent in other major trends. The concept of blood debt is deeply ingrained in Sahelian cultures, and there has been much blood spilled recently. Moreover, change is coming to the Sahel that will dramatically affect the dynamics of these local conflicts – namely access to natural resources like water, grazing areas, and farmland. The herders and nomads of Chad interviewed made clear that climate change is altering the habitability of many parts of the Sahel. The countries of the Sahel have recognized this and are moving to protect their natural resources, realizing that they cannot sustain their populations without productive farmland and sustainable grazing. But much of this effort is hindered by the very conflicts the changing nature of the landscape provokes.[25]

It should be remembered, that, while conflict can be a driver of violent extremism, it is a different phenomenon from VE itself. Chad, with its violent recent history, has strong potential for future conflict, but exhibited little evidence of VE or sympathy for extremism. However, while localized conflicts are rarely exploited by violent extremists, they can reinforce negative perceptions of government authority. USAID should continue to think through the relationships between conflicts and other areas of program intervention, such as land use.

Cultures under threat can create opportunities extremists exploit. But the changes in the Sahel can also be used to advantage if the energy and enthusiasm of youth are captured through creative programming. The PDEV programs to support youth centers and training programs in Niger showed excellent promise and it is hoped that they can be restarted when conditions permit. Survey data shows strong evidence that TSCTP programming positively impacts community views on youth associations. Hopefully this will translate in the future to a greater sense of youth empowerment in their communities. Focus groups with youth suggest that TSCTP youth programs should focus even more upon linking training and employment, so that young people have job prospects after training. It is not possible to dramatically impact youth unemployment with these programs. Rather, the intent is to create a cadre of leadership among young people through training and support to youth organizations that will impact the broader community.

Interviews with program implementers made it clear that programming needs to be expanded in insecure areas. Local partners will need to be the prime avenue for programming in many areas as long as the security threat remains. Satellite offices can be used to expand geographic reach while minimizing security risks.

Interviews with PDEV implementers also highlighted the importance of building the capacity of local organizations and local governments. Small grants to both organizations and communities should be considered along with training in managing such grants as part of capacity building

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[25] An unpublished study by evaluator Steven Smith found that two of the three primary factors of change in the Sahel relate to the changing landscape: urbanization and climate change. The third is an increasingly young population.

and conflict resolution. Such programs have been successful in Afghanistan for example and should be considered as a way to build self-reliance and help people resist outsiders offering money in exchange for assistance in kidnappings or other illegal activities.

The radio programming stands out as a significant success story, well accepted –even beloved in many communities – and it has the broadest reach. This was confirmed through both quantitative (survey) and qualitative (focus group and interview) findings. Radio programming is less susceptible to uneven funding and is cost-effective. Associated with the radio programs are several important activities, including the listening clubs where people come together to discuss what they've heard. Listening clubs consist most often of members of youth or women's groups. But a particularly interesting example consisted of small business people in Maradi Niger – men and women – who benefited from the opportunities to meet and discuss politics and business. The two women members, speaking during a Maradi focus group, brought out the point that they were both divorced and that there were limited opportunities for them to socialize given the stigma of divorce. They were especially appreciative of the radio listening group and the men in the group were very comfortable with their participation.
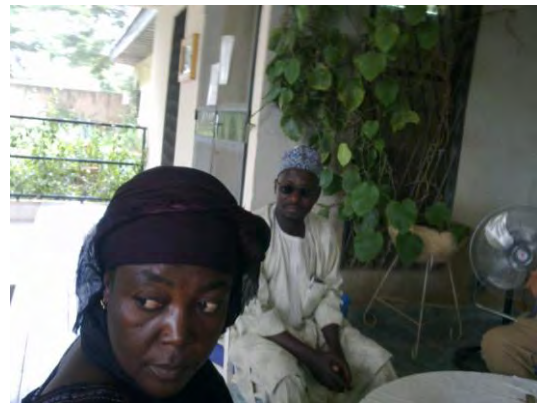
JEFFREY SWEDBERG/RADIO LISTENING CLUB- MARADI, NIGER

Focus group participants regularly complained about unemployment. One area of common interest was business and livelihoods, and consideration could be given to expanding this kind of programming in the future. Although TSCTP cannot hope to significantly reduce unemployment in the Sahel, business development programs could reduce feelings of frustrated economic expectations.

The impact of youth programming was more problematic to evaluate because some program funding was suspended. However, both quantitative and qualitative findings highlighted the importance of the youth component. The USG alone cannot provide training and employment programs that will significantly impact millions of young people who need work across the Sahel. This must be a coordinated effort with the national government, private enterprises, and donors such as the World Bank and UNDP. The objective of the youth program is to build leadership capacity and technical skills among participants in targeted geographic areas so that these young people can then help their compatriots. It is also hoped that successful participants in the youth programs can be an example to others by showing a concrete alternative to the extremist path. A major challenge, however, will be how to monitor and quantify work with youth. If the focus of the program is training youth to be leaders, and ultimately transferring capabilities in counter-extremism to this new cadre, more thought will need to be given to measurement of this work beyond the mere counting of jobs created.

The evaluation findings point to impacts on the lower level indicators, for example radio listenership and support for youth participation, being achieved by the program. The evidence is

less clear regarding program impact on perceptions and attitudes. Preliminary evidence indicates that shifts in attitudes are possible, but that the lag is considerable. Thus, a long term commitment and strategy will be necessary. Survey data seems to support the approach of administering TSCTP programming in a holistic program, as in the PDEV programs in Niger and Chad.

SECTION TWO: SUMMARY OF WHAT HAS BEEN MEASURED AND HOW

Section Two of this evaluation begins with a summary of what has been measured and how. It looks at measurement of the TSCTP and how monitoring and evaluation of the program has evolved to date. This section will answer the questions of what indicators are being used and what types of process evaluation questions are employed. It will explore links with the drivers of VE that USAID has researched and how these drivers inform program decisions. Section Two will also explore the similarities and differences in which program activities are being evaluated, how objectives and program measurements have evolved over time, and how reliable and effective these evaluation processes and indicators are in measuring performance. The underlined questions below are answered according to the requirements of this evaluation's scope of work. [26]

Section Two concludes with a proposed framework to better monitor and measure the impact of TSTCP programs in the future – also in response to the evaluation scope of work.

What type of results are being examined (inputs versus outputs versus outcomes)?

TSTCP implementers, both for current and previous projects, collected data on their activities and reported them through Performance Management Plans (PMPs). Most of the indicators reported are on program inputs and outputs with a few measuring outcomes. With the exception of the revised PMP for PDEV in Chad and Niger, TSCTP programs have not been measured through impact indicators. This is understandable, since TSCTP programming falls into sectors – counter-terrorism, democracy and governance, with some education and economic growth activities - that are notoriously difficult to measure for impact without the use of survey data.

TSCTP and the PPR—TSCTP results are being reported, as in the case of other USAID programs, through the annual Performance Plan and Report (PPR). The annual PPR is prepared with guidance issued by the State Department Office of the Director of Foreign Assistance, focusing on performance against expected targets. Under TSCTP, the majority of results are reported under the Counter-Terrorism Program Area. The number of official indicators is small and USAID has developed custom (mostly input and output) indicators to help monitor more incremental progress in the TSCTP program.

The standard indicators, including ―Number of public information campaigns completed by USG programs" and ―Number of community development projects," under which USAID reports its TSTCP activities, are useful but inadequate as a measurements for the full program, as they do not cover numerous TSTCP activities and do not measure impact[27.]

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[26] The question subtitles in this section correspond to questions C through question H asked in USAID's solicitation for this evaluation.
[27] Public information campaigns cover such things as a radio drama about good governance in Niger and a governance campaign in Chad.

USAID's TSCTP reporting also captures the number of individuals from at-risk groups that have been reached though a wide variety of activities. In Chad and Niger under PDEV, this includes income-generation projects, governance training and activities, media workshops, proposal development workshops, youth mapping activities, vocational training, public debates on tolerance issues, radio competitions, youth center grant activities, listening clubs, and exchange visits. Rolling up individuals reached into a single number is a useful metric to understand the total outputs of the broad array of different TSCTP projects. However, it is critical that this number can be disaggregated and remains transparent enough to allow a distinction between, for instance, a radio listener and a participant in an exchange program.

TSCTP also reports on the number of individuals who have received training. The diverse nature of activities makes rolling up results problematic, since the skills imparted in training are often very different. Training covers a broad spectrum of activities, including management skills and fiscal management to local government, life skills, vocational skills, "youth mapping" methodology, radio management, microcredit management, as well as small business and governance training.

One good outcome indicator is the number of youth who have obtained employment with project support (in Chad and Niger, this includes work as community reporters, radio technicians, and actors in radio productions). However, given that TSCTP is not a youth jobs program with the scope or resources to significantly boost employment levels, this indicator alone cannot be used to measure impact on youth. Additional indicators on youth civic engagement will be necessary; for example, developing indicators to show whether or not program participants have become leaders in their communities and if so, the impact that has had.

Custom Indicators—USAID does report on a number of custom indicators, which are not on the Standard Indicator list, given the unique nature of the TSCTP intervention. Examples include: the Number of youth who have increased their participation in social, cultural or economic opportunities due to project support; the number of intra-faith dialogues facilitated; the Number of youth social groups; Number of community radio stations that have been built; and the Number of teachers who have been trained through radio-based programming. Again, these custom indicators are useful, even critical, for tracking program activities, but do not establish whether the project is successfully contributing to the prevention or mitigation of extremism in the Sahel.

Impact Indicators— The best example of impact indicators currently available for TSCTP comes from the PDEV PMP. These are in the form of broad-based, independently gathered survey data that gauge general attitudes and support for violent extremist organizations. Several of these existing indicators (marked with *[28]) make up the core of the survey highlighted in Section One of this report and the proposed Results Framework which concludes Section Two. Other questions were based on surveys of community leaders, employers and radio listeners. Survey research, however, can be methodologically complex, costly, and is usually carried out infrequently. Further review of potential impact indicators is warranted.

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[28] The TSCTP evaluators asked these questions on a 1-5 scale, of all age cohorts over 15, and in both treatment and control communities. AED's Baseline Survey was focused on youth in target areas and on different scales for different questions.

From Baseline Survey (Collected in late 2009 with plans to be repeated for end line in 2011):

Increased % citizens in target areas satisfied with local decision-making processes.*
Increased % of community members satisfied with access to services and resources *
Increased % of citizens participating in local decision-making processes *
Increased % of youth stating that their opinions are respected by community leaders*
Increased % of youth expressing an improvement in their economic situation*
Increased % of citizens stating youth groups make positive contributions to society*
Increased % of youth participating in civic activities
Increased % of youth stating positive changes in their communities as a result of their participation in civic activities
Decreased % of citizens stating that violence is an effective method to solve problems*
Increased % of citizens perceiving increased flow of information on peace and tolerance*
Increased % of citizens listening to radio programs about peace and tolerance*

From Survey of Community Leaders:

Increased % of community leaders stating that youth participate constructively in community decision-making processes
% of community leaders (government, traditional, business, and civil society) reporting satisfaction with social, cultural, or economic opportunities for youth

From Survey of Employers:

% of employers satisfied with skills of graduates from target training programs

From Radio Audience Surveys:

% of PDEV activity participants / audience declaring the messages of moderate voices as attractive

What types of process evaluation questions are being used?

The evaluation team did not find documents identified specifically as ̶process evaluations." A process evaluation focuses on the internal dynamics of implementing organizations, their policy instruments, their service delivery mechanisms, their management practices and the linkage among them. It is not used to assess success or outcome of a program. Rather it is concerned with process of a program and whether it has been implemented as planned.

AED Lessons Learned— While not billed as a process evaluation, one of the more illuminating documents to address issues of process was the August 2010 lessons-learned document AED submitted to USAID. The following questions addressed in the document tell us about key process issues:

What is Program's Intended Impact? The AED Lesson's Learned Paper asked a fundamental question regarding the TSCTP project design. Focusing on issues that would need to be addressed in the future design of a follow-on program, the authors of the lessons learned document wrote of the need…

̶…to have clarity on specifically what the program's interventions are, and where they are to be aimed – i.e., is the program trying to impact the ̶battle of ideas"? Is it trying to

directly reduce the number of recruits (or potential recruits) to extremist groups? Or is it seeking to target disparate dimensions of the "enabling environment" for violent extremism (and, therefore, have a more indirect impact on combating extremism)?"

Providing the answer to this question is fundamental to future project design and measurement.

Based on its conversations and document reviews, the evaluation team sees the primary focus of the USAID TSCTP programs to be on the *enabling environment* for extremism in the Sahel, which is the highest level goal for which programs have a manageable interest. Other goals, such as prevailing in the "battle of ideas," a primary objective of the public information programming, can be seen as a lower level result. Indeed, the two DFA counter-terrorism program elements to which the TSCTP is intended to contribute – "Deny Terrorist Sponsorship, Support and Sanctuary", and "De-Legitimize Terrorist Ideology" – could both be considered subsets of the enabling environment for extremism. By contrast, reducing the number of extremist organization recruits would be an indirect benefit of the TSCTP program, but one in which attribution to USG intervention would be difficult to demonstrate. Moreover, country assessments of Niger, Chad and Mali have regularly concluded that recruits into terrorist organizations like Al Qaeda in the Islamic Maghreb (AQIM) come from outside these countries rather than from within them. It is the enabling environment in the Sahel, in which AQIM has been able to act with a degree of impunity in some countries through the quiet complicity of the population, that poses the biggest risk.

How can flexibility be enhanced? Another key question addressed by the AED Lessons Learned Paper addressed the issue of program flexibility. Program managers emphasize that TSCTP operates in difficult and unpredictable countries. For PDEV, this has meant two coups (Mauritania and Niger), USG sanctions impacting the Niger program, in Chad, security-related travel restrictions and evacuations, and the notice of demolition of the PDEV Chad field office with one week's notice. Accordingly, the AED implementers of PDEV have asked what changes could provide for a more flexible program design and funding mechanism. One suggestion was use of a Cooperative Agreement instead of a Time and Materials Contract.

How, if at all, do the analytic resources on violent extremism (Drivers and Programming Guides) inform programming decisions?

TSTCP has an impressive analytical underpinning. USAID, particularly the Africa Bureau's Office of Sustainable Development (AFR/SD), has attempted to incorporate its research and analysis into the program design for the TSCTP and its efforts to counter extremism. Analytical tasks undertaken include:

- Country assessments in Mali, Mauritania, Niger, Chad, and Burkina Faso;
- Development of a "Drivers Guide" identifying the political, social and cultural drivers of violent extremism in the region;
- Development of a "Programming Guide" summarizing the implications of this research.

The initial step was an interagency assessment, conducted in 2005 in Chad, Mali, Mauritania and Niger, to identify the level of risk based upon the existing literature and data and the

perspectives of the partner nation and communities. Later country-level assessments more precisely identified the risk factors in each county and identified those communities most at risk to violent extremist organizations or ideology. On the whole, the country assessments found low levels of violent extremist threat in Chad, Niger, Mali, and Mauritania, resulting in a TSCTP program focused mostly on prevention.

The Drivers and Programming Guides, which underpin many of the assumptions of this evaluation, form part of the theory behind the TSCTP intervention in its current form. For instance, the studies showed that poverty was only tangentially related to terrorism, primarily when considered as part of a larger context of alienation and threatening social change. Socioeconomic drivers such as social exclusion and unmet economic needs are greater contributors to the threat of violent extremism. The analysis also posited that extremism is driven by the denial of political rights and civil liberties, or endemic corruption and impunity for well-connected elites. Cultural threats—to traditions, values or cultural space—are also identified as drivers. Findings from the Drivers and Programming Guides have been used by USAID to devise a holistic strategy of reducing the identified drivers through activities that strengthen resiliencies and communicate messages among at-risk groups. As programming has evolved, TSCTP targeting has been refined based on these conclusions from the Africa Bureau's research.

Accordingly, USAID's TSCTP approach has concentrated on youth empowerment, education, media, and good governance—the four areas it identified as the greatest opportunity for local partnerships and progress. Each activity was tailored to meet the specific threat levels, political environments, and material needs of each country. For instance, the threat assessment in Chad identified access to clean water and education as among the highest counter extremism priorities. In many ways, TSCTP provides fairly traditional development interventions, but differs in more narrowly targeting populations and regions unlikely to be reached by other programs. For instance, a major targeting focus is young men in urban and peri-urban areas—the group most likely to be recruited by extremist groups.

Aside from broad conclusions of impact, this evaluation was limited in its ability to determine the efficacy of individual TSCTP projects. A separate field assessment will help test which TSTCP interventions are actually reducing the drivers of extremism as opposed to simply advancing more general development goals.

What are the similarities and differences in the way program activities are being evaluated?

The primary difference between TSCTP activities in the three current focus countries lies in the implementation vehicles. Activities in Chad and Niger are under the umbrella of the PDEV program, while in Mali the numerous implementers operate mostly independently from each other and as part of broader development programs. PDEV's Performance Management Plan (PMP) currently offers the most comprehensive existing measurement framework for TSCTP. The various Mali TSCTP programs have their own PMPs.

The PDEV PMP is tied to TSCTP's overall strategy and is organized through a results framework. It contains a PMP matrix that covers indicators; data collection methods, responsibility, and frequency; data sources; and baselines/targets. PDEV has identified its broad results as: 1) improving local governance in target communities (with emphasis on urban and peri-urban areas), 2) empowering at-risk youth to become active participants in their communities and the economy, and 3) rendering superfluous ideologies promoting violence. The PDEV PMP specifies the range of activities that contribute toward each the result. Under ‗Result 1: Improving local governance‗, are the development of community development plans, grants for development activities, radio programs about governance issues, and training to community leaders. Under ‗Result 2: Empowering at-risk youth to become active participants in their communities and the economy‗ are Community Youth Mapping activities, vocational and life skills training, micro-credit and grants to youth, support for vocational and religious schools, in-kind grants for youth cultural activities, youth-driven radio chat shows, and scholarships. Under ‗Result 3: Discrediting extremist ideologies promoting violence‗, are activities supporting Koranic schools, inter- and intra-faith dialogues, and peace messaging.

PDEV Results Framework—The PDEV Results Framework (Figure 30) provides the basis for AED's Performance Management Plan and offers a starting point for a results framework for the entire TSTCP, since it was designed for a multi-country, multi-sector program. The framework does incorporate causal logic, identifying three primary results, each with four contributing sub-results.

For two of the results, (1 and 2) the focus is on individual sectors – governance and youth. Result 3 – ‗Ideologies promoting violence are rendered superfluous" – may be a higher level result than the other two. What is missing is an overarching primary result for the TSCTP, a subject that will be addressed later in this evaluation.

Figure 30.

Result 1 Improved local governance in target communities-emphasis on urban and peri-urban areas)	Result 2 At-risk youth are empowered participants in the community and economy	Result 3 Ideologies promoting violence are rendered superfluous

Increased access to quality services and resources– especially those in demand by at-risk groups	Increased quality opportunities in the social, cultural, and economic sectors for youth	Improved information flow among citizens on peace and tolerance
Increased collaboration of public, private, and civil society sectors	Expansion of informal and formal social groups for youth	Moderate voices strengthened
Increased and more effective citizen participation (emphasis on youth) in the governance process	Increased youth civic participation	Traditional educational institutions strengthened
Increased capacity of local CSOs to respond to community needs	At-risk youth increasingly possess knowledge and skills relevant to the needs of economy	Intra-faith dialogue enhanced

Mali TSCTP Projects—In Mali, it is harder to identify an existing comprehensive framework for measuring counter-extremism. USAID Mali's PGP2 governance program, implemented by MSI, has a strong PMP, incorporating baselines, targets and identifying program overlap with other sectors. Good outcome indicators incorporated in the PGP2 PMP include: ―Percentage of target communes that meet a majority of established targets on a local government capacity index"; and indicators shared with other development sector programs such as ―Number of target communes producing an annual ‗Education for All' plan." However, most of the PGP2 PMP indicators seem more suited to a traditional local governance program than a counter-extremism program.

Few of the PMPs for the various TSCTP component projects in Mali seem tailored to a counter-extremism program. The indicators used by ProMali Nord focus on outputs for medium, small and microenterprise development. The Trickle Up program PMP has a results framework identifying reduced poverty in the north of Mali (certainly an appropriate lower level counter-extremism goal) as its highest level result, and outcome indicators focusing on microenterprise and development of savings groups. The PHARE education program has produced some useful baseline data on the quality of Medersa education and student test scores. The indicators perhaps most specifically targeted on counter-extremism in Mali came from the now-terminated Radio for Peace Building in Northern Mali Program (RPNP). The RPNP PMP had a number of outcome indicators such as ―Number of radio programs produced on local government, peace & development, conflict mitigation, & civil society." On the whole, however, the Mali PMPs seemed more focused on sector-specific outcomes than on counter-extremism impact.

How have the objectives and program measurements evolved over time?

Before the introduction of the PDEV program, TSCTP objectives and measurement were less cohesive. There was also little in the way of documented impacts. In the early years, TSCTP projects had limited scopes, a short period of time of time to implement their objectives and obtain the desired results, and lacked in-depth studies of the targeted groups and regions. These limitations made it difficult for these programs to be more than pilot projects exploring possible approaches to combating extremism. For instance, the diverse projects originally connected to the TSCTP in Niger, and implemented by Africare, CARE, and Mercy Corps, had results frameworks focused on sector-specific results. For instance, a high level Mercy Corp indicator was ―Number of youth exhibiting knowledge, skills and attitudes relevant to chosen training" – a good outcome indicator for a youth program, but not one that directly addresses counter-extremism.

Maradi Youth Development Project— Some of the early programs in TSCTP projects probably contributed to the impacts documented in this evaluation. For example, two phases of the Maradi Youth Development Project were implemented by CARE (May 2003 to April 2005 and May 2006-April 2009). When these earlier projects are coupled with the PDEV program, TSCTP can point to a record of almost seven consecutive years operating in Maradi. While the CARE program did not develop impact indicators, it did provide some important output measures for youth jobs, training, and access to credit program.

Chad Capacity Development & Peace Support Project—CAP Chad was the TSCTP predecessor to PDEV in Chad and ran from July 2006 to September 2008. It was essentially a pilot program for a more comprehensive, multi-sector approach for addressing extremism in the Sahel.

The CAP Chad M&E system used both quantitative and qualitative data. Most of its results were geared towards documenting outputs, but the indicators used allowed for the collection of data on participation at the community level that is foundational for TSCTP programming. Its key measurements included:

- Number of community leaders trained in community problem-solving processes
- Number of times community members met to solve problems (through grant activities)
- Increase in participation of community members in community problem solving processes
- Number of CSOs/ individuals trained in participatory project management approaches
- Percentage of organizations showing progress in meeting institutional strengthening benchmarks
- Number of meetings held with grant recipients
- Number of technical assistance episodes

CAP Chad did include some indicators based on survey results. For instance, the CAP Chad final report specified that ―99% of community members reported strengthened ‗connectors‗ in inter- and intra-community relations as a result of grant activities." However, surveys of direct program beneficiaries often result in reported satisfaction levels that are too high to be fully useful for determining program impact.

Program Design and Scope of Work— The document that guided the most recent direction of the TSCTP program is the 2007 TSCTP Program Design and Scope of Work. It provided a number of suggested performance indicators, but encouraged implementers ―to make modifications that improve the measurement of success and the efficiency with which progress is measured." In some cases, ―USAID recognizes that there may not be a valid and cost-effective means of measuring the full impact of the desired result."

The 2007 document did suggest a number of impact indicators, although it was less specific on actual indicator methodology. However, a number of these ideas were eventually incorporated into the PDEV and Mali M&E systems, including:

- Increase in community members‗ knowledge, attitudes and participation in local governance activities as indicated through baseline and annual surveys.
- The unrealized expectations of youth related to their socio-economic situation will be reduced. This decrease in unrealized expectations is due both to more realistic assessment of self and situation and an increase in life and employment skills.
- Participating youth associations offer guidance, training and education to at-risk youth members that facilitate their social and economic integration in communities and their understanding of social change.

- Changes evident in types and quality of youth outreach programs of participating youth associations; changes toward more democratic governance processes of participating youth associations; growth in associations' membership.
- Targeted messages delivered by respected and credible community leaders influence community values and attitudes and behaviors.
- Changes in knowledge, attitudes and beliefs reflected in periodic listeners' surveys conducted by partners and radio station staff.
- Number (and %) of sampled radio messages that promote moderate and democratic values, attitudes and behaviors.
- Number (and %) of youth leaving faith-based community schools who possess basic literacy.
- The implementing partner(s) will conduct baseline surveys prior to commencing work in specific communities.

Increased Pressure for M&E—The 2009 Drivers and Programming Guides did not expressly address indicator development, but have influenced the most recent developments in TSCTP M&E. The PDEV baseline survey is an example of how USAID and AED sought to improve M&E from a focus on sector-specific outcomes to a more holistic approach for measuring counter-extremism impact. The 2009 survey also included statistical tables that disaggregated survey results by gender and age, (although the disaggregated findings did not show substantially different findings for different groups).[29]

For PDEV, expectations for monitoring and evaluating the program's impact grew as the program evolved, requiring AED to budget more for M&E – both in financial and human capital— than originally budgeted/planned. This increased level of M&E has required more home office support. Since M&E is not a noted strength of local partners in PDEV countries (especially in data analysis and reporting), AED now has to take on much more of the survey and evaluation data analysis and reporting work than originally expected.

How reliable and effective are these evaluation processes and indicators in measuring performance?

The primary criticism regarding TSCTP performance measures has been the absence of impact indicators. This problem has been exacerbated by the interagency nature of the TSCTP. The biggest challenge has been demonstrating that the general development results of the TSCTP activities are actually contributing to the higher counter-extremism goal.

GAO Criticism regarding Interagency M&E—A 2008 General Accountability Office Report on TSCTP was critical of the entire USG, saying ―without common indicators of their activities' outcomes, the agencies will continue to have limited ability to measure overall progress in combating terrorism."

> ―The agencies [State, DOD, and USAID] have few common mechanisms for measuring their TSCTP activities' outcomes—that is, the results of the products and services delivered. The agencies have some indicators to measure their activities' outputs—that is, direct products and services—such as the number of foreign military personnel trained.

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[29] The authors of this evaluation disaggregated their findings in Niger and Chad by gender and age and similarly found only minor differences among the disaggregated groups.

However, they generally do not measure their activities' outcomes, such as any decrease in extremism in the targeted regions. Our previous work has shown that developing common mechanisms to evaluate outcomes is important to improving the effectiveness of large interagency efforts to combat terrorism."

The GAO report did credit USAID for its plans for analytical research into the root causes of terrorism and extremism in Africa. State and DOD officials told the GAO that that the results of these studies could be useful in their efforts to develop common indicators of TSCTP activities' outcomes. The evaluators have seen no evidence yet that this has happened, although a TSCTP interagency strategy with common measures is reported to be in the works. As the GAO pointed out, USAID officials —noted the difficulty of measuring how certain activities, such as building wells or providing radios, may contribute to the achievement of TSCTP goals."

At a November 2009 TSCTP hearing before Congress, however, USAID was better able to describe the way program activities were interrelated and contributed to counter-extremism, although there was little in the way of proven impact.

Other Interagency Criticism—A 2007 report by the Congressional Research Service acknowledged the difficulty of measuring progress in combating terrorism. The CRS report notes that a common difficulty in demonstrating success in combating terrorism is an over reliance on quantitative data—particularly those that may correlate with progress but not accurately measure it, such as the amount of money spent on counter-terrorism efforts—without considering its qualitative significance. According to the report, an alternative for measuring progress in combating terrorism might involve analyzing data on the numbers, magnitude, impact and significance of terrorist incidents; public attitudes in targeted countries or regions; and trends in incidents, attitudes, and other factors over time. The report also notes that agencies' lack of common criteria, as well as uncertainty with respect to strategies and measurements, makes it difficult to describe and demonstrate progress.

Towards an Acceptable End State — A challenge for future program design will be to define what the preferred end state of counter-extremism programming in the Sahel would look like. USAID's 2007 program design for TSCTP defined its objectives as: (1) Good governance improved to reduce ungoverned and poorly governed spaces; (2) Support and sanctuary denied through aid to youth and education; and, (3) Extremist ideologies that support terrorism are discredited.

Three years later, Niger and Mali are less secure than before, with majorities of their land areas largely off-limits to Western visitors. A relatively small, but growing, terrorist group (AQIM) kidnaps tourists, mine workers and diplomats. It demands, and often receives, ransom payments, the proceeds of which are funneled into increased terrorist activities. Terrorism and other illegal activities in the area, such as drug trafficking, are mutually reinforcing. While AQIM has little indigenous support in the Sahel, it does benefit from an often complicit population in an increasingly ungoverned space. USAID does not have a manageable interest in all aspects of this complex problem. At the highest level, however, TSCTP cannot be considered to have met its stated goals if this trend continues.

Still, this evaluation has shown that at least some TSCTP projects are having a demonstrable impact in people's attitudes – a key component of a more favorable enabling environment. At least in the areas in which it is safe to survey, extremist ideologies appear to be discredited. However, there are wide swathes of the Sahel where these ideologies have not been discredited to the degree required to stem terrorism.

The following section of this evaluation looks at ways in which these simultaneously negative and positive trends interplay and how they can be monitored.

FRAMEWORK TO BETTER MONITOR AND MEASURE THE IMPACT OF TSTCP PROGRAMS

The Results Framework on the following pages is proposed for measurement of the TSTCP. It addresses criticism that current TSCTP measures are focused too much on sector development results and not enough on counter-extremism. It attempts to map the linkages between the lower level programmatic results and the higher level, less direct results that are critical to TSCTP success. The framework also is designed to be used across countries, providing some level of TSCTP universality. To address the fact that individual country programs will require different measures, some indicators are provided in a menu format so that different indicators can be chosen depending on the program and country context.

Five Orders of Results— In all, the proposed framework provides for five ―orders" of results. The orders follow the principle of causal logic – meaning that the top order of results is reliant on achievement of the second order, which is reliant on the third, and so on. The framework is laid out on two pages. The first page contains the first four orders of results. The following page focuses on the fifth and lowest level of results and presents a menu of indicators.

The first order result is ―Enabling Environment for Extremism in the Sahel Reduced;" the formulation recommended by the evaluators for the top level goal of TSCTP. Under this proposed framework, the first order result would be measured by the F indicators currently used to report to Congress. While the F indicators are sometimes criticized as being overly reliant on inputs and outputs, they are designed to be aggregated for reporting to Congress. Moreover, these indicators are sufficiently general, applying to all country TSTCP programs. The evaluators recommend keeping the current F indicators – Number of people from at-risk groups reached through TSCTP program; Number of public information campaigns completed by USG programs; and Number of community development projects; – with the first order result to allow consistency with past reporting.

The second order of results highlights the Foreign Assistance Framework goals to which TSCTP contributes: ―Deny Terrorist Sponsorship, Support and Sanctuary" and to ―De-Legitimize Terrorist Ideology." It lays out high-level, third party counter-terrorism indicators for each. The third party indicators outlined here are primarily contextual, as they are the least attributable to USAID interventions. This lack of attribution and the difficulty in identifying indicators that measure multiple counties has prevented the development of good measures in the past. These indicators were chosen from the Counter-terrorism Index developed by USAID's Bureau on Europe and Eurasia in collaboration with the State Department, and are described in greater detail in the final section of this evaluation. These indicators may also be of benefit for the interagency process.

The third order of results goes to the core of measuring the counter-extremism impact of TSCTP. The result categories are based on USAID's analytical research on extremism, drawing from the Drivers and Programming Guide, as well as the Radicalization and Public Support for Extremism Factor Trees. Indicators for the third order of results incorporate many of the indicators used to measure program impact for this evaluation. Terrorist Sponsorship, Support and Sanctuary Denied, a second order result, is supported by two third order results:

Resiliencies to recruitment strengthened," measured by indicators of perceived social alienation and discrimination; and ―Frustrated expectations and relative deprivation reduced," measured by indicators on economic condition and satisfaction with services. Terrorist Ideology De-Legitimized, the other second order result, is supported by two third order results: ―Community support for extremist movements reduced," measured by indicators on community attitudes towards violence and counter-terrorism; and ―Support for pro-active religious agendas reduced," measured by indicators on the acceptability of Islamist violence. A final third order result, ―Religious or ideological pull" will be measured by an indicator on support for Sharia, but will be tracked for context purposes only as this result is not in the scope of TSCTP programming.

The fourth order of results is also based on the drivers and factors identified by USAID analytical research, but at a lower level than the third tier. In other words, achievement of the fourth order results will allow achievement of the third order results.

The original sources of the third and fourth order indicators include the PDEV Baseline Survey, the Afrobarometer Survey and the AFRICOM Survey – all used for the survey highlighted in Section One of this evaluation. These represent the primary outcome and impact indicators proposed to measure changes in the results impacting the enabling environment for extremism.[30] However, they do require the use of a survey instrument and, with the exception of the AFRICOM questions, there is not yet a complete set of survey questions that cover all countries in the TSCTP. Not all PDEV questions are relevant to programming in Mali, for instance. The Afrobarometer survey used in Mali is not available for Chad and Niger. Therefore, a menu of indicators drawn from both surveys is included for the third and fourth order results.

The last page of the Results Framework shows the fifth and final order of results. The results here are listed as sector categories and many are crosscutting. These lower order results may not necessarily be dedicated to the TSCTP holistic program. However, the linkages outlined in the higher level TSCTP results may provide insight into design of sustainable follow-on programming when and if holistic counter-extremism programming is discontinued. Arrows from the fifth tier to the fourth highlight the causal linkages. Some program areas contribute to more than one fourth order result. Each box on the fifth order contains a menu of indicators (followed by its original source) that an individual country program could choose based on its own regional and programming context. Indicators are chosen so as to illustrate the multiple dimensions of a sector activity. For example, there are indicators under the youth category measuring job creation, as well as civic engagement and perception of youth associations. Also, there are a number of indicators that could be used in more than one fifth order category. For instance, job creation indicators under the youth programs category could also be used in the economic programs category.

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[30] Questions should be field tested again before future use. The PDEV Niger baseline survey pre-tested the questions in just one of five regions surveyed and there was no field testing for the PDEV Chad baseline survey. The time elapsing between baseline and mid-term has potential to change perceptions and attitudes and warrants pre-testing even if it was done at baseline.

First Order Result – Enabling Environment for Extremism in the Sahel Reduced

Number of people from at-risk groups reached through TSCTP program (F)

Number of public information campaigns completed by USG programs (F)

Number of community development projects (F)

Second Order Result - Terrorist Sponsorship, Support and Sanctuary Denied

Country Report on Terrorism Rating – (US State Department)

Progressive Deterioration of Public Services (Failed States Index)

Second Order Result - Terrorist Ideology De-Legitimized

Country Report on Terrorism Rating – (US State Department)

Political Stability and Absence of Violence (World Bank Institute)

Severity of Terrorism (National Counterterrorism Center (NCTC))

3rd Order - Resiliencies to recruitment strengthened

Survey Questions: What is your level of satisfaction with how decisions are made in your community? (PDEV)

How likely is it you could work with others to advocate for your community concerns? (Afrobarometer)

3rd Order - Frustrated expectations and relative deprivation reduced

Survey Question: How would you describe your economic situation? (PDEV)

3rd Order - Religious or ideological pull

Survey Question: Do you support or oppose the implementation of Sharia law? (AFRICOM) Context Only

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3rd Order - Community support for extremist movements reduced

Survey Question: Should our government work with Western countries to combat terrorism? (AFRICOM)

3rd Order - Support for pro-active religious agendas reduced

Survey Question: Is using violence in the name of Islam justified? (AFRICOM)

4th Order - Social Alienation Reduced

Survey Questions: Do you participate in decision making in your community? (PDEV)

How free are you to join any political organization you want? (Afrobarometer)

Have you contacted local government? (Afrobarometer)

4th Order - Real or perceived societal discrimination reduced

Survey Questions: Do you think your opinions are respected by community? (PDEV)

How much can an ordinary person do to improve community problems? (Afrobarometer)

4th Order - Social and economic needs better met

Survey Question: What is your level of satisfaction with your access to services and resources in your community? (PDEV)

4th Order - Cultural pressures against extremism strengthened

Survey Question: Do you hear messages or conversations about peace and tolerance? (PDEV)

4th Order - Support for local conflicts reduced

Survey Question: Do you believe the [northern rebellion] is a justified war? (Afrobarometer)
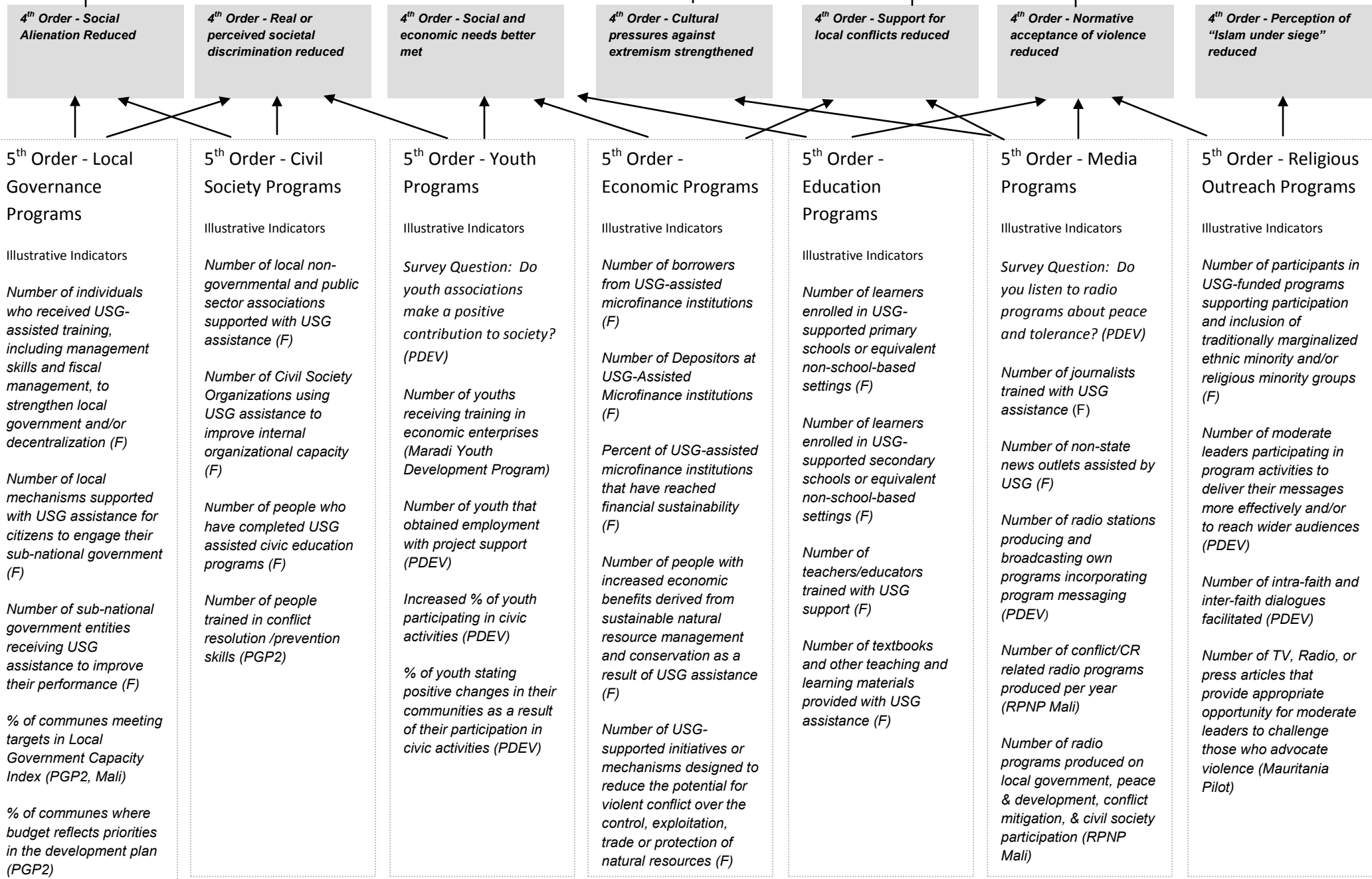
(Asked of selected ethnic groups)

4th Order - Normative acceptance of violence reduced

Survey Question: Is violence an effective method to solve problems (PDEV)

4th Order - Perception of ―Islam under siege‖ reduced

Survey Question: Are Al Qaeda's violent activities permitted under Islamic law? (AFRICOM)

TSTCP Results Framework (Continued…)

4th Order - Social Alienation Reduced	4th Order - Real or perceived societal discrimination reduced	4th Order - Social and economic needs better met	4th Order - Cultural pressures against extremism strengthened	4th Order - Support for local conflicts reduced	4th Order - Normative acceptance of violence reduced	4th Order - Perception of "Islam under siege" reduced

5th Order - Local Governance Programs

Illustrative Indicators

Number of individuals who received USG-assisted training, including management skills and fiscal management, to strengthen local government and/or decentralization (F)

Number of local mechanisms supported with USG assistance for citizens to engage their sub-national government (F)

Number of sub-national government entities receiving USG assistance to improve their performance (F)

% of communes meeting targets in Local Government Capacity Index (PGP2, Mali)

% of communes where budget reflects priorities in the development plan (PGP2)

5th Order - Civil Society Programs

Illustrative Indicators

Number of local non-governmental and public sector associations supported with USG assistance (F)

Number of Civil Society Organizations using USG assistance to improve internal organizational capacity (F)

Number of people who have completed USG assisted civic education programs (F)

Number of people trained in conflict resolution /prevention skills (PGP2)

5th Order - Youth Programs

Illustrative Indicators

Survey Question: Do youth associations make a positive contribution to society? (PDEV)

Number of youths receiving training in economic enterprises (Maradi Youth Development Program)

Number of youth that obtained employment with project support (PDEV)

Increased % of youth participating in civic activities (PDEV)

% of youth stating positive changes in their communities as a result of their participation in civic activities (PDEV)

5th Order - Economic Programs

Illustrative Indicators

Number of borrowers from USG-assisted microfinance institutions (F)

Number of Depositors at USG-Assisted Microfinance institutions (F)

Percent of USG-assisted microfinance institutions that have reached financial sustainability (F)

Number of people with increased economic benefits derived from sustainable natural resource management and conservation as a result of USG assistance (F)

Number of USG-supported initiatives or mechanisms designed to reduce the potential for violent conflict over the control, exploitation, trade or protection of natural resources (F)

5th Order - Education Programs

Illustrative Indicators

Number of learners enrolled in USG-supported primary schools or equivalent non-school-based settings (F)

Number of learners enrolled in USG-supported secondary schools or equivalent non-school-based settings (F)

Number of teachers/educators trained with USG support (F)

Number of textbooks and other teaching and learning materials provided with USG assistance (F)

5th Order - Media Programs

Illustrative Indicators

Survey Question: Do you listen to radio programs about peace and tolerance? (PDEV)

Number of journalists trained with USG assistance (F)

Number of non-state news outlets assisted by USG (F)

Number of radio stations producing and broadcasting own programs incorporating program messaging (PDEV)

Number of conflict/CR related radio programs produced per year (RPNP Mali)

Number of radio programs produced on local government, peace & development, conflict mitigation, & civil society participation (RPNP Mali)

5th Order - Religious Outreach Programs

Illustrative Indicators

Number of participants in USG-funded programs supporting participation and inclusion of traditionally marginalized ethnic minority and/or religious minority groups (F)

Number of moderate leaders participating in program activities to deliver their messages more effectively and/or to reach wider audiences (PDEV)

Number of intra-faith and inter-faith dialogues facilitated (PDEV)

Number of TV, Radio, or press articles that provide appropriate opportunity for moderate leaders to challenge those who advocate violence (Mauritania Pilot)

Proposed Second Order Indicators—The Second Order indicators outlined here are proposed as measures for the higher level results in the TSCTP Results Framework: Terrorist Sponsorship, Support and Sanctuary Denied; and Terrorist Ideology De-Legitimized. The evaluation team identified additional third party global indicators that can track country progress in counter-terrorism at the second order level. They measure conditions that are not usually in USAID's manageable interest and attribution to development interventions is difficult. However, they should prove useful to track progress, at least contextually, in combating VE at the higher levels and can be useful for interagency coordination. These third party indicators have been adopted from the Counterterrorism Index – an element of the Peace Security Index developed for USAID's Europe and Eurasia Bureau in 2009. It grew out of an exercise requested by the US State Department to devise an index measuring country progress in the Peace and Security area of the DFA Framework. All indicators have been reviewed for relevancy during an extensive interagency review, including USAID, State and CIA. In keeping with the E&E Bureau methodology, where possible, all scores are rated on a 1 to 5 scale to better allow comparisons.

Second Order Result – Terrorist Sponsorship, Support and Sanctuary Denied **Country Report on Terrorism Rating – (US State Department)** **Progressive Deterioration of Public Services – (Failed States Index)**	**Second Order Result – Terrorist Ideology De-Legitimized** **Country Report on Terrorism Rating – (US State Department)** **Political Stability and Absence of Violence— (World Bank Institute)** **Severity of Terrorism – (NCTC)**

State Department's Country Reports on Terrorism - Data for both of the second order results—Terrorist Sponsorship, Support and Sanctuary Denied; and Terrorist Ideology De-Legitimized—comes directly from the country-level narratives contained in the State Department's annual Country Reports on Terrorism. The reports' narrative summaries of terrorism in most of the world's countries are a publicly available, comprehensive global analysis that directly address a country's capacity and will to fight terrorism. The evaluators reviewed the reports below and coded these indicators according to a coding guide. (See Annex B)

Country	Country Reports on Terrorism - Terrorist Sponsorship, Support and Sanctuary Denied (1-5)	Country Reports on Terrorism - Terrorist Ideology De-Legitimized (1-5)
Chad	NA	NA
Mali	2	2
Niger	2	2

Progressive Deterioration of Public Services – measures the second order result: Terrorist Sponsorship, Support and Sanctuary Denied. It is a component of the Failed States Index, as compiled by Foreign Policy Magazine and the Fund for Peace. This 2010 indicator attempts to measure the status of basic state functions that serve the people, including the capacity to protect citizens from terrorism and violence and to provide essential services, such as health, education, sanitation, public transportation. When a country scores poorly under the Progressive Deterioration of Public Services indicator, the state apparatus narrows to those agencies that serve the ruling elites, such as the security forces, presidential staff, central bank, diplomatic service, customs and collection agencies, fueling VE drivers such as marginalization, perceived discrimination, and unmet social and economic needs. Results are coded on the following 1 to 5 rating scale.

Country	Progressive Deterioration of Public Services (0-10)	1 to 5 Conversion
Chad	9.6	1.0
Mali	8.5	1.5
Niger	9.7	1.0

(Fund for Peace, *Failed States Index*): **"1.0":** 8.6 to 10; —15": 7.1 to 8.5; —2.0: 6.7 to 7.0; **"2.5":** 6.2 to 6.6; **"3.0":** 5.7 to 6.1; —35": 4.9 to 5.6; —40": 4 to 4.8; —45": 3.1 to 3.9; —50": 0 to 3.0[31].

Political Stability and Absence of Violence—One of six aggregate indicators from Kauffman and Kraay of the World Bank Institute, Political Stability and Absence of Violence combines the results of several surveys, mostly from political risk companies. This 2009 indicator measures perceptions of the likelihood that the government in power will be destabilized or overthrown by possibly unconstitutional and/or violent means, including domestic violence and terrorism. A country scoring poorly on this indicator is likely to have active insurgencies or terrorist movements with some degree of public support and perceived legitimacy.

Country	Political Stability and Absence of Violence (Global Percentile Ranking 0-100)	1 to 5 Conversion
Chad	5.7	1.0
Mali	34.9	2.0
Niger	14.2	2.0

(World Bank Institute, *Governance Matters Indicators*)
—10" 19 percentile or less; —20" 20-39; —30" 40-59; —40" 60-79; —50" 80-99 percentile

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[31] Ratings based on global ranking.

Severity of Terrorism—is compiled from country terrorism statistics gathered by the National Counter-terrorism Center (NCTC). Since 2004, the NCTC has been a part of the Office of the Director of National Intelligence. The unclassified Worldwide Incidents Tracking System (WITS) is a publicly available resource that supplies data for the annual report on terrorist incidents mandated by Congress.

As the table below indicates, the highest rate of terrorism among the three core TSCTP countries is Chad, followed by Niger and Mali.

Country	Annual Terrorism Victims, 3 year average (per 100,000 population)
Chad	6.65
Mali	0.24
Niger	0.59

For the purposes of the TSCTP evaluation, Severity of Terrorism is listed only as a context indicator. While important to know, tallies of terrorist acts and victims can be misleading, both in country-to-country comparisons and over time in a single country. Therefore, no 1 to 5 scaling is provided. The graph below highlights the difficulties in relying on this metric for more than context. It is important to look at the actual incidents behind the data.

Chad's number of terrorism victims is actually lower than both Niger and Mali in 2009, after having been much higher in previous years, although this fluctuation can be controlled for to a degree by taking a three year average. Chad's high rate of terrorism casualties in 2008 was due to a rebel attack on the capital of that year – an event unrelated to extremist ideology. Since 2009, Chad has enjoyed a period of relative calm, although it would be premature to say how its terrorism risk currently compares to other TSCTP countries.

The graph below (Figure 31) also shows a reduction in terrorism victims in Mali and Niger, a finding at odds with the increased risks for terrorism over the past two years in those counties highlighted by U.S. Embassy security policies and assessments of TSCTP implementers. What the graph may show is that the attacks due to the Toareg rebellion have fallen off due to the cease fires with the Malian and Nigerien governments. What the graph does not reflect are reports that the Malian and Nigerien military and police forces have increasingly disengaged from the north, leaving these areas more susceptible to AQIM hostage takers. Hostage taking results in far fewer victims but is arguably a much greater concern for USG policy makers.

Figure 31.

NUMBER OF TERRORIST VICTIMS 2007-2009
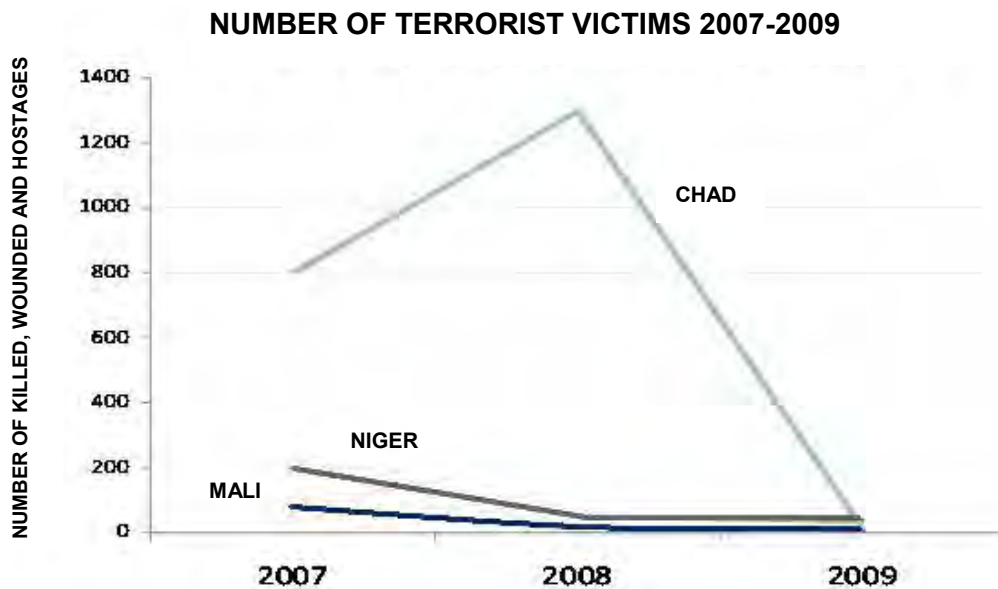
NEXT STEPS

If a common framework for all TSCTP countries is to be adopted, it will require surveys administered on a regular basis across several countries. Whether or not the model suggested above is used, the methodology should be standardized as much as possible to ensure that the results will be comparable and allow accumulation of knowledge. Studies such as the PDEV end-line survey—scheduled to be conducted by AED in Niger and Chad in 2011- should continue. In addition, USAID should conduct regular independent surveys of all TSCTP countries, standardized to the extent possible.

According to the World Bank toolkit, *Making Monitoring and Evaluation Systems Work*, periodic surveys should be included as part of a comprehensive M&E system for several reasons.

> 1) Surveys generate impact and outcome-level data (something that exists only partially for TSCTP at present) and are usually more credible than data collected by the project itself. 2) Surveys provide data that can be generalized to the entire population from which the sample was selected. Every program or organization does not necessarily need to do its own survey as they can all use the results of a representative (and statistically valid) survey. 3) Surveys enable trend analysis over time, provided that the survey is conducted with the same methodology and collects the same kind of data.

Ideally, data collected can be used for future impact evaluations. According to the 2008 study on impact evaluation of democracy programs by the National Research Council commissioned by USAID, credible impact evaluation designs share three characteristics: 1) they collect reliable

and valid measures of the outcome that the project is designed to affect, 2) they collect outcome measures both before and after the project is implemented, and 3) they compare outcomes in both the units that are treated and appropriately selected units that are not. Regular administration of a standard survey instrument will add tremendously to TSTCP's future evaluability."

USAID should conduct a survey, similar to the version outlined in this document, on an annual basis or biennially, to track the impacts of the TSCTP in future years. To the extent possible, the survey should be applicable across multiple countries, but should be flexible enough to incorporate indicators specific to individual countries. The menu of indicators on the accompanying results framework offers a starting point.

ANNEXES

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ANNEX A: Country Reports on Terrorism 2009

Country Reports on Terrorism 2009
Compiled August 2010[32]
http://www.state.gov/documents/organization/141114.pdf

<u>**Mali –**</u> <u>Score 1 (Worst) to 5 (Best)</u>

Denial of Terrorist Sponsorship, Support and Sanctuary – 2; De-Legitimize Terrorist Ideology – 2

In contrast to 2008, 2009 saw increased terrorist activity on Malian soil, although at the end of the year it was unclear if this increased activity was indicative of a long-term change in the terrorist environment in Mali.

• On May 31, al-Qa'ida in the Islamic Maghreb (AQIM) executed a British citizen, Edwin Dyer, who had been kidnapped in Niger on January 22 and held in northern Mali along with several other Western hostages.

• On June 10, AQIM elements assassinated Malian State Security officer Colonel Lamana Ould Bou at his residence in Timbuktu.

• On November 29, three Spanish aid workers were kidnapped by AQIM in Mauritania, but were brought to northern Mali, where they were still being held at year's end.

• On December 18, AQIM kidnapped two Italians in Mauritania, but brought them to northern Mali, where they were still being held at year's end.

Although the Malian government was aware that northern Mali was being used by AQIM as a safe haven, Mali's long, porous borders and a general lack of resources have hindered the country's ability to combat AQIM effectively.

Although the kidnapping of westerners is a continuation of AQIM's tactics of prior years, the execution of Edwin Dyer, the kidnapping of Pierre Camatte on Malian soil, and the attacks against Colonel Ould Bou and the Malian army represented a significant departure from AQIM's prior tactics in northern Mali.

Following the assassination of Colonel Ould Bou, the Malians launched a military operation in northern Mali targeting AQIM. The Malian military effort included extended patrols through areas where AQIM was thought to be present, and resulted in engagements on June 15 and in July. The beginning of the rainy season led to a lull in military action.

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[32] No available report for Chad

Mali continued to address terrorist financing issues. Mali's National Section for the Processing of Financial Information, which began operations in May 2008, received eight reports of suspicious financial activities during the year, although ongoing investigations have not yet revealed any links to terrorist financing or terrorist activity.

Mali has expressed a willingness to increase regional cooperation against AQIM and terrorism generally. Mali is a Trans-Sahara Counterterrorism Partnership country. Mali also works with other regional partners and organizations to support its counterterrorism efforts, notably the Algerian-led counterterrorism coalition comprised of Algeria, Niger, Mali, and Mauritania. Malian President Amadou Toumani Toure has long called for a regional Heads of State Summit to be held in Bamako to discuss coordination of counterterrorism efforts, including improved border monitoring and security. On August 12 in Algeria, Mali participated in a meeting with military chiefs of staff from Algeria, Mauritania, and Niger to draft a counterterrorism strategy for the Sahara.

Mali is an engaged and active member of the Trans-Sahara Counterterrorism Partnership. It is also an active participant in U.S. programs including bilateral, joint combined exchange and regional military training, and the Anti-terrorism Assistance Training program.

Niger – Score 1 (Worst) to 5 (Best)

Denial of Terrorist Sponsorship, Support and Sanctuary – 2; De-Legitimize Terrorist Ideology – 2

The Nigerien government's counterterrorism program has improved to include the use of updated terrorist watch lists, more consistent border patrols, and regular monitoring of mosques believed to espouse extremist views. Border crossings were not automated and relied on handwritten ledgers to record entry and exit. The government has been receptive to Western and regional counterterrorism training and is a Trans-Sahara Counterterrorism Partnership country. Niger also works with other regional partners and organizations to support its counterterrorism efforts, notably the Algerian-led counterterrorism coalition comprised of Algeria, Niger, Mali, and Mauritania.

Al-Qa'ida in the Islamic Maghreb (AQIM) demonstrated a greater interest in Niger in 2009, with attempts to extend its influence into Nigerien territory from the largely ungoverned region bordering Mali and Algeria. The porous borders and ungoverned spaces provide terrorist groups such as AQIM a potential environment for recruiting, people and contraband smuggling, undetected transit, and logistical facilitation. Niger's severe resource constraints stemming from its status as one of the poorest countries in the world, and the ongoing political crisis, hampered the Nigerien government's ability to prevent AQIM intrusion.

On December 14, 2008, AQIM-affiliated persons kidnapped and held hostage UN Special Envoy, Robert Fowler, his colleague, Louis Guay, and a local Nigerien driver. They were seized by AQIM within 40 kilometers of Niamey, taken across the Mali border and held hostage in the Sahara desert for 130 days before being released. On January 22, 2009, along the Mali/Niger

border, AQIM-affiliated persons kidnapped four European tourists near the Niger/Mali border and held them hostage in the Sahara desert. Three of the European hostages were released months later, but one British hostage was killed. In October, an AQIM-linked Mauritanian was captured in Niamey following his involvement in terrorist related activities outside Niger. On November 14, AQIM associates armed with AK-47 assault rifles attempted to kidnap five U.S. Embassy personnel from a hotel in Tahoua. The failed operation was believed to have been sanctioned by AQIM leaders. The perpetrators of this attempted kidnapping have yet to be captured. Although the rise of violent extremist organizations in northern Nigeria has yet to directly impact southern Niger, a very real threat exists. Northern Nigeria and southern Niger share a common Hausa ethnicity, numerous economic and cultural links, and a long, porous border. Immediately following the July 2009 Nigerien break-up of the Boko Haram group, Nigerien ties to the group were revealed when dozens of Boko Haram members were deported from Nigeria to their home cities in southern Niger.

ANNEX B : Indicator Coding Guide – Government Capacity to Fight Terrorism

INTRODUCTION

The following is a guide for coding Indicators. It is based on the country-level narratives contained in the State Department's Annual Country Reports on Terrorism. The report's narrative summary of terrorism in most of the world's countries is a publicly available, comprehensive global analysis that directly addresses a country's capacity and will to fight terrorism. It provides scores for two indicators: the extent to which a country denies terrorist sponsorship support and sanctuary; and de-legitimizes terrorist ideology.

These reports can be found online. The most recent available reports are for 2009. http://www.state.gov/documents/organization/141114.pdf

1. Denial of Terrorist Sponsorship, Support and Sanctuary

Definition:

This variable indicates the extent to which terrorists are denied the tools they need for long-term survival; sustainable leadership; safe havens that provide secure environments for training and operational planning; a steady influx of recruits; equipment; communications, documentation and logistics networks; and effective propaganda capabilities.

Does government effectively deny terrorist safe havens (physical and virtual)? Do terrorists operate in ungoverned territories? Are there problems with corruption and fraud in government identification and travel document issuance systems? Does government take effective measures to identify, disrupt, and deny access to sources, means, and mechanisms of terrorist finance?

Coding Scheme:

(1) Government, or elements of government, sponsor and/or provide sanctuary for terrorists or terrorist organizations.

(2) Country, despite declared government policy, provides de-facto sponsorship of and/or sanctuary for terrorists or terrorist organizations to a significant degree.

(3) Terrorists enjoy some degree of sponsorship and/or sanctuary despite active government efforts to deny it.

(4) Terrorists enjoy only minimal degree of sponsorship and/or sanctuary.

 (5) Terrorists or terrorist organizations have no notable degree of sponsorship and/or sanctuary. Government works closely and effectively with other countries to combat terrorism.

2. De-Legitimize Terrorist Ideology

Definition:

This indicator measures the extent to which the use of terror to advance an ideology, religious outlook or philosophy is accepted by society. Are terrorist leaders effectively isolated and discredited as well as their facilitators and organizations? The focus is primarily on whether terrorist ideology is prevalent within a country and, to a lesser degree, whether the government is taking effective action to counter such ideology.

Coding Scheme:

(1) Terrorist ideology has strong and dangerous presence in country. Elements of the government may take actions that seem to condone such ideology.

(2) Terrorist ideology is present to a significant degree, despite official government efforts to counter it.

(3) Terrorist ideology is present, but to a less significant degree.

(4) Minimal presence of terrorist ideology. Government takes strong efforts to combat it.

(5) No notable presence of terrorist ideology.

ANNEX C: English Version – Translated into French, Hausa, and Arabic

Niger TSCTP Survey

Inform Survey Recipient:

This survey asks question of citizens of Niger regarding their feelings and attitudes on important issues. It is required by the US Government regulations to ensure the effectiveness of its programs in Niger. All questions have been asked in prior surveys approved by the US Government. Survey recipients will be anonymous".

Would you agree to take part in this survey?"

If yes, ask questions and circle answers:

Date:
Place (City & Neighborhood):
Name of interviewer(s):
Questionnaire Number:

A. Demographic Questions	Circle one				
1.) Gender :	¨ Male	¨ Female			
2.) How old are you? ¨	¨ 15-24	¨ 25-30	¨ 31-35	¨ 36-45	¨ Over 45

3.) Where do you live for most of the year?
Town/City:
_____

Socioeconomic Drivers	Circle one				
How would you describe your economic Situation?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1
What is your level of satisfaction with your access to services and resources in your community?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1

Political Drivers					
Do you participate in decision-making in your community?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
Do youth associations make a positive contribution to society?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
What is your level of satisfaction with how decisions are made in your community?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1
Do you think your opinions are respected by community leaders?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1

Is violence sometimes, most of the time, or always an effective method to solve problems?	Never -5	Seldom -4	Occasionally -3	Often -2	All the time 1

Cultural Drivers

Do you hear messages or conversations about peace and tolerance?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
Do you listen to radio programs about peace and tolerance?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
Do you have a very favorable, somewhat favorable, somewhat unfavorable, or very unfavorable opinion of the United States?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad - 1
Do you agree or disagree that our government needs to work with Western countries to combat terrorism?	Completely agree - 5	Somewhat Agree - 4	Not Sure - 3	Somewhat Disagree - 2	Completely disagree - 1
Do you feel that using violence in the name of Islam is always justified, sometimes justified, rarely justified or never justified?	Never justified 5	Rarely Justified - 4	Not Sure 3	Sometimes Justified - 2	Always Justified 1
Do you agree or disagree that Al Qaeda's violent activities are permitted under Islamic law?	Completely disagree 5	Somewhat Disagree 4	Not Sure - 3	Somewhat Agree - - 2	Completely agree - - 1
Do you support or oppose the implementation of Sharia law?	No 5		Sometimes 3		Yes 1
Some say the U.S. is engaged in countries around the world to fight terrorism. Others say that the U.S. is engaged in countries around the world to fight Islam. Which is closer to your view?	Fight Terrorism 5		Not Sure 3		Fight Islam 1

ANNEX D: French Translation of Survey (Used for translations to local languages – and as primary survey document in Mousorro, Chad)

Enquête TSCTP au Niger

Informez le destinataire de cette enquête :

"Cette enquête pose la question des citoyens du Niger concernant leurs sentiments et attitudes sur les questions importantes. Il est exigé par les réglementations gouvernementales des Etats Unies d'Amérique d'assurer l'efficacité de ses programmes au Niger. Toutes ses questions ont été posées dans des enquêtes antérieures approuvées par le gouvernement des Etats unies d'Amérique. Les destinataires de cette enquête seront anonymes".

" Accepteriez-vous de participer à cette enquête?"

Si oui, posez les questions et encercler les réponses :

Date :

Lieu (Ville et quartier) :

Nom de l'enquêteur :

Numéro du questionnaire :

A. Questions démographiques	Encercercler un				
1.) Sexe :	Homme	Femme			
2.) Quel âge avez-vous?	15-24	25-30	31-35	36-45	plus de 45

3.) Où habitez-vous pour la majeure partie de l'année ?
Pays/Ville :
_____

Orientations socio-économiques	Encercler un				
Comment est-ce que vous décririez votre Situation économique?	Très bien 5	Bien 4	Juste 3	Mauvais 2	Très mauvais 1
Quel est votre niveau de satisfaction avec votre accès aux services et ressources dans votre communauté ?	Très bien 5	Bien 4	Juste 3	Mauvais 2	Très mauvais 1

Orientations politiques

Participez-vous à la prise de décision dans votre communauté ?	Tout le temps 5	Souvent 4	De temps en temps 3	Rarement 2	Jamais 1

Les associations jeunes apportent-elles une contribution positive à la société ?	Tout le temps 5	Souvent 4	De temps en temps 3	Rarement 2	Jamais 1
Quel est votre niveau de satisfaction avec la façon dont des décisions sont prises dans votre communauté ?	Très bien 5	Bien 4	Juste 3	Mauvais 2	Très mauvais 1

Pensez-vous que vos avis sont respectés par les chefs de la communauté ?	Tout le temps 5	Souvent 4	De temps en temps 3	Rarement 2	Jamais 1

Est-ce La violence parfois, le plus souvent, ou toujours une méthode efficace pour résoudre des problèmes ?	Jamais 5	Rarement 4	De temps en temps 3	Souvent 2	Tout le temps 1

Orientations culturels

Avez-vous entendu des messages ou des conversations au sujet de paix et de tolérance ?	Tout le temps 5	Souvent 4	De temps en temps 3	Rarement 2	Jamais 1
Écoutez-vous des émissions radio au sujet de paix et de tolérance ?	Toutle temps 5	Souvent 4	De temps en temps 3	Rarement 2	Jamais 1
Avez-vous une opinion très favorable, peu favorable, quelque peu défavorable et ou très défavorable des Etats-Unis ?	Très bien 5	Bien 4	Juste 3	Mauvais 2	Très mauvais 1
Etes-vous d'accord ou en désaccord que notre gouvernement à besoin de travailler avec les pays occidentaux pour combattre le terrorisme ?	Complètement d'accord 5	Un peu d'accord 4	Pas sure 3	Un peu en désaccord 2	Complètement en désaccord 1
Pensez-vous que l'utilisation de la violence au nom de l'Islam est toujours justifiée, parfois justifiée, rarement justifiée ou jamais justifié?	Jamais justifié 5	Rarement justifié 4	Pas sure 3	Parfois justifié 2	Toujours justifié 1
Êtes-vous- d'accord ou en désaccord que les activités violentes d'Al Qaeda sont autorisées sous la loi islamique ?	Complètement en désaccord 5	Un peu en désaccord 4	Pas sure 3	Un peu d'accord 2	Complètement d'accord 1
Soutenez-vous ou opposez-vous à l'application de la loi de la Sharia ?	Non 5		Parfois 3		Oui 1
Certains disent que les Etats-Unis sont engagés dans les pays autour du monde pour combattre le terrorisme. D'autres disent que les Etats-Unis sont engagés dans les pays autour du monde pour combattre l'Islam. Laquelle est plus proche de votre vue ?	Combattre Terrorisme 5		Pas sure 3		Combattre l'Islam 1

ANNEX E: Hausa Survey (Administered in Niger)

Niger TSCTP Survey

Wa anga tambayoyi da mu ke yi ma ain kasar nijar domin samun ra ayin su da amsoshin su, bu sa kan zantutuka ma su mahimanci.

Wanan tambayoyin Gomnati amrica ta sa a yi su dan ta karfafa sarin aikin ta a kasan nijar. Dukan tambayoyin da za mu muku an taba yin su a can kwanan baya.kuma gomnatin amrica ta yarda da su.

Domin kiayaye kucece kuce,zamu yi muku tambayoyin nan a cikin sihiri wato ba za mu fadi sunan ku ba.

Kun yarda a yi mu ku tambayoyin nan

Localité : (Quartier, Ville):

Nom de l'enquêteur :

Numéro du questionnaire :

A. Questions démographiques. encercler la réponse appropriée

1.) Sexe : Masculin Féminin

2.) Quel âge avez-vous ? 15-24 ans ; 25-30 ans; 31-35 ans ; 36-45 ans ; Plus 45 ans

3. Quelle est la principale langue parlée dans votre maison ? Haussa ; Djerma ; Autre

Ce questionnaire est préparé pour être administré en Haussa. (Y a-t-il quelqu'un dans votre maison qui peut répondre en Haussa ? Si oui, posez les questions, sinon, allez à la prochaine maison.)

Orientations socio-économiques

1-Yaya ku ke fayace matsayi ku a fani tatali arziki ?

Circler un

sossai, kwarai -5	ku san sossai -4	yanda ya kamata, daidai wa daida -3	bai cikka kau ba -2	bakau ko gudda, ba na kwarai ba sam -1

2-Wane matsayin gamsuwa ku ka samu dangace da ayuka da anfani da ku ke cin moriya su a cikin al'umma ku ?

sossai, kwarai -5	ku san sossai -4	yanda ya kamata, daidai wa daida -3	bai cikka kau ba -2	bakau ko gudda, ba na kwarai ba sam -1

Orientations politiques

3-Ku na bada ra'ayi ku waje yanke shawarwarri a cikin al'umma ku ?

ko Wane lokaci -5	mafi yanci lokaci -4	lokaci zuwa lokaci -3	can abunda ba arasa ba -2	sam bakidayya 1

4-Kunguiyoyin matasa su na kawo ma jama'a mahimiya gudumuwa ?

ko Wane lokaci -5	mafi yanci lokaci -4	lokaci zuwa lokaci -3	can abunda ba arasa ba -2	sam bakidayya 1

5-Wane matsayi gamsuwa ne ku ka samu game da yanda a ke yanke shawarwarri a cikin al'umma ku ?

sossai, kwarai -5	ku san sossai -4	yanda ya kamata, daidai wa daida -3	bai cikka kau ba -2	bakau ko gudda, ba na kwarai ba sam -1

6-Ku na tsamani shuwagabani al'umma su na aiki da ra'ayoyi ku ?

ko Wane lokaci -5	mafi yanci lokaci -4	lokaci zuwa lokaci -3	can abunda ba arasa ba -2	sam bakidayya 1

7-Muzgunawa ta na iya zama wani lokaci, ko mafi yawanci lokaci ko kuma kullum kaikawa hanya warwarre matsaloli ?

-5 sam bakidayya	-4 can abunda ba arasa ba	lokaci zuwa lokaci -3	mafi yanci lokaci -2	ko Wane lokaci 1

Orientations culturelles

8-Kun ta ba jin wasu labaru ko wasu hiraraki bisa zance kontiya hankalli da sasawtama juna ?

ko Wane lokaci -5	mafi yanci lokaci -4	lokaci zuwa lokaci -3	can abunda ba arasa ba -2	sam bakidayya 1

9- Ku na saurare shireye shireye radio bisa kan zance kontiya hankalli da sasawtama juna ?

ko Wane lokaci -5	mafi yanci lokaci -4	lokaci zuwa lokaci -3	can abunda ba arasa ba -2	sam bakidayya 1

10-Ku na da wani ra'ayi na alheri ko mai alheri kalilan, ko kuma marass alheri a game da kasra America ?

sossai, kwarai -5	ku san sossai -4	yanda ya kamata, daidai wa daida -3	bai cikka kau ba -2	bakau ko gudda, ba na kwarai ba sam -1

11-Ku amince koba ku amince ba da cewa gobnaci America na bukata yin aiki tare da kasashen turaî dan yaki dan in ta'adaî ?

na yi imani hakane – 5	ina zato hakane - 4	ban da cikake sani a game da abun, ban sani ba – 3	to bancikka amincewa ba - 2	ban amince ba sam - 1

12-Ku na tsamani muzgunawa juna da sunnan adini muslimci ta na da huja kullum koko wani lokaci ta keda huja ko kuma koko baida hujja ko daya ?

babu cikake huja 5	Dal Kel - 4	ban da cikake sani a game da abun, ban sani ba 3	Wani zubbi - 2	a kwai cikaka huja 1

13- Kun yarda ko baku yarda da ayyukan ta addanci da alka ida ke yi sun halalta a addini musulmci ?

ban amince ba sam – 5	to bancikka amincew- 4	ban da cikake sani a game da abun, ban sani ba – 3	ina zato hakane a ba - 2	na yi imani hakane - 1

14- Ku na goyon baya ko ba ku goyon ba magana yin anfani da dokkoki shari'a muslimci ?

a ah 5	wani zubbi 3	eh 1

15-Wasu su kan cewa kasar America ta dau niya yakki da ta'adanci cikin kasashe duniya bakkidaya.

Wasu su kan cewa kasar America ta dau niya yakki da adini musulimci cikin kasashe duniya gabadai.

Wace da ga cikin magangani biyu kuke sa da ra'ayi ku ?

yakki da ta adanci 5	ban da cikake sani a game da abun, ban sani ba 3	yakki da musulimci 1

ANNEX F: Survey Administered in Mali

Mali TSCTP Survey

Inform Survey Recipient:

─This survey asks question of citizens of Mali regarding their feelings and attitudes on important issues. It is required by the US Government regulations to ensure the effectiveness of its programs in Mali. All questions have been asked in prior surveys approved by the US Government. Survey recipients will be anonymous".

─Would you agree to take part in this survey?"

If yes, ask questions and circle answers:

Date:
Place (City & Neighborhood):
Name of interviewer(s):
Questionnaire Number:

A. Demographic Questions	Circle one				
1.) Gender :	¨ **Male**	¨ **Female**			
2.) How old are you? ¨	¨ **15-24**	¨ **25-30**	¨ **31-35**	¨ **36-45**	¨ **Over 45**
3.) What is your primary language?					
Town/City:					

Socioeconomic Drivers — Circle one

Socioeconomic Drivers					
1. In Mali, how free are you to join any political organization you want?	Very Free - 5	Somewhat Free -4	Neutral -3	Somewhat Un free -2	Not free -1
2. What is your level of satisfaction with your access to services and resources in your community?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1

Political Drivers

Political Drivers					
3. Do you participate in decision-making in your community?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
4. During the past year, have you contacted a Local Government Councilor about some important problem or to give them your views?	Often -5		Occasionally -3		Never 1
5. In your opinion, how likely is it that you could get together with others and make your local government councilor listen to your concerns about a matter of importance to the community?	Very Likely -5	Somewhat Likely -4	Neutral-3	Somewhat Unlikely -2	Very Unlikely – 1

6. When there are problems with how local government is run in your community, how much can an ordinary person do to improve the situation?	A lot -5	Some - 4	Not Sure -3	Little – 2	None - 1

Cultural Drivers

Question					
7. Do you believe the northern rebellion is a justified war for the autonomy and development of regions of the country or an unjustified war against the national unity of the country.	Unjustified -5		Not Sure -3		Justified - 1
8. Do you listen to radio programs about peace and tolerance?	All the time -5	Often -4	Occasionally -3	Seldom -2	Never 1
9. Do you have a very favorable, somewhat favorable, somewhat unfavorable, or very unfavorable opinion of the United States?	Very Good -5	Good -4	Fair -3	Bad -2	Very Bad -1
10. Do you agree or disagree that our government needs to work with Western countries to combat terrorism?	Completely agree - 5	Somewhat Agree - 4	Not Sure - 3	Somewhat Disagree - 2	Completely disagree - 1
11. Do you feel that using violence in the name of Islam is always justified, sometimes justified, rarely justified or never justified?	Never justified -5	Rarely Justified - 4	Not Sure- 3	Sometimes Justified - 2	Always Justified -1
12. Do you agree or disagree that Al Qaeda's violent activities are permitted under Islamic law?	Completely disagree - 5	Somewhat disagree - 4	Not Sure - 3	Somewhat agree - 2	Completely agree- 1
13. Do you support or oppose the implementation of Sharia law?	No 5		Sometimes 3		Yes 1
14. Some say the U.S. is engaged in countries around the world to fight terrorism. Others say that the U.S. is engaged in countries around the world to fight Islam. Which is closer to your view?	Fight Terrorism 5		Not Sure 3		Fight Islam 1

ANNEX G: Survey Administered in Mali (French)

Enquête TSCTP au Mali

Informez le destinataire de cette enquête :

"Cette enquête pose la question des citoyens du Mali concernant leurs sentiments et attitudes sur les questions importantes. Il est exigé par les réglementations gouvernementales des Etats Unies d'Amérique d'asSurr l'efficacité de ses programmes au Mali. Toutes ses questions ont été posées dans des enquêtes antérieures approuvées par le gouvernement des Etats unies d'Amérique. Les destinataires de cette enquête seront anonymes".

" Accepteriez-vous de participer à cette enquête?"

Si oui, posez les questions et encercler les réponses :

Date :
Lieu (Ville et quartier) :
Nom de l'enquêteur :
Numéro du questionnaire :

A. Questions démographiques	**Encercler cler un**				
1.) Sexe :	**Homme**	**Femme**			
2.) Quel âge avez-vous?	**15-24**	**25-30**	**31-35**	**36-45**	**plus de 45**

3.) Où habitez-vous pour la majeure partie de l'année ?

Pays/Ville :_____

Socioeconomic Drivers	**Circle one**				
1. Au Mali, est-ce que vous etes libre a participer dans n'import quelle organisme politique que vous voulez?	Tres Libre -5	Un peu Libre - 4	Neutral -3	Peu Libre -2	Pas Libre -1
2. Quel est votre niveau de satisfaction avec votre accès aux services et ressources dans votre communauté ?	Tres Bien -5	Bien -4	Juste -3	Mauvais -2	Tres Mauvais -1

Political Drivers

3. Est-ce que vous participez dans les decisions fait dans votre communaute?	Tout le temps -5	Souvent -4	De temps en temps -3	Rarement -2	Jamais 1

4. Pedant l'annee derniere, avez-vous contacte un representative du gouvernement y compris d'un problem inportant ou de les partager votre point de vue?

Souvent -5	De temps en temps - 3	Jamais -1

5. Selon vous, il est quel provable que vous pouriez vous organizer avec des autres membre de votre communaute et avoir votre representative gouvermental vous ecouter des concerns importantes au communaute?

Tres Provable -5	Un peu Provable -4	Neutral- 3	Un peu UnProvable -2	Tres UnProvable – 1

6. Quand il y ades problems avec la gestion de votre gouvernement local, qu'est-ce qu'un person typique peut Justee pour ameliorer la situation?

Beaucoup -5	Un peu - 4	Pas Sur -3	Peu – 2	Jamais - 1

Cultural Drivers

7. Est-ce que vous considerez la rebellion au au nord est une guerre justifiee pour l'autonomie et development des regions du pays ou bien une guerre pas justifiee et contre l'unite nationale?

UnJustifie -5	Pas Sur -3	Justifie -1

8. Écoutez-vous des émissions radio au sujet de paix et de tolérance ?

Tout le temps -5	Souvent -4	De temps en temps -3	Rarement -2	Jamais -1

9. Avez-vous une opinion très favorable, peu favorable, quelque peu défavorable et ou très défavorable des etats-unis ?

Tres Bien -5	Bien -4	Juste -3	Mauvais -2	Tres Mauvais -1

10. Etes-vous d'accord ou en désaccord que Pasre gouvernement à besoin de travailler avec les pays occidentaux pour combattre le terrorisme ?

Completement d'accord - 5	Un peu Agree - 4	Pas Sur - 3	Un peu Disagree - 2	Completement desaccord - 1

11. Pensez-vous que l'utilisation de la violence au nom de l'Islam est toujours justifiée, parfois justifiée, rarement justifiée ou jamais justifiée?

Jamais Justifie -5	Rarely Justifie - 4	Pas Sur - 3	Un peutimes Justifie - 2	Toujours Justifie -1

12. Êtes-vous- d'accord ou en désaccord que les activités violentes d'Al Qaeda sont autorisées sous la loi islamique?	Completement des'accord - 5	Un peu deagree - 4	Pas Sur - 3	Un peu agree - 2	Completement d'accord - 1

13. Soutenez-vous ou opposez-vous à l'application de la loi de la Sharia ?	Non - 5		Un peu -3		Oui -1

14. Certains disent que les Etats-Unis sont engagés dans les pays autour du monde pour combattre le terrorisme. D'autres disent que les Etats-Unis sont engagés dans les pays autour du monde pour combattre l'Islam. Laquelle est plus proche de votre vue ?	Combattre terrorisme -5		Pas Sur - 3		Combattre Islam - 1

ANNEX H: Survey Administered in Mali (Sonrai)

①

TSCTP lawrayanoo/ankeetoo Maali ra

Ka boraa kay ga lawrandi alhabaaray nda lawrayanoo woo.

"lawrayanoo woo si tee kala Maali gandaa izey alhawawey nda ngi misey haagay cerecerantey ga. Ameriki ganda margantey gopornemayoo asariyawey ga waazibandi nga porogaramey ma tee ka boori Maali gandaa ra.

Haayaney wey kul teendi lawra bisauteyay ra kay Ameriki ganda margantey Gopor, nemayoo yadda nd'ey a borey kay ga lawrayanoo woo ga teendi maayey si harandi."

"War ga yadda nda lawrayanoo wala?
Nda war yadda, wa haayaney tee, war ma zaabey kali:

Hanoo:

Nougoo (koyraa nda fargandoo)
lawrakaa nbaa:
haayan kaddkasoo lanbaa:

A. Ganda alzamaa haayaney: W'affoo kali
                                      Aru   Woy
1° Aru wala woy: 15-24   25-30   31-35   36-45   kay bisa 45
2° Juri maaye bara ma nee:
3° Mboara nd'ga bisa ka goro
    Juino ra?
    ganda / koyra:

B. Adama / Zebaray aluura haayaney   W'affoo
                                       kali

4° Maati gandaa ra wúr / ga wúr boŋ may ka húru / politiki Rondey kan / war baga'a ra wala?

	-5

5° Maein ti war / binekaanaa alkachaioo / war sawtisey nda war / jamaa muraadey? / hurúyaroo raŋ?

hanse ka ay boŋ may	Ay boŋ may kayna	Sii affoo kul se	boŋ may kaccu	Si ay boŋ may kll
-5	-4	-3	-2	-1

C/ Politiki hãyaney

6° War jamaa ra, war / ga garandi auniyawey / gab degey wala?

A hanse ka boori	A baari	Labas	A laala	A hanse ka laala
-5	-4	-3	-2	-1

7° Jíino, kan bisa ra / waa'ciin kasiray nda / war komi noo koŋkoyŋa / koŋra boŋkoyni adillya / jine boŋ kod duguilla / ceneceruate gab kar / war anniyaŋŋor / i'se, a ga awala?

Waati kul	waati yaŋ	Waati ka kaa wati' (lee pro-foo yaŋ)	Abada
-5	-4	-3	-4

8° War cho, teyelaanay / alkachar faa no war gab / hin ka diiu a war / aiwakítiley le hala war / ma hinkd haŋa tee war / se, ka seleŋ war jamaa / kãyaŋ ceceraltey ga?

Ga hanse ka kan	Ga kan	Sii affoo kul se	Agoonda kaydoo	Ga hanse kha nda kaydoo
-5	-4	-3	-2	-1

9° Nda war kom no go
nda suguli ayan koyra na,
furganti na pareeçon na,
maçin no boro toha fu
ga tun ka tee ka suguli
misaa senandi ?

1 bobo	i kayne	kay mana tabati	kacu	bafoo
– 5	– 4	– 3	– 2	– 1

D/ Alaada hayey hã yaney

10°) War ga tammaha
kay Maati hawoa kambo
muutiyan/rebeeliyo
ti waaju kay go nda
daliil gandaa hawsa
Aree'e jey mayra nda
maji kaygineyano se nda
wilaan ka ka oi nda daliil
gandaa kaa ma hawno ne?

Si nda daliil	kay mana tabati	
– 5	– 3	– 1

11° War ga hanya jer
acajo tagi kaaradiey
oe alat tiya nda
yafayan foudaa ?
na wiala?

Waati kul	waati yan	Waati ka kaa	Cee fu fooyan	Alaada
– 5	– 4	– 3	– 2	– 1

12°) War go nda amiya
kan go hawoe ka waabati,
wila kan ga wiafaka
kacu wala kan st yadda,
wala kan oi yadda ikul nia
Amenki gandaa mangutey
wiala?

Hawoe ka boori	A boori	A saura	A kaala	A hawoe ka kaala
– 5	– 4	– 3	– 2	– 1

13° War ga yadda wala wani si yadda nda War goforne dangay kay ga baa ijin goy nda unnasicira gandaley ka teeroisino kaynani wala?

hane ka yadda	yadda kayna	Mana tabati	Mana yadda nd'a kayna	Mana yadda nd'a kul
-5	-4	-3	-2	-1

14° War ga tammaha kay futey alaa laam atcaray fondaa nga goo nda alfalil wizati kul futala dalilao ti iwatiray, wala dalilao ti cee-foo-foogay, wala kay ati nda dalil abada?

Mana beey ka brita nda dalil	Goo nda dalil cee-foo-foogay	Mana tabati	Cee foogay Goo nda dalil watì kul
-5	-4	-3	-2	-1

15° War ga yadda wala wani si yadda nda Al-qaeda teegoy futey ga yadandi alsilawmataadi giraayya fondaa ra wala?

hane ka yadda nd'a	Mana yadda nd'a kayna	Mana tabati	Yadda nd'a kayna	Mana yadda nd'a goy
-5	-4	-3	-2	1

16° War ga yadda wala wani si yadda nda alsikaa matwagi adaaya diiraaboo ga ya?

Kala-kala	Kayna	Ayyo
-5	-3	-1

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17° Bono fooyan nee Ameriki nda margantey kul na atmiya margantey kul na ka tilala i maalyyaa gandawey na teeronimoo tangam. borey derey meeɖam. ganda margantey kul na damniya woo koɲe adayyaa gandawy kul na, hala i ma tilin kaɖ alsilaa matezay tangam. Senni tinkaɖ woo na fatoo no ka tiisa ka man wra kommaa?

Ka teeronimoo tangam	Mana tahuti	Ka alsilaana teeraa tangam
. 5	. 3	- 1

(5)

(Note – reversed scores for Question 15 were corrected)

ANNEX I

Mid-Term Evaluation of the Counter-Extremism Programming in Africa

List of Materials for Document Review Phase

USAID Africa Bureau, Office of Sustainable Development

<u>Regional/General</u>

Countering Extremism and Terrorism in the Sahel, (Assessment), USAID/West Africa, USAID/DCHA/CMM, DOD, July 2005

USAID/West Africa: Trans-Sahel Counter Terrorism Partnership Program Design and Scope of Work, Social Impact, June 2007

Peace Through Development, Quarterly Program Report Nos. 1-10 (March 2008 – June 2010), AED

Peace Through Development, Performance Management Plan, 2008, AED

Peace Through Development, Revised Performance Management Plan, July 2010, AED

Peace Through Development, Lessons Learned as of August 2010, AED

Public Attitudes in the Sahel -- 2007-2008, February 2009, ORB

Polling Brief – Kenya, ORB

Polling Brief – Level of Extremism (Sahel), ORB

Strengthening Stability through Development in Burkina Faso, USAID, September 2010

Guide to the Drivers of Violent Extremism (Drivers Guide), USAID, 2009

Development Assistance and Counter-Extremism: A Programming Guide (Programming Guide), USAID 2009

Violent Extremism Factors Tree (PPT graphics), USAID AFR

Timeline of Counter Extremism Analysis, USAID AFR, July 2010

TSCTP Fact Sheet, USAID AFR

TSCTP Results (summary prepared for testimony in 2009), USAID AFR

Measuring Success (summary by country prepared for testimony in 2009), USAID AFR

Written Testimony by U.S. Agency for International Development Senior Deputy Assistant Administrator for Africa Earl Gast, U.S. Senate Committee on Foreign Relations, Subcommittee on African Affairs, ―Examining U.S. Counterterrorism Priorities and Strategy across Africa's Sahel Region," November 17, 2009

Combating Terrorism: Actions Needed to Enhance Implementation of Trans-Sahara Counterterrorism Partnership, GAO, July 2008

Key Issue: Counterterrorism, Africa, FY 2009 Performance Plan Reports, USAID

Key Issue: Counterterrorism, Africa, FY 2010 Operational Plans, USAID

Mauritania

Mauritania Pilot – CT and Development (Assessment), USAID and MSI, 2008

Chad

Interagency Support on Conflict Assessment and Mission Performance Planning for Chad -- Overview: Interagency Team Findings, *Draft*, March 19, 2006, DOS and USAID

Chad Capacity Development & Peace Support Project: Final Report: July 11, 2006 – September 11, 2008, AED

       Appendix 2: Key Findings from Kanem Needs Assessment

       Appendix 3: Key Findings from Batha Needs Assessment

       Appendix 10: Baseline Community Profiles

Counter Extremism and Development in Chad (Assessment), USAID and MSI, October 2009

Peace Through Development—Chad, Overall Findings Report Baseline, AED

Peace Through Development—Chad, Overall Baseline Findings, (quarterly report appendix), AED

PDEV Chad Program, Fact Sheet

Niger

Skills and Knowledge for Youth Empowerment (SKYE) Program in Niger: Final Report: September 20, 2006 – September 19, 2008, Mercy Corps

       Annex A: Indicator Monitoring Table

Bridging Collective Responsibility and Development Goals through Effective and Inclusive Decentralization (*Bridge*): Quarterly Report – April-June 2008, Mercy Corps, 2008

Maradi Youth Development Program, Phase II: Final Report, CARE, May 2008

Maradi Youth Development Program -- Evaluation Matrix 2, CARE

Niger Counter Extremism Assessment, USAID and MSI, April 2009

PDEV Youth and Governance Themed Radio Programs, Success Story (PDEV)

Youth Training in Niamey, Success Story (PDEV)

Peace Through Development—Niger, Overall Findings Report Baseline, AED

PDEV Niger Program, Fact Sheet

<u>Mali</u>

Counter Extremism and Development in Mali (Assessment), USAID and MSI, October 2009

Mali Radio for Peace Building in the North Program, Fact Sheet, IESC

Mali 1207 Reports: FY09 Q4, FY10 Q1

ANNEX J – People Interviewed (Partial List)

People interviewed in Niger

Ibrahim Adama, Monitoring and Evaluation Associate, AED Niamey

Kadri Nana Aichatou – Program Assistant, AED Niamey

ANASI Association of Islamic Leaders – Maradi

      Abdou Adamou, Secretary General

      Eheik Moumirou Salifou

      Nalam Attikou Aboubacar

      Malam Toukour Uman Aboubacar

      Nabam Souleyman Abdou

Rouguiatou Diallo-Allou, AED Country Representative, Niger

Saley Habou, Radio Garkwar

Ismael Mallam Hafizu; President ANDEP, Anfani Radio Board;

Addouraamame Hassane, USAID Niamey

Elh. Samaila Hatimou, President Membre Cunsulaire; Syndicat National des Commercants du Niger (SNCN), Niamey

Paula Gray Hunker, Chief of Executive Affairs, Office of the Executive Director, World Food Programme

Sahissou Issa, Director of Radio Garkwar

Dr. Abdoulaye Mohamadou, Director General, National Agronomy Institute of Niger, Niamey

Hamado Moumouni, Director of Radio Anfani, Maradi

Moustapha Moussa, Research Scientist, National Agronomy Institute of Niger, Niamey

Pastor Sani Namaou ; Director of Studio Yusufu Garba, EERN Worlds of Hope, Niamey

William Noble, USAID Niger Country Program Manager

Gordon Shettle, Program Manager, Equal Access, US Office

Robert Tate, Public Affairs Officer, American Cultural Center Director

Bisa Williams, Ambassador, United States to Niger

Alexander Yu, Security Attache

People Interviewed in Chad

Bouba Abba - Gouvenorat de Hadjer Lamis

Daoud Hamat Bechir, Prefect, Barh El Gazel

Sue L. Bremner, Deputy Chief of Mission,

Les McBride, USAID Representative, Chad

Jill Morris – PDEV Chief of Party

Adoumngar Ngoisi, Charge de Programme, RJD, N'Djemena

People Interviewed in Mali

Moussa Bambara, USAID Mali

Mamadou Kante, Director, PGP2 (Programme Gouvernance Partagee, MSI Bamako

Thelma Khelghati, Director, Programme Harmonise dAppui au Reinforcment d l'Education

M. Youssouf Kone - PGP2 (Programme Gouvernance Partagee, MSI Bamako)

Rebecca Rhodes, Deputy Director, Programme Harmonise dAppui au Reinforcment d l'Education

Aminata Simbara, PGP2 (Programme Gouvernance Partagee, MSI Bamako)

Jason Smith, Team Leader for Democracy and Governance, USAID Mali

Tim Stein, Acting Program Officer, USAID Mali

People Interviewed in Ghana

Jennifer Crow Yang, Regional Contracting/Agreement Officer, USAID/West Africa

Lisa Franchett, Deputy Mission Director, USAID/West Africa

Madeline C. Williams, Program Office Chief, USAID/West Africa

People Interviewed in Washington

Kellie Burk, Research Analyst, USAID AFR/SD/CPG

Lisa M. Chandonnet-Bedoya, Development Advisor, USAID/DCHA/CMM

Susannah Hopkins Leisher, Director of Programs and Strategic Planning .Trickle Up

Angela C. Martin, Senior Counter Terrorism Advisor, USAID/AFR/SD/CPG

Mona Mehta Steffen, Academy for Educational Development

Tarek Nabhan, Radio for Peacebuilding (GeekCorps)

Anne O'Toole Salinas, Program Director, Peace Building and Conflict Mitigation, Center for Civil Society and Governance, Academy for Educational Development,

Brooke Stearns Lawson, Conflict Advisor, USAID/AFR/SD/CPG

Amy Willsey, Director New Business Development, International Development Division, Educational Development Center Inc. Washington DC

ANNEX K – Evaluation Scope of Work (From USAID Solicitation)

Section C – DESCRIPTION/SPECIFICATION/STATEMENT OF WORK

C.1.   Title

Mid-Term Evaluation of the Counter-Extremism Programming in Africa

C.2.   Overview and Purpose

USAID's Bureau for Africa, Office of Sustainable Development (AFR/SD) is soliciting the services of a contractor to conduct a mid-term evaluative study of USAID's counter-terrorism programming in Africa, including the programming of the Trans-Sahara Counter-Terrorism Partnership (TSCTP) Program. Counter-terrorism programming was a new area of programming for USAID when pilot programming under TSCTP began in 2006. The risk of terrorism continues to be a major area of concern in Africa, and the U.S. is committed to continuing its important work to combat violent extremism (VE) through development assistance programming that complements other USG activities in this area. As the implementation of counter-extremism programming through development assistance evolves, it is important to build upon TSCTP and other experience to-date and use lessons learned to inform ongoing and future implementation, as well as to continue to develop innovative programming approaches. In particular, it is anticipated that USAID's counter-extremism programming to-date will inform the development of a more meaningful framework to monitor and measure the results and impacts of these activities. To this end, AFR/SD would like for the evaluation to be an effective learning tool that can be used by USAID to further the TSCTP and other counter-extremism efforts in Africa.

The Mid-Term Evaluation of Counter-Extremism Programming in Africa is a three-stage evaluation assessing the impact of USAID counter-extremism programming in Africa.

Stage 1: Document Review

Stage 2: Fieldwork

Stage 3: Framework Development and Report Preparation

This Statement of Work covers all three stages which will be conducted between August and November 2010. Stage 1 will entail a review and analysis of program/project documents and sectoral assessments covering the period FY 2006-2009. Stage 2 will involve fieldwork in Chad, Mali, and Niger. Based on the first two Stages, the contractor will develop a monitoring and evaluation framework for counter-extremism programming and prepare a report of their findings from all three stages.

The overall deliverable under this Statement of Work (SOW) will be a comprehensive Evaluation Report that addresses the issues and questions provided below in Section C.4. Offerors will be

given the latitude to define the manner in which they present their evaluation findings (results tables, lessons learned, program approaches, etc.). The evaluation findings should include: (1) a summary of the program impacts to-date, (2) a set of lessons learned and innovations pioneered through TSCTP and other counter-extremism program implementation, (3) a summary of what has been measured and how, and (4) a framework to better monitor and measure the impact of these programs. These findings and recommendations will be used to assist USAID and its missions in Africa to more effectively implement and integrate counter-extremism programming both through further refinement of development approaches to countering violent extremism and through the establishment of standardized monitoring and reporting systems to allow cross-country and cross-regional comparisons of results and experiences.

C.3. Background

USAID counter-extremism programming in Africa to-date includes activities under the Trans-Sahara Counter Terrorism Partnership and activities contributing to the East Africa Regional Strategic Initiative (EARSI).

The Trans-Sahara Counter Terrorism Partnership is a multi-country interagency effort that aims to combat violent extremism (VE) in the Sahel region of Africa. TSCTP forges partnerships between the U.S. and African governments to combat extremism and empowers beneficiaries to resist the drivers of extremism at the individual and community levels. USAID's role in TSCTP is managed by the West Africa Regional Mission and the Africa Bureau in Washington. Funded at $20 million in FY 2009, USAID's current TSCTP activities include: a regional Peace for Development (P-Dev) Program in Niger and Chad; community development activities in Mali; and youth related programming in Morocco.

Managed out of USAID/West Africa, the P-DEV Program is currently in its second phase, which runs from 2006 to 2011. The program provides tangible benefits to youth at risk for recruitment by VE organizations and communities in at-risk regions through youth employment and outreach programs and community development and media activities. In addition to delivering tangible benefits, such as vocational skills training, the program gathers beneficiaries from different communities, ethnic groups, and countries together through outreach events on topics related to religion and tolerance. In Niger, we have been building the capacity of local leaders to launch and sustain community development projects. In Chad, we are developing conflict mitigation and community stabilization projects that reach into the country's remote north.

The USAID/Mali TSCTP programming includes linked development activities, including rural radio activities in the north and east; a basic education program to train teachers and support School Management Committees in primary schools including madrasas; a shared Governance Program to address conflict prevention and peace building; and a microcredit program that targets youth in urban areas. In Mali, media activities are expanding access in information-scarce areas in the North.

Also under TSCTP USAID/Morocco engages in youth programming focusing on reintegration of youth that have been marginalized after detention and/ or imprisonment.

In East Africa, the East Africa Regional Strategic Initiative (EARSI) includes the following countries: Comoros, Djibouti, Eritrea, Ethiopia, Kenya, Mauritius, Somalia, Sudan, Tanzania, Uganda, and Yemen. (Legislative and policy restrictions inhibit the provision of EARSI assistance to Eritrea and Sudan. However, our embassies in Asmara and Khartoum contribute their analysis and recommendations to the EARSI process.) Modeled after the TSCTP, the EARSI is an interagency and inter-country program to: enhance regional capabilities to prevent, detect, counter and mitigate terrorist activity, undermine, marginalize, and isolate terrorists; discredit their violent ideology; and empower groups opposed to extremism through threat identification and joint collaboration strategies, policy recommendations and actionable initiatives. This will be achieved through the use of targeted development, military, counterterrorism and strategic communications assistance. USAID activities that contribute to EARSI include youth programming in Garissa, Kenya, and livelihood activities in Somaliland.

To track performance, USAID submits an annual Performance Plan and Report on performance against expected targets including both success and areas identified for improvement. In the case of USAID programs under TSCTP, the majority are reported under the Counter-Terrorism Program Area. Because the number of official indicators is small, USAID has developed custom indicators to help monitor more incremental progress in our programs. For these indicators, our implementing partners have gathered solid baseline data against which progress is being monitored quarterly. Through the interagency, USAID also accesses more broad-based, independently gathered polling data to gauge general attitudes and support for violent extremist organizations.

In addition to the programming described above, USAID has undertaken an ongoing multiyear effort to develop analysis and programming tools to better understand the risks that can create the condition for terrorism to flourish and design appropriate development responses to mitigate those risks. The initial step was an interagency assessment conducted in early 2005 in the four core countries – Chad, Mali, Mauritania and Niger – to identify the level of risk, based upon the existing literature and data and the perspectives of the partner nation and communities. Subsequent country-level assessments more precisely identified the risk factors in each county and target those communities most at risk to violent extremist organizations or ideology. These risk assessments have been updated to reflect the changing conditions on the ground as well as our increased knowledge of the actual risk factors. The recent assessments provide supplemental detail to the broader analysis of the *Guide to the Drivers of Violent Extremism* (Drivers Guide) and the companion *Development Assistance and Counter-Extremism: A Programming Guide* (Programming Guide) developed during 2009. This research effort suggests that socioeconomic, political, and cultural drivers need to be considered holistically when designing development programs to counter-extremism.

This evaluation will build upon these existing mechanisms to more explicitly identify the ways through which USAID counter-extremism activities have affected the drivers of violent extremism identified in the Drivers and Programming Guides.

C.4   Tasks

The contractor shall undertake the following specific tasks during the assignment period, working with USAID/AFR and the relevant missions, as appropriate:

1. Under Stage 1, review and analyze project documents, such as completed evaluations, assessments, sectoral studies (including by other donors and multi-lateral institutions), contractors' reports, project-related documents, Mission performance reports and relevant background materials of USAID counter-extremism programs and projects in African countries, including TSCTP programming. The Missions will seek to gather all available project documents and make them available to the Contractor. The Contractor should also work with the USAID/Washington Library and CDIE to secure relevant documentation, particularly the evaluation and assessment report and studies of earlier projects. The results of Stage 1(Document Review) will inform the fieldwork design and implementation. The review should examine both the identified impacts and the monitoring and evaluation processes and measures used and should consider the following questions:

   a. What are the documented programmatic impacts to-date? For example, how has
   b. What are the lessons learned both in terms of the *what* (types of activities) and the *how* (ways in which the activities are implemented)?
   c. What type of results are being examined (inputs versus outputs versus outcomes)?
   d. What types of process evaluation questions are being used?
   e. How, if at all, do the analytic resources on violent extremism (Drivers and Programming Guides) inform programming decisions?
   f. What are the similarities and differences among the way in which program activities are being evaluated?
   g. How have the objectives and program measurements evolved over time?
   h. How reliable and effective are these evaluation processes and indicators in measuring performance?

2. Under Stage 2, based on the results of the documents reviewed in Stage 1 and taking into account the program/project results as reported in the relevant performance monitoring/indicators system, the contractor shall:

   2.1. Develop an in-depth process and impact evaluation methodology to further examine the program impacts to-date and the monitoring and evaluation processes and measures being utilized. In this phase of evaluating counter-extremism programs in Africa, the evaluation will examine counter-extremism activities in the three countries with the most robust counter-extremism programming: Chad, Mali and Niger. Potential follow-on phases may include fieldwork in other countries where USAID implements counter-extremism programming (e.g., Kenya, Morocco, and Yemen).

   2.2. Conduct fieldwork including key informant interviews and focus groups. The fieldwork should provide a more in-depth examination of the questions outlined in Stage 1. The contractor shall identify, collect and analyze additional data on the program impacts that are

not captured in the existing documentation as well as validate the documented findings. Using questions cleared by USAID, the contractor shall interview representative groups of stakeholders (project contractors, grantees, implementing partners in government, civil society, private business sector, beneficiary groups, women's organizations, local leaders, USAID officers and staff, U.S. Embassy Country Team officers, other donors and organizations working in the selected countries) and conduct focus group discussions at the local and national levels, as appropriate.

3. Under Stage 3, based on the results of the above tasks, the contractor shall:

3.1. Analyze and synthesize review findings and fieldwork data in order to describe, quantify and assess the impacts of USAID's programs on target beneficiaries and assess how USAID counter-extremism activities affect the drivers of violent extremism.

3.2. Analyze and synthesize review findings and fieldwork data to identify lessons learned in program implementation, including further examination of the key factors that influence program success, challenges faced and strategies for addressing them, and the role played by violent extremism analytic work.

3.3. Based on the above review of the monitoring and evaluation processes used in counter-extremism programming, recommend a logical results framework for TSCTP and other counter-extremism country and regional programs and provide a menu of indicators for measuring performance. The review should consider how the revised framework will achieve the following:
   a. Serve to measure USAID's attributable impact on the Foreign Asssistance Framework goals to ―Deny Terrorist Sponsorship, Support and Sanctuary" and to ―De-Legitimize Terrorist Ideology?"
   b. Measure programming that strengthens resiliencies to recruitment as well as mitigates the risks of recruitment.
   c. Measure programming that strengthens resiliencies to community support for violent extremism.
   d. Measure how programming affects the drivers of VE identified through the existing analytical tools (Drivers and Programming Guides).
   e. Address the regional-level, as well as country-level, aspects of programming and its results/impacts.

3.4. Produce an evaluation report that summarizes the results from the above tasks. The goal of the report is to assist USAID to identify how counter-extremism activities have affected violent extremism in these countries and to recommend an effective logical framework for monitoring and evaluating activities and measuring the impact of program performance. The final report should include: (1) a summary of the program impacts to-date, (2) a set of lessons learned and innovations pioneered through TSCTP and other counter-extremism program implementation, (3) a summary of what has been measured and how, and (4) a framework to better monitor and measure the impact of these programs.

C.5.   Methodology and Deliverables

The conduct of the evaluation is estimated to take a total of twelve weeks. The contractor will determine the overall work plan, which will include reviewing documents and meeting with USAID officials in Washington before conducting fieldwork. The contractor will travel to several target countries (Chad, Mali, and Niger) and the West Africa regional mission to interview mission and interagency personnel, implementing partners, non-governmental representatives, local government officials, traditional leaders, and youth to obtain input and perspectives on TSCTP and other USAID counter-terrorism programs and to review additional data and related information about these programs.

A **Work Plan** for the overall evaluation shall be completed by the contractor within two days of the award of the contract. The Work Plan, to the extent possible, should include a tentative draft outline of the Evaluation Report for consideration by the COTR. The Work Plan will ensure coverage of all elements of the Statement of Work.

A **draft Evaluation Report** and presentation to AFR/SD will be expected at the end of the tenth week, with a **final Evaluation Report** due at the end of the twelfth week.

C. 6.   Key Personnel

Senior Evaluation Specialist: This individual will be responsible for managing and coordinating the overall evaluation process and for the overall compilation of the final Evaluation Report. The individual will work closely with USAID Africa Bureau. The individual should have a graduate degree in a discipline related to international development and possess at least 15 years of experience implementing and monitoring/evaluating development programs, preferably in Africa, including some experience with USAID-related activities. The individual should have significant experience with frameworks for monitoring and measuring development activities and developing indicators for tracking progress and impact. The individual should have at least a familiarity with peace and security, and counter-terrorism specifically, in Africa.

Peace & Security Specialist: This individual should have a graduate degree in a discipline related to international peace, security, conflict mitigation and/or governance with at least 10 years of experience with development programming in Africa. This individual should have a broad range of experience including conflict mitigation, counter terrorism or counter extremism, education, and youth, as well as experience monitoring and evaluation such programming.