



PVO-NGO/NRMS PROJECT

**IQC Contract No. PDC-5517-I-00-0103-00
Delivery Order No. 5**

MIDTERM EVALUATION

Prepared for:

U.S. Agency for International Development

Prepared by:

**Robert H. Brandstetter
G. Edward Karch**

January 1992

TABLE OF CONTENTS

	Page
ACRONYMS	i
EXECUTIVE SUMMARY	iii
SECTION I EVALUATION METHODOLOGY	1
SECTION II COOPERATIVE AGREEMENT HISTORY AND OPERATION	3
A. History and Overview	3
B. Overall Project Description	4
C. Midterm Evaluation	9
SECTION III MAJOR FINDINGS	11
A. General	11
B. Project Effectiveness	11
C. Project Management	12
D. Project Redesign	13
SECTION IV DESCRIPTION OF PROJECT ACTIVITIES	15
A. Cameroon	15
B. Uganda	17
C. Mali	21
D. Madagascar	23
E. Regional Programs and Special Situations Fund	25
SECTION V ANALYSIS OF THE PROJECT	27
A. Project Effectiveness	27
B. Project Management	43
C. Project Redesign	49
SECTION VI RECOMMENDATIONS	53
A. General	53
B. Project Effectiveness	53
C. Project Management	53
D. Project Redesign	54

TABLE OF CONTENTS
(continued)

	<u>Page</u>	
ANNEX A	SCOPE OF WORK	A-1
ANNEX B	PEOPLE CONSULTED	B-1
ANNEX C	DOCUMENTS CONSULTED	C-1
ANNEX D	OBSERVATIONS OF TECHNICAL ACTIVITIES	D-1
ANNEX E	TENTATIVE AGENDA FOR UGANDA MEETING AND FIELD TRIP AND LIST OF MEETING PARTICIPANTS	E-1
ANNEX F	PVO-NGO/NRMS PROJECT PROPOSAL FORM AND SUBMISSION PROCEDURES AND RECOMMENDATION FORM	F-1
ANNEX G	FINAL REPORT ON PVO-NGO INSTITUTIONAL ASSESSMENT OF CAMEROON NATURAL RESOURCES MANAGEMENT	G-1
ANNEX H	PLAN D'ACTION ET CRITERES DE SELECTION DES PROJETS	H-1
ANNEX I	REFLECTIONS ON PVO-NGO/NRMS PROJECT/PLANS FOR THE FUTURE IN CAMEROON	I-1

ACRONYMS

AFR	Africa Bureau of the Agency for International Development
AID	Agency for International Development
AFVP	Association Française des Volontaires du Progrès
ARTS	Analysis, Research and Technical Support (Office of Africa Bureau of AID)
BZM	Buffer Zone Management
CAR	Central African Republic
CATF	Cellule d'Appui Technique et Financière
CC	Country Coordinator
CCA/ONG	Comité de Coordination des Actions des Organisations Non-Gouvernementales (Mali)
CCM	Country Coordinators' Meeting
CERFAP	Centre d'Etude de Recherches et de Formation Promotion (Cameroon)
CLA	Country Lead Agency
COMODE	Conseil Malgache des Organisations Non-Gouvernementales pour le Développement et l'Environnement
CWG	Country Working Group
DENIVA	Development Network of Indigenous Voluntary Associations (Uganda)
EAP	Environmental Action Plan
EC	European Community
EOP	End of Project
EIL	Experiment in International Living
FAO	Food and Agriculture Organization of the United Nations
GRAT	Groupe de Recherches et d'Applications Techniques (Mali)
GRN	Gestion de Ressources Naturelles (Mali)
IIED/N.A.	International Institute for Environment and Development North America
JEEP	Joint Energy and Environmental Projects
KENGO	Kenya Energy and Environment Organizations
LOP	Life of the Project
NGO	Non-Governmental Organization
NRM	Natural Resources Management
NRMS	Natural Resources Management Support
PAID	The Pan-African Institute for Development
PNLCD	Plan National pour la Lutte Contre la Désertification (Mali)
PNRM	Plan for Supporting Natural Resources Management
PRA	Participatory Rural Appraisal
PVO	Private Voluntary Organization
PVOP	Private Voluntary Organizations Project/Uganda
SAILD	Service d'Appui aux Institutions Locales de Développement (Cameroon)
SAVEM	Sustainable Approaches to Viable Environmental Management (Madagascar)
SOW	Scope of Work
SSF	Special Situations Fund

UFA	Ugandan Forestry Association
UNDP	United Nations Development Programme
US	United States
USAID	United States Agency for International Development
UWTPM	Ugandan Women's Tree Planting Movement
VITA	Volunteers in Technical Assistance
WRI	World Resources Institute (USA)
WWF	World Wildlife Fund (USA)

EXECUTIVE SUMMARY

A. Purpose of the Project

The purpose of the PVO-NGO/Natural Resources Management Support (NRMS) Project, as stated in the Cooperative Agreement, is to provide support from the NRMS Project (698-0467) to PVO/NGOs in natural resources management in sub-Saharan Africa. The objectives of the project are to:

- Create a broader awareness among PVO/NGOs of NRM needs and priorities and increase their commitment to NRM activities.
- Enhance PVO/NGO technical capabilities in NRM (emphasizing areas of soil fertility and conservation, vegetative cover, and biological diversity) within the priority arid/semiarid and tropical highland agro-ecological zones.
- Strengthen PVO/NGO organizational capacities with respect to natural resources project and program management, project design, monitoring and evaluation, and financial management.

B. Purpose of the Evaluation

The purpose of the evaluation, as stated in the scope of work, is to "examine the range of activities conducted under the Cooperative Agreement to date, assess the extent to which they are contributing to achieving the objectives of the agreement, as stated in its goals and objectives, and provide recommendations to the Africa Bureau for future related actions to be taken."

C. Findings

1. General

At midterm, the project is successfully achieving its stated objectives. The PVO-NGO/NRMS Project is an innovative pilot project that reinforces the information support services, institutional capabilities, and technical capacities of the PVO/NGO communities in the four countries in which it operates. Mali and Madagascar represent the NRM Group I: Focused Programs category, as described by the Plan for Natural Resources Management in Sub-Saharan Africa; Uganda and Cameroon are in the Group II: Priority Concerns category. Together these countries encompass a wide range of ecological and environmental diversity, have appropriate PVO/NGO and USAID representation, and reflect a broad geographic and linguistic spread.

2. Project Effectiveness

While the project has generally approached each country with the same concept (country working group, country lead agency, and country coordinator), it has been receptive to the variations in each country (maturity of and existing relationships among the NGOs, political realities, ecological requirements, legal constraints) and as a result the project's activities have evolved differently in each country. For example, each group has determined its own membership, the composition of the lead agency, and the criteria and procedures for awarding subgrants.

The country working groups have generally operated in a highly participatory manner, providing a way to reflect wide regional variations within countries, and promoting concepts of self-governance and popular participation. Over time, the country working groups are becoming increasingly effective advocacy organizations, able to participate in and positively influence the national NRM policy-making process.

Project mechanisms such as workshops, seminars, and small pilot demonstration projects have increased the environmental consciousness of members of the country working groups, along with their technical and institutional effectiveness to address environmental issues.

The integration of women into the project is significant at all levels: two of four country coordinators are women, they participate in workshops, and they are executors of and direct beneficiaries of subprojects.

A unique aspect of the project is the Regional Program, which has supplied funding for several workshops on buffer zone management, participatory rural appraisal, land-use management, and a participatory workshop with farmers, NGOs, and agricultural researchers. These workshops have brought together participants from several African countries. A direct result of this dialogue and exchange is national experimentation with concepts and technologies learned at the workshops.

A Special Situations Fund has contributed to producing a unique study on sustainable economic development for forest products in the Dzangha-Sangha Reserve in the Central African Republic, a video of the buffer zone management workshop, and a workshop on women and natural resources management.

While the project has been very effective in promoting NRM activities on a national and regional level, it has yet to create a strong network among the participating countries.

3. Project Management

Four different models have emerged that reflect the diversity of and a sensitivity to the sociopolitical and ecological environments of the four participating countries:

- Mali has an established PVO/NGO umbrella group (CCA/ONG) into which the PVO-NGO/NRMS Project has been incorporated and where the country working group is the entire membership (95) of the umbrella group.
- In Madagascar, PVO-NGO/NRMS created a new umbrella group named COMODE, which undertakes project activities. The country working group is the entire membership (34) of the umbrella organization.
- In Uganda, PVO-NGO/NRMS established a large, open country working group with a five-member country lead agency for administration.
- In Cameroon, PVO-NGO/NRMS set up a 15-member country working group, with three semiautonomous regional chapters representing the geographic and ecological diversity of the country.

The country working groups are composed of indigenous and international PVOs and NGOs involved in NRM activities. The project has helped strengthen the capabilities of country working groups to effect NRM activities by increasing their awareness and commitment to NRM issues, improving their technical capabilities, and strengthening their managerial capacities.

The four country working groups' institutional, technical, and managerial frameworks are demand-led and rigorously promote open and democratic processes. All four, although formed only within the last two years, appear on the way to becoming institutionally viable and sustainable.

The project has experimented with promoting both proven and innovative technologies, including: participatory rural appraisal, buffer zone management, "rent a fence,"¹ and participatory workshops for farmers, NGOs, and international agricultural researchers. Field research indicates that the technologies being utilized and promoted by the project are both appropriate and technically sound, and that they provide an important means for testing new ideas in the field.

While collaboration between the management consortium (EIL, WWF, and CARE) has generally been effective, the consortium associates of various U.S. PVOs have not functioned particularly well. Given the process orientation of this project, the rate at which funds are utilized will tend to be at later stages in the project, once the basic institutional infrastructure is in place. Given that funds utilization to date by both the management consortium and the NGO subgrants has been quite low, this aspect needs to be carefully monitored during the remainder of the project.

¹ "Rent a fence" is an idea developed in Mali whereby a community garden is surrounded by a chain-link fence while a live fence is planted and takes root. The community members pay a yearly fee to the implementing NGO to rent the metal fence. In two to three years, when the live fence forms an impenetrable barrier, the metal fence is removed and rented to another community.

The amount of Washington-based project management staff is insufficient, and in the case of the project assistant, the job description is inadequate for the actual tasks that must be performed. To properly activate the component in the amendment to the Cooperative Agreement calling for exploration into new countries, the staff must be augmented. The Cooperative Agreement calls for quarterly reporting, but reports are currently provided on a semiannual basis. The lengthy period covered by each report may be contributing to delays; for example, the report for the period January-June 1991 has not been issued as of January 1992. This may also be indicative of the meager management resources of the project.

The project has attempted to keep USAID Missions in the various countries informed of its activities, and each Mission has a designated liaison to the project, who is invited to the country working group meetings in each country. The four Missions are currently working on or developing plans to work with PVOs and NGOs in NRM, and the PVO-NGO/NRMS Project is helping to develop better equipped partners for these activities.

4. Project Redesign

The project will have met or exceeded its objectives to enhance the flow of NRM information, increase NRM technical capabilities, and strengthen organizational capacities within the time frame of the project (PACD March 1993). However, the pace of funds utilization at both the subcontractor level (CARE and WWF) and at the level of the country working groups needs to be increased.

The project does not need to be redesigned to achieve its stated objectives. However, if the project is to seriously operationalize the amendment to its Cooperative Agreement exploring new target countries, there is an urgent need to provide an additional staff position with field responsibilities in the Washington office of the management consortium.

The following points should be borne in mind when considering a possible Phase II of the project:

- There are important and tangible benefits that flow from a regional approach to strengthening NGO activities in NRM that will not be realized if support is only provided bilaterally. There is also useful synergy between central and bilateral efforts; for example, the PVO-NGO/NRMS is developing stronger NGO partners for bilateral and other donor activities. Moreover, independent entities are being cultivated that will be sustainable beyond donor funding.
- The management consortium has been an effective management structure for the project. Additional efforts must be made to bring consortium associates into the planning and programming of the project before their utility will be clear enough to factor into a Phase II.
- The methodology for working in countries has been sound and should be replicated. It has confirmed that there is a need for a process-oriented activities that can help create the capacity among NGOs to deal more effectively with NRM

country issues, and this can be best accomplished by working through NGO consortia. It has also proven its effectiveness by being field-based, decentralized, and receptive to local decision making.

D. Recommendations

1. Project Effectiveness

Inter-country communications and networking needs to be improved. Subprojects should emphasize the development of institutional and implementation capacity, including monitoring and evaluation, more than tangible outputs. Subprojects should begin to be utilized for basic physical infrastructure, including office equipment and vehicles.

2. Project Management

The project should immediately focus efforts on preparing the country working groups to diversify their funding base. A necessary preliminary step is to help each country working group develop country-specific NRM strategies that will provide the basis for developing specific proposals that can be presented to donors. In addition, workshops to hone skills in project design and proposal preparation should be held in each country. The country working groups need to adopt nomenclature that is independent and unrelated to bilateral support.

In order to keep the progress made to date intact and continue to reap the benefits of the project's innovative and experimental nature, it should remain in the Office of Analysis, Research, and Technical Support of the Africa Bureau. It provides a way to test new NRM concepts and technologies quickly, serving as a laboratory to experiment with concepts in the relatively young and rapidly evolving NRM field.

3. Project Redesign

The management consortium and AID should consider laying the groundwork for an expansion of the project into new countries, in preparation for a Phase II of the project. AID, as a matter of urgency, needs to address the issue of a Phase II, as the success of the project clearly warrants it. To begin to explore new target countries, the current project should be altered to include another staff position in the Washington office with field responsibilities.

Phase II should be designed with mechanisms for maintaining supportive ties to Phase I countries after the PACD in March 1993. The ties should include such elements as providing continued assistance on an as-needed basis, continued involvement in an evolving network among countries, assisting in the development of the project in Phase II countries, and continued inclusion in the project's regional activities.

SECTION I EVALUATION METHODOLOGY

The scope of work mandates a classical evaluation of document research, interviews, and field visits to selected project sites in four project countries: Madagascar, Uganda, Cameroon, and Mali. Due to a State Department travel warning, the evaluation team was unable to visit Madagascar, but it did hold in-depth interviews with the three representatives from the Madagascar country working group who attended the country coordinators' meeting in Kampala, Uganda. Nevertheless, information and analysis of the Madagascar project is not as extensive or complete as it is for the other three countries.

Two consultants conducted the evaluation: Robert Brandstetter, a social scientist with extensive African and PVO/NGO experience; and G. Edward Karch, a forester with more than 20 years of African and NRM experience.

Due to the urgency of fielding the evaluation team during the country coordinators' meeting in Kampala (28 October-7 November 1991), the team was unable to review documents extensively, interview Washington-based persons, or prepare a specific evaluation methodology prior to departure for Kampala. Interviews and document reviews were conducted upon the team's return to Washington in the first week of December 1991. Field Visits were scheduled as follows:

11 days in Uganda	(28 October-8 November)
5 days in Cameroon	(11-15 November)
7 days in Mali	(17-24 November)

The evaluation team was fortunate in being able to attend the country coordinators' meeting in Kampala as participant observers. This meeting provided the first forum for representatives from the four participating countries to meet and interact with each other and the team. This greatly facilitated individual and comparative analyses of country programs and provided an opportunity to observe the impact of Washington-based management on the country programs.

Representatives of the management consortium, World Wildlife Fund (WWF), CARE, and the Experiment in International Living (EIL), also attended the meeting and actively participated. A representative of the Government of Uganda was also present during the entire meeting. The evaluation team and meeting participants made site visits to selected subprojects in Uganda. Team members also interviewed staff from the USAID Mission in Uganda, the United Nations Development Program, Makerere University, the Uganda Forestry Association, and a representative of the Ugandan Government.

Because of poor transportation connections, the team was unable to meet with REDSO's NRM and environmental staff in Nairobi. Telephone interviews, however, were held with REDSO staff upon the team's return to Washington D.C.

In Cameroon, the country coordinator arranged a full schedule of interviews and field visits. In Yaoundé, the team met with USAID and members of Cameroon's country working group, including CARE, ENVIRO-Protect (an indigenous NGO), and the Association Française de Volontaires du Progrès. In Maroua, the team met with representatives of the Savanna NRMS Group. In Mbalmayo, interviews were held with representatives of an indigenous NGO and country working group member, the Centre d'Etude de Recherche et de Formation Promotion, which is the implementer of a subproject and the lead agency for the Dense Forest NRMS group.

Interviews and field visits in Mali were arranged by that country's coordinator. The team interviewed members of the CCA/ONG/GRN, USAID, CARE, Africare, ACORD, three indigenous NGOs, and the director of the national government's environmental plan. Field visits were made to two subprojects near Segou and one near Bamako.

On the team's return to Washington, they devoted seven days to reviewing records and documents at EIL project headquarters in Washington and interviewing representatives of WRI, Volunteers in Technical Assistance, WWF, Winrock International, and AID. They also interviewed staff members of REDSO/Kenya by telephone and produced the evaluation report.

An oral debriefing was held on 4 December and a critique of the first draft of the report on 31 December with AID/Washington.

SECTION II

COOPERATIVE AGREEMENT HISTORY AND OPERATION

A. History and Overview

The U.S. Agency for International Development authorized the PVO-NGO/NRMS Project in August 1987. AID's Africa Bureau intended the project to be its primary means of supporting the expansion of natural resources programming following Congressional guidance under the Development Fund for Africa. Three technical areas were to receive priority under the Bureau's NRM strategy: soil erosion and loss of soil fertility, loss of vegetative cover, and support of biological diversity.

A prominent aspect of the NRMS Project was to encourage U.S. private voluntary organizations and indigenous NGOs in participating African countries to become actively involved in designing and implementing NRM activities.

A Cooperative Agreement for \$1,802,000 was signed in September 1989 for a two-year project with the Experiment in International Living (EIL) as the lead executing agency and CARE and World Wildlife Fund (WWF) as collaborating partners. These three U.S. PVOs comprise the NRMS management consortium, charged with the design, implementation, and management of the project. For execution, the management consortium is to draw upon the combined expertise of some 20 leading U.S. PVOs active in natural resource management in Africa. Members of this group are called consortium associates.

The primary objectives of the PVO-NGO/NRMS Cooperative Agreement are to:

- Create a broader awareness among PVOs and NGOs of NRM needs and priorities and increase their commitment to effective NRM activities.
- Enhance NRM technical capabilities of PVOs and NGOs (emphasizing the areas of soil fertility and conservation, vegetative cover, and biological diversity) within the priority arid/semiarid and tropical highland agro-ecological zones.
- Strengthen PVO/NGO organizational capacities in NRM with respect to project and program design and management, monitoring and evaluation, and financial management.

These objectives are to be achieved by the overall strengthening of the operational and managerial capacities of participating PVO/NGOs in natural resources management in Madagascar, Uganda, Mali, and Cameroon. In each country NRM activities are to be supported with technical assistance, information training, and funding of demonstration sub-projects.

The project provides funding for two novel interventions designed to lend flexibility and innovation in NRM: a Regional Program and a Special Situations Fund. The former is intended to address NRM issues of cross-national concern, via a process of learning and exchange; the latter provides funds to respond to unique NRMS issues as they may arise, that are not covered by the focal country or regional programs.

The final completion date of the Cooperative Agreement was originally 30 September 1991. In April 1991, the executing agency (EIL) was granted an 18-month project extension to March 1993 by USAID, and additional funding of \$1.5 million.

The project extension entails three modifications. First, given a likely shift from regional to bilateral project support by USAID, the extension includes a review of how inputs to the four target countries should be assessed. Second, it combines the Regional Program and Special Situations Fund into one program that includes the NRMS consortium associates in networking and information-sharing activities. Third, it increases direct management consortium support of institutional and technical capacity building in the four target countries.

B. Overall Project Description

1. Management Structure

The Cooperative Agreement is executed by a management consortium in Washington. It is composed of EIL, WWF, and CARE, and is responsible for the design, implementation, monitoring and reporting of the project.

The management consortium was to be assisted by a group of about 20 U.S. PVO/NGOs acting as consortium associates, able to offer both programmatic and field implementation advice. This body was programmed to meet three times during the life of the project.

The management consortium hired an activity manager to implement the project and manage day-to-day activities. These activities include frequent visits to the field, keeping the consortium and the associates abreast of project activities, acting as a liaison and facilitating communication among participating countries, and managing and supervising the Regional Program and the Special Situations Fund.

2. Relationship to Field

The Cooperative Agreement stipulates that the bulk of its technical and financial resources must be used in the four target countries. This stipulation emphasizes the field-based and field-driven nature of the project—one that attempts to correct a traditional top-down management structure. As a resource allocation technique, this allows each participating country much greater latitude in responding to country-specific needs.

3. Financial Management

Country operating funds are disbursed by EIL directly to the country lead agencies' accounts in Mali, Madagascar, and Cameroon, and to EIL's account in Uganda where it is put in PVO-NRMS account. Monies are sent to the country lead agencies on justifiable request. The country lead agencies are responsible for monitoring and administering the country program funds, including subcontracts and subgrants. Monthly financial statements are required from the country lead agencies to be sent to EIL.

CARE and WWF, as subcontractors, are also sent funds from EIL. They are required to make quarterly financial statements to EIL, or to submit expense vouchers on a monthly basis.

Funds for the Regional Program and Special Situations Fund are administered by the management consortium in Washington.

4. Country Participation

The four countries chosen to initiate the first phase of the project—Mali, Madagascar, Cameroon, and Uganda—were selected according to criteria set out in the Cooperative Agreement, including the following:

- That they be in the NRM Group I: Focused Programs and the NRM Group II: Priority Concerns categories, as designated in the Plan for Natural Resources Management in Sub-Saharan Africa (PNRM).
- That the USAID Missions in the respective countries have supported PVO-NGO/NRMS activities.
- That they represent the agro-ecological subregions identified in the PNRM, emphasizing arid/semiarid lands and tropical highlands.
- That staff and programs of the lead agency (EIL) and/or the consortium partners (CARE and WWF) be in country.
- That staff and programs of other U.S. PVO/NGOs be in country.
- That an NGO community be in country that could contribute and benefit from NRM initiatives.
- That a geographic and linguistic spread be represented.

5. PVO/NGO Legal Status

The legal status, situation and definition of PVOs and NGOs in each of the four countries is different.

- In Mali, all NGO members of the CCA/ONG (the umbrella group) have an official legal recognition, as does the CCA/ONG itself.
- In Madagascar, the official status and definition of NGOs is not clear, although COMODE, the umbrella group created by the project, has recently acquired official recognition by the Malagasy Government. COMODE is actively working with the government to clarify this situation for its members.
- The legal status and definition of NGOs and the country working group in Cameroon is also not clearly defined. The group has been taking an active role in discussing this problem area with the government.
- The legal status and definition of NGOs in Uganda is not clear, with international PVO/NGOs being recognized by the government, but the status of indigenous NGOs not well formulated.

6. Country Organization and Management

An NRM country working group has been formed in each participating country, composed of representatives from U.S., international, indigenous PVOs and NGOs, and voluntary organizations that work at national and grass-roots levels with NRM. Other donors and national agencies are invited to participate with the country working group. The group's responsibilities as outlined in the Cooperative Agreement are to:

- Identify priority NRM problems and issues in their respective countries.
- Assess PVO-NGO/NRMS capacity-building needs and opportunities.
- Recommend the most appropriate mechanism for administering NRMS activities and funds in each country.
- Develop a country action plan for support by this activity.
- Facilitate information exchange and review of NRM activities for each country.

Each country working group, with the approval of the management consortium, designated a country lead agency to serve as the institutional base for the country project, administering, supervising, and advising the country programs. Following the Cooperative Agreement, the lead country agency was assigned tasks and responsibilities to:

- Enable the activity to gain credibility and access to the broader PVO/NGO community.
- Generate definitive funding and project-selection criteria.
- Develop preliminary NRM support activities.

- Administer and monitor country program funds.
- Develop or access existing rosters of NRM technical resource providers and field implementing agencies.
- Design, plan, and seek funding for NRM activities of PVO/NGOs beyond the life of the agreement.

The composition, form, and management of the country lead agency has evolved considerably over the length of the project, although the responsibilities have remained unchanged. In all four countries, the lead agency has become a consortium of 5 to 15 PVO/NGO members, rather than a single U.S. PVO. In Cameroon, the lead agency is also the country working group of 15 members, with a different member acting as a rotating chairman every six months. A system of semiautonomous regional NRM chapters has also been created. In Uganda the lead agency is composed of five members, while in Madagascar the lead agency is the National Committee of 13 members. In Mali, the lead agency is the management committee of the Technical and Financial Support Group, a body of 14 members.

In each country, the country working group selected a qualified country coordinator who serves as liaison between the Washington project manager and the country working group, and manages and coordinates country project activities. An organization chart of the project structure is presented in exhibit 1 on the following page.

7. Activity Implementation

Implementation of project activities is done through subcontracts and subgrants to PVO/NGOs and community organizations, according to a set of general Washington-based guidelines and country-specific project guidelines. Subcontracts are awarded to:

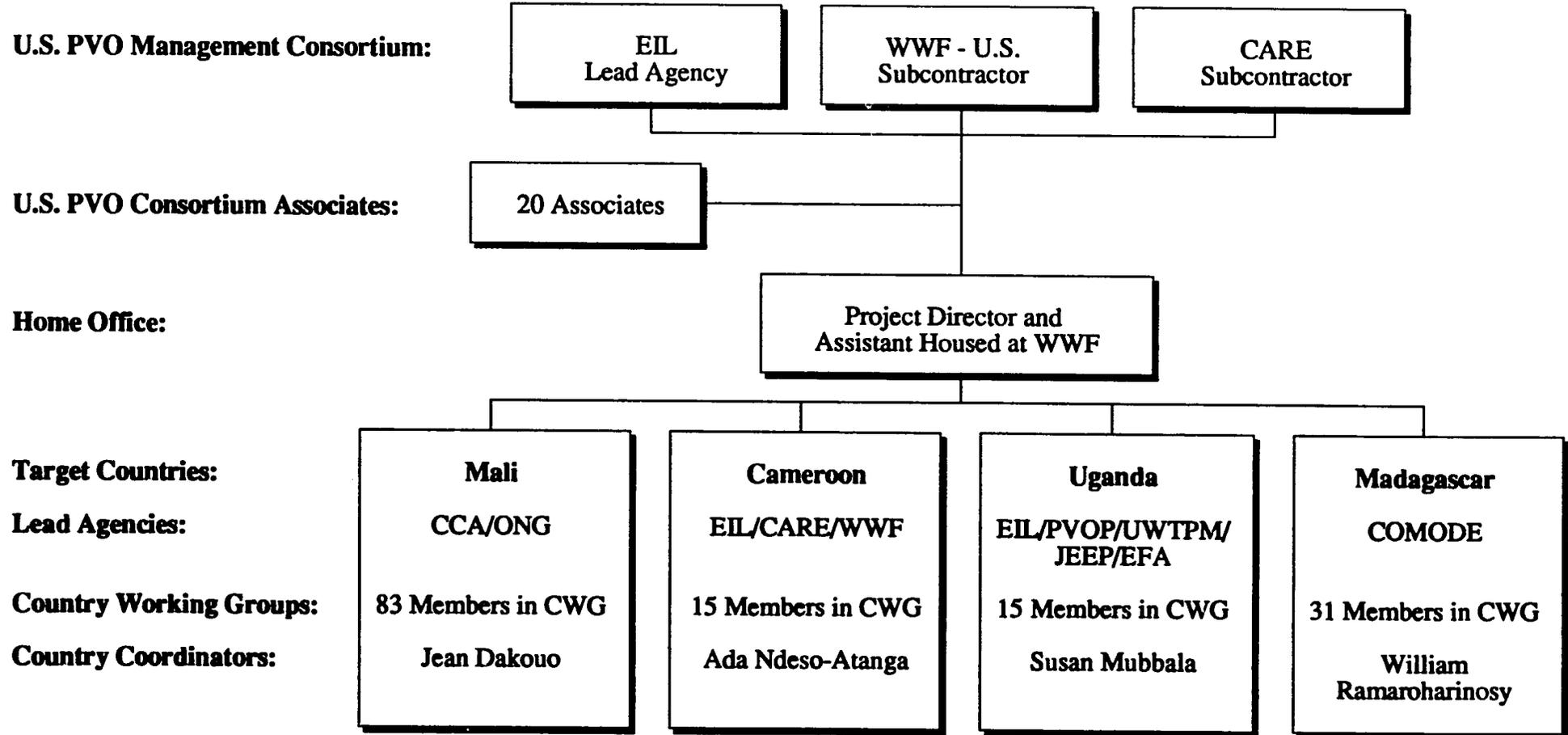
- Providers of technical assistance, training, and information support
- Field activities at the country level
- Regional Programs and Special Situations (from Washington)

Subgrants are small grants for support of pilot demonstrations (subprojects) and institutional strengthening at the country level. Country subcontracts and subgrants are approved by the country work group and the management consortium.

8. Process Orientation

The project guidelines emphasize that contracts and grants are to be used to strengthen PVO/NGO management and implementation capacity, and not primarily to produce physical or technical outputs. The major purpose of the subcontracts and subgrants is to promote and develop processes, with tangible outputs as secondary objectives. Thus, *processes* are the primary *products* of this project.

Exhibit 1: PVO-NGO/NRMS Project Structure



KEY

- EIL** = The Experiment in International Living
- WWF** = World Wildlife Fund
- CCA/ONG** = Comité de Coordination des Actions des Organisations Non-Gouvernementales
- PVOP** = Private Voluntary Organizations Project
- UWTPM** = Ugandan Women's Tree Planting Movement
- JEEP** = Joint Energy and Environmental Projects
- EFA** = Ugandan Forestry Association
- COMODE** = Conseil Malgache des Organisations Non-Gouvernementales pour le Développement et l'Environnement
- CWG** = Country Working Group

C. Midterm Evaluation

This project evaluation occurs in Year 2 of the project, with about 18 months remaining to end of project, and should therefore be considered a midterm evaluation. The scope of work states that the overall objective of this evaluation is to:

- Examine the range of activities conducted under the Cooperative Agreement to date.
- Assess the extent to which the activities are contributing to the objectives of the Agreement.
- Provide recommendations to the Africa Bureau for future action.
- Assess the contribution of the Cooperative Agreement to achieving the objectives of the PVO/NGO components of the Africa Bureau Plan for Supporting Natural Resources Management in Sub-Saharan Africa.
- Inform the management consortium whether or not project implementation is proceeding according to plan and how the project outputs might be enhanced.
- Make suggestions to AID to assist it in designing a possible Phase II of the project.

In fulfilling these general objectives, the evaluation team determined that the scope or work provided the best outline for the body of the report. Thus, following a general description of findings and a brief description of project activities and programs, we present our responses to a series of specific questions in the scope of work falling under the categories of project effectiveness, project management, and project redesign. Recommendations are made on the basis of this analysis. A set of annexes includes trip notes of the natural resources specialist, the scope of work, a list of persons interviewed, documents consulted, selected procedures, and a sample activity report.

SECTION III MAJOR FINDINGS

A. General

1. The project is fulfilling its three principle objectives of creating broader awareness and commitment to NRM issues among PVO/NGOs, strengthening the organizational capabilities of PVO/NGOs in NRM, and enhancing their technical capabilities in the areas of soil fertility and conservation, vegetative cover, and biodiversity.

2. The project is contributing to the creation of four independent, national, natural resource advocacy organizations which can effectively fulfill particular government NRM vacuums, especially at the grass-roots level. They also have a potential role to play in regional NRM issues.

3. The PVO-NGO/NRMS Project is an innovative pilot project that reinforces the information support services, institutional capabilities, and technical abilities of the PVO/NGO communities in the four selected countries. Mali and Madagascar are in the NRM Group I: Focused Programs category, designated by the Plan for Natural Resources Management in Sub-Saharan Africa (PNRM) as having critical needs for natural resources interventions and receiving important U.S. assistance. Uganda and Cameroon are in the PNRM Group II: Priority Concerns category, as countries that have special natural resources issues of concern to the Africa Bureau and the U.S. Congress. Together these countries cover a wide range of ecological and environmental diversity, have appropriate PVO/NGO and USAID representation, and reflect a broad geographic and linguistic spread.

B. Project Effectiveness

1. The project has been field-driven and field-elaborated, as evidenced by four country programs that have been developed, each responding to particular country needs, conditions, and requirements.

2. Each country has slowly begun to fund subprojects that further NRM interests. These subprojects are contributing to the development of the institutional structures and implementation capabilities of the country working groups and member NGOs, providing opportunities for innovative and experimental testing of NRM technologies in the field.

3. All four country programs are playing increasingly significant roles in influencing the national NRM planning and policy processes in their respective countries. In Uganda and Mali, the country working groups are participating as working members on committees developing national NRM plans. In Cameroon, the country working group is acting as a catalyst and information network for the development of a national NRM plan. Madagascar is now in a position to advocate and take positions on national NR issues.

4. The project is providing an important forum for international PVOs to come together in the field to collaborate on activities, exchange information, and communicate among themselves and with indigenous NGOs.

5. All four countries appear to have adequate local technological expertise for all of the activities they are undertaking or planning. All six field projects visited were practicing near-textbook-perfect technologies.

6. The regional program has sponsored or helped fund four major state-of-the-art projects and workshops: buffer zone management, participatory rural appraisal land-use management, and a workshop with farmers, NGOs, and researchers. All of these have been highly praised by participants and outside observers for their presentations and technical value. These regional activities have also had spin-offs in the individual project countries.

7. The Special Situations Fund has funded or contributed to two completed activities, the production and distribution of a video of the buffer zone management workshop, and a study of sustainable economic development options for forest products for the Dzangha-Sangha forest reserve in the Central African Republic, and a workshop on women and natural resource management held in Mali. An assessment of NGO activities in pastoral areas of East and West Africa by two independent consultants is in process.

8. The project has not yet successfully created an effective network of communication among the four country projects. This situation should be remedied during the remainder of the project, as a result of the country coordinators' meeting in Kampala, which brought the coordinators together for the first time to compare, discuss, and evaluate their programs. Personal communication networks have now been established and should be maintained.

9. All country working groups and country lead agencies are open, transparent, and democratic in process and decision making. The concept of bottom-up development is a guiding principle in all of the country programs. There is a strong commitment to working with the rural population in developing an NRM consciousness.

10. The project has significantly involved women in all of its aspects. Two of the four country coordinators are women, women actively participate in country working groups, women's groups have received mini-project funding, and a seminar on women's involvement in NRM has been held in Mali.

C. Project Management

1. The first two years of the project have been primarily devoted to the successful formation and building of viable NGO/PVO NRM institutions, in the form of country working groups in the four target countries. In each country, these groups have been formed and have developed a *modus operandi* of collaboration and cooperation among local NGOs and international PVOs working in NRM. Each country also has an effectively functioning country lead agency. All four countries have developed guidelines and criteria, and have established appropriate committees and procedures for funding subcontracts and subgrants.

Qualified, capable, and responsible people have been hired as country coordinators, and are functioning effectively with minimal staff support.

2. The subgrant spending level is below what normally might be expected at this time in the life of the project. However, given the objectives of the project of creating institutional infrastructure and organizational capacity and its emphasis on process, this is not necessarily a cause for alarm. However, now that the structures and procedures for utilizing subproject funds are in place, these monies should be drawn down fairly steadily, and the process should be monitored carefully over the next 18 months.

3. The management consortium of EIL, CARE, and WWF has brought together representatives of the three organizations whose cooperation has proved to be mutually beneficial. The different strengths of the three members lend the project a breadth and effectiveness in working with PVO/NGOs in NRM that no member could have by itself.

4. The project management is understaffed, given the tasks it has to perform.

5. In three of the four countries visited, the country coordinators have established working relationships with individual members of the USAID missions. These people have been kept informed of project activities through written and oral communication from the coordinators, and by attending country working group meetings. Secondary information about Madagascar, however, suggests that coordination with the USAID mission has been minimal.

6. A Washington-based, centrally-funded project has contributed greatly to achieving the goals of the project. It has enhanced the networking and informational capacities of the project in NRM, encouraged innovation and independence of the country consortia and leadership, and enabled the coordination and implementation of important regional programs and special situation activities in both East and West Africa. Lastly, it has been cost-effective. For a relatively small amount of money, it has reached and effected a broad African and international NGO community.

7. In the three countries visited, the country coordinators have established working relationships with an individual in each USAID Mission, who is invited to country working group meetings and provided with regular updates on project activities. Secondary information about Madagascar indicates that coordination with the USAID Mission needs improvement. By improving the institutional capacity of the NGOs, the project has created much better qualified partners for the Missions. Each mission is currently increasing its assistance in this area.

D. Project Redesign

1. No redesign is necessary to meet project objectives, but if exploration is to begin in new target countries, a new staff position in the Washington management office needs to be created to assist with field work. AID should quickly examine issues related to a Phase II.

2. The role of the consortium associates as an advisory, consultative body for the management consortium has not been as useful as originally anticipated. They have not been kept sufficiently informed about project activities, nor have they taken advantage of opportunities available to them under the project. Project management needs to create better mechanisms to foster more participation and involvement by the associates before a meaningful judgment can be made about the utility of continuing with this relationship. Specifically, the project calls for three meetings with associates, and so far only one has been held. It is recommended that a second meeting be held to discuss the evaluation and to try to develop more productive relationships between the management consortium and the associates.

SECTION IV DESCRIPTION OF PROJECT ACTIVITIES

A. Cameroon

Cameroon is the only country where all of the members of the management consortium (EIL, WWF, and CARE) have played active roles in the project. EIL was the original lead agency and assisted the country working group in its establishment and formation. In 1990, EIL's country program ended in Cameroon, and CARE took an active role as a member of and advisor to the country lead agency, as well as initially serving as a financial conduit for the country working group. (Funds now go directly to a country working group account.) CARE also assisted the project by supplying basic infrastructure, such as telephone and fax machines, which the project has not had.

With formation of the country working group, the Cameroonian members determined that they wanted to restrict the country working group initially to 15 members, 10 local NGOs and 5 international PVO/NGOs and volunteer groups. This group also became the country lead agency, with a six-month rotating chairmanship. This procedure was instituted so that no one member would become dominant in the combined country lead agency/country working group.

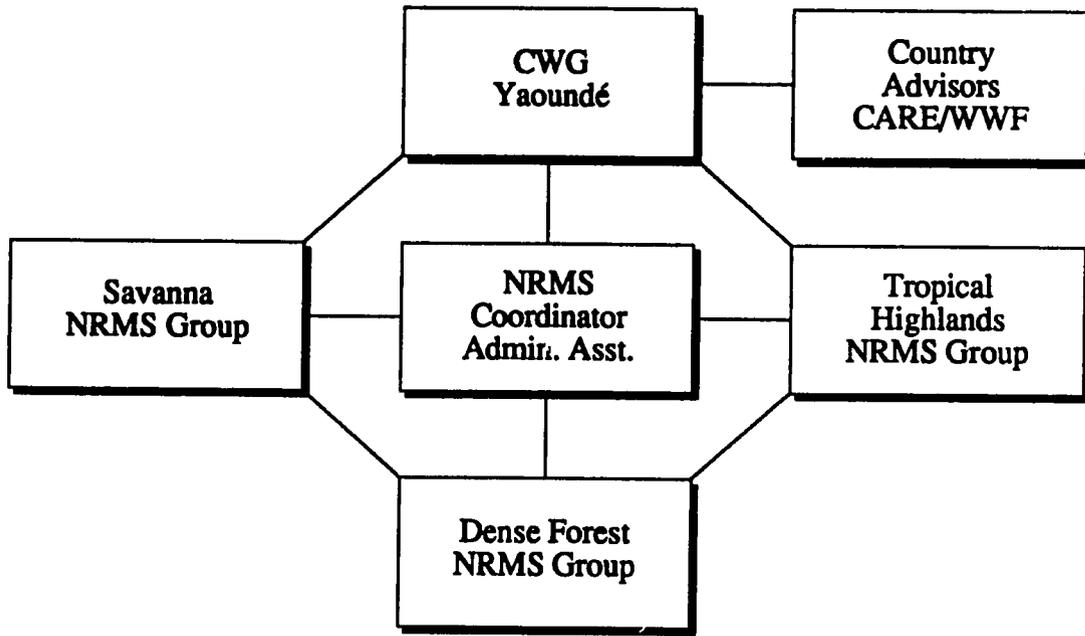
Although membership is limited in the national CWG/Yaoundé, the country working group includes representatives of the three regional chapters: the Savanna Group, the Dense Forest Group, and the Tropical Highlands Group. These groups were created by the CWG/Yaoundé to acknowledge the ecological diversity of the Cameroon, and to avoid the group's controlling the NRMS Project by promoting activities only in the Yaoundé region. There was a deliberate attempt to avoid a hierarchical, top-down country structure directed from Yaoundé. Exhibit 2 on the following page shows the structure of the project in Cameroon.

The three chapters represent some 55 local and international NGOs/PVOs in their respective regions, and are modeled after the CWG/Yaoundé, with representative working groups and a six-month rotating chairman in each.

The CWG/Yaoundé established a strict set of guidelines for subgrant proposals (see annex F). It also makes recommendations to groups not qualifying for project subgrants, concerning alternative sources of financing. The guidelines for Cameroon restricted subgrants to supporting education, information, and training activities among member groups. The guidelines avoided operational financing directly to NGOs for grassroots projects.

Typical of subgrant recipients are: Living Earth (an indigenous NGO), to conduct primary and secondary training workshops on the environment, which 210 teachers attended; CERFP, to conduct a workshop for 30 NGOs and rural associations to seek ways and means

Exhibit 2: Project Structure in Cameroon
(From PVO-NGO/NRMS Cameroon Newsletter)



of creating a network of organizations interested in NRM in the Dense Forest Zone; and a participatory rural appraisal training workshop in Bafut attended by 18 participants representing 13 NGOs and 5 government representatives.

The Cameroon project has forged ties with government agencies, international PVOs, and other multilateral donors such as the AFVP and UNDP/Africa 2000. Quarterly country working group meetings bring these groups together and have been described by a CARE representative as "the most interesting meetings in Cameroon these days," attended by interested and knowledgeable people who read project materials and want things to work.

An important outcome of the Cameroon program has been providing a forum for international PVOs and voluntary agencies to meet in the northern Savanna Zone, a region that has few indigenous NGOs or associations. Heretofore, these international groups have all worked independently and have never met to discuss common concerns. The PVO-NGO/NRMS Project has provided an umbrella under which they can meet, collaborate, and exchange information on their activities and plans.

Official government policy in Cameroon is unclear and in flux regarding the definition, role, and legal status of NGOs and PVOs in the country, and the NRMS Project is taking the lead in helping to define such a policy. The PVO-NGO/NRMS Project itself does not have a legal status.

Of the four NRMS Project countries, Cameroon is the only one that has no established national natural resources management policy. According to USAID/Cameroon officers, there is a policy vacuum in NRM, and the Mission is preparing to do a broad NRMS assessment. They see a need for PVO/NGO input in assisting with the assessment. Indeed, the PVO-NGO/NRMS Project has already done an assessment of PVO/NGOs working in the NRM sector in the three ecological zones of the country (see annex G2).

The mission also suggested that the PVO-NGO/NRMS Project could assist in developing and facilitating the flow of information between national and international organizations involved in NRM.

The Cameroon country working group is developing into a strong, capable organization representing and promoting environmental interests. It has already conducted its own internal evaluation and written a concept paper outlining its future direction and activities (see annex I).

B. Uganda

The country lead agency in Uganda is a five-member body consisting of EIL, the Uganda Women's Tree Planting Movement, the Uganda Forestry Association, the Development Network of Indigenous Voluntary Associations, and the Private Voluntary Organizations Project, an EIL/USAID-funded project. EIL has taken an active role in organizing and supporting the PVO-NGO/NRMS Project, while CARE has assumed a more

passive role in the project. The NRMS Project has office space in the EIL building and shares other office infrastructure.

Because of additional funding possibilities from the EIL/USAID Private Voluntary Organizations Project, the NRMS Project has been able to hire an assistant project coordinator and purchase office equipment and a project vehicle. Uganda is the only target country that has a project vehicle. It has greatly increased the countrywide effectiveness of the project by permitting the country coordinator to monitor and evaluate subprojects.

As illustrated in exhibit 3 on the following page and described below, the project structure consists of:

- A country working group open to all participating NRM PVOs/NGOs, including government representatives and observers.
- A country lead agency of five members.
- The country office, consisting of the country coordinator, a deputy assistant, and a secretary.

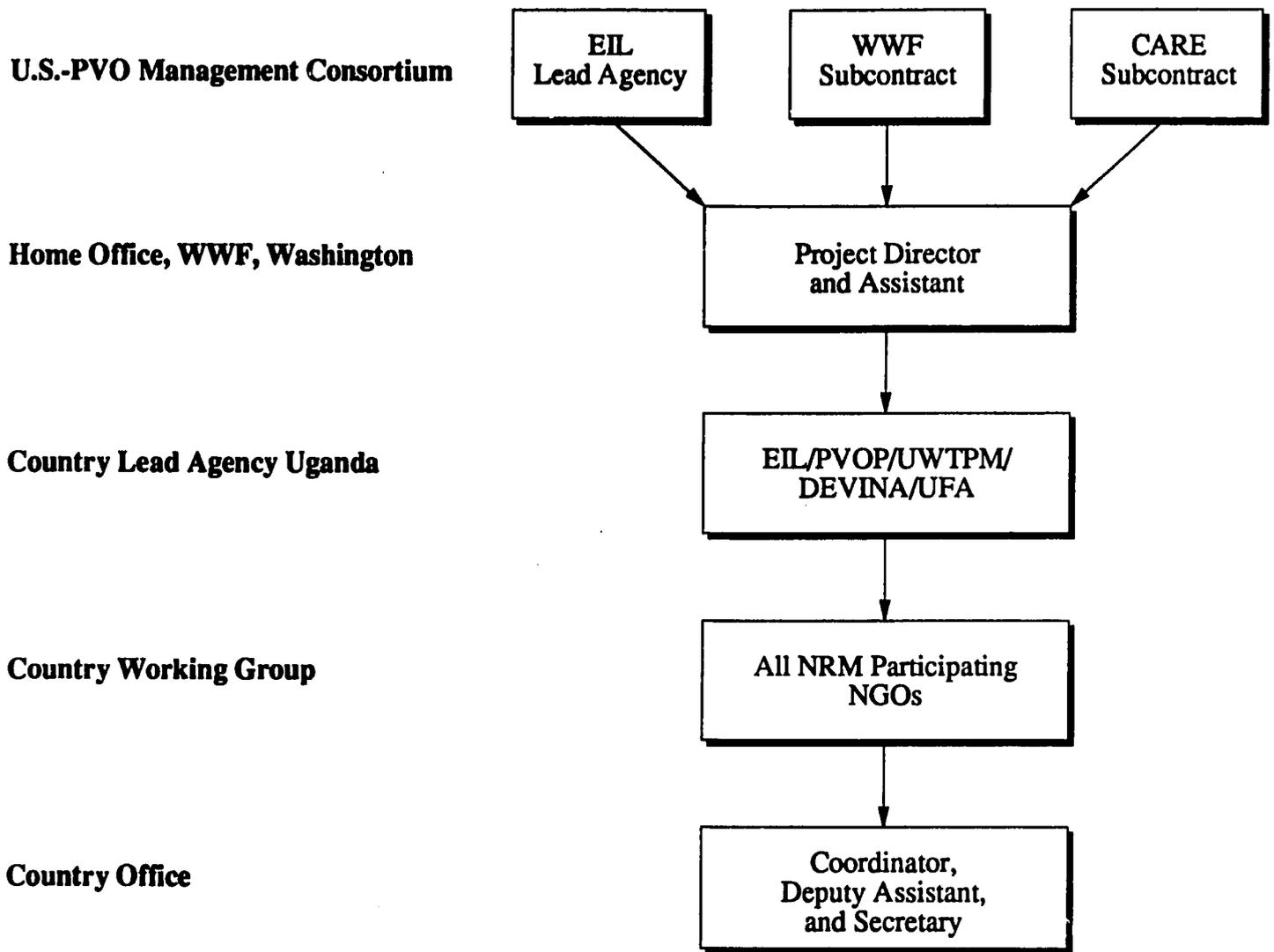
With the country lead agency as a filter, the country working group has determined the criteria for subgrants and subcontracts, and votes on awarding subgrants and subcontracts (see annex F).

In an effort to decentralize the management and administration of project activities, the country was originally divided into ten geographical regions. Present membership in the country working group, however, indicate that some regions are not well represented, and the country working group is currently rethinking this problem.

The Uganda country working group is a body with unrestricted membership consisting of 55 NGOs and rural and urban associations. One NGO member of the country lead agency remarked to the evaluation team that there is "no program in Uganda working like NRMS with respect to its openness and democratic nature." He also noted that the equitable distribution of resources (subgrants) is unprecedented in Uganda. The openness of the country working group, however, has created some problems because it attracts and encourages "mom-and-pop" type NGOs and NGOs with no real interest in NRM. A recent external evaluation of the PVO-NGO/NRMS Project (Kazoora & Pomeroy, 1991) has recommended establishing some criteria for country working group membership.

Unlike the other three country projects, the Uganda project was originally viewed by its members as a traditional development project, i.e., awarding subgrants for a variety of grass-roots development efforts. Consequently, the project awarded very early 13 subgrants for subprojects, primarily in agroforestry, which are currently being implemented. The country coordinator has been responsible for administering, monitoring, and evaluating these projects. As a result of the external evaluation, the subgranting process and objectives are

Exhibit 3: Project Structure in Uganda (From Kazoora + Pomery, 1991)



being reevaluated, to conform more closely to the NRMS Project objective of institutional capacity building.

The Uganda project has taken the lead in promoting Ugandan regional training in buffer zone management, participatory rural appraisal, and land-use planning and management. It has implemented several local seminars and workshops on these activities.

The Government of Uganda is developing a national environmental policy with the assistance of the World Bank, USAID, and other donors. The PVO-NGO/NRMS Project is participating by serving on a national task force of the National Environmental Action Programme. The country coordinator is also a member of the project selection committee of the UNDP Africa 2000 Project.

As noted above, a comprehensive external evaluation of the Uganda project has recently been completed, and its recommendations are being acted on. The major recommendations made were to:

- Undertake a baseline survey of training needs.
- Recognize several categories of NGOs to help the country working group develop criteria for country working group membership.
- Reevaluate and prioritize activities eligible for funding.
- Revise the regional organization of the project.
- Review the organization and operations of the secretariat (country office).
- Prepare an action plan for 1992-1993.
- Prepare a concept paper for 1992-1996.
- Establish criteria for country working group membership.

Another external evaluation of the Uganda PVO-NGO/NRMS Project was done by Andre DeGeorges, the regional environmental advisor at USAID/REDSO/Nairobi. This evaluation was subtitled "Actions and Policy Reforms to Promote On-Farm and Wildland Natural Resources becoming the Basis for Economic Development in Rural Uganda through Sustainable Management." The evaluation contains a wealth of technical information concerning income-generating activities and sustainability. It also discusses and suggests that the project become more involved in wildlands natural resources management. Unfortunately, except for the Uganda project's theme of buffer zone management, most of the evaluation recommendations fall outside the stated goals and objectives of the PVO-NGO/NRMS Project.

C. Mali

CARE was instrumental in facilitating the installation of the project in Mali. However, since Mali has had a legally recognized and long-established umbrella organization of PVOs and NGOs, the Comité Nationale des Actions des Organisations Non-Gouvernementales (CCA/ONG), the project signed a protocol agreeing to work within the CCA/ONG framework.¹ The structure and organization of the PVO-NGO/NRMS Project in Mali is thus considerably different from the projects in the other three participant countries.

In effect, the General Assembly of CCA/ONG, consisting of 95 members, became the country working group for the NRMS Project in Mali. The Administrative Committee of the Cellule d'Appui Technique et Financière (CATF), with 14 members, became the country lead agency. CATF has an office for NRMS Project activities, Natural Resources Management (NRM), which is occupied by the NRMS country coordinator. Exhibit 4 on the following page illustrates the organizational structure of CCA/ONG.

In addition to meeting the legal and organizational requirements for membership in CCA/ONG, NGOs are required to pay yearly dues of 100,000 CFA (US \$400).

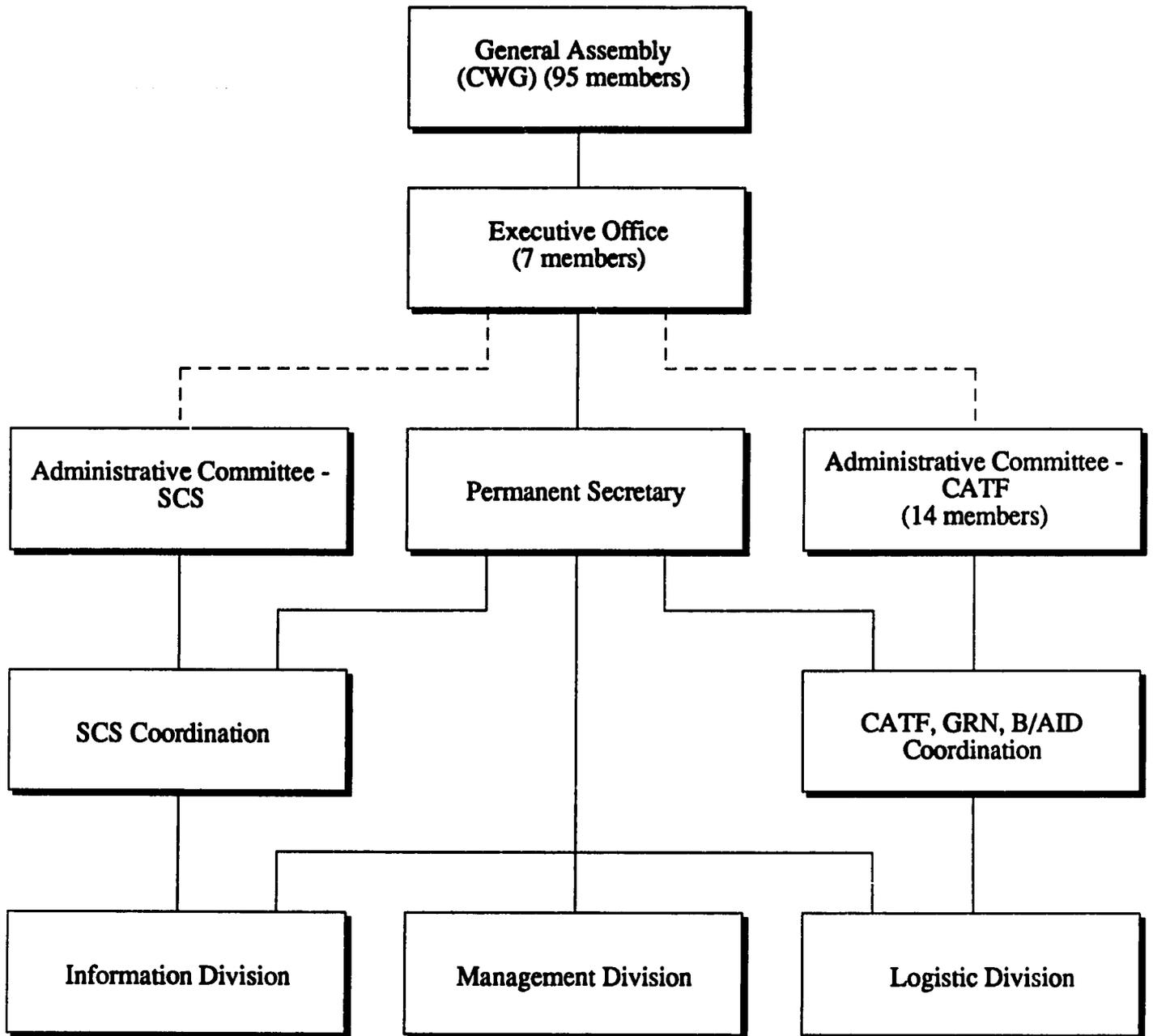
CATF/NRM has invested most of its time and energy in developing the organizational and institutional structures of its member NGOs. The country lead agency (the Administrative Committee of CATF/NRM) has acted as the subproject selection committee, establishing guidelines and criteria for subgrants, and awarding these grants (see annex F). The Mali project encourages collaboration and partnership between NGOs for subproject implementation, but also funds single member NGO subprojects. Mali has used 87 percent of its subgrant budget, the most of any of the three target countries.

The selection committee has also stressed that grants be given for innovative projects, such as the Africare/GRAT consortium for the "rent a fence" project, described in section V. Another grant has been awarded for a project that has helped nomads develop a tree nursery in the north of the country, the first of its kind.

The Government of Mali is developing a national environmental plan that encourages the decentralization of national services. The CCA/ONG/NRM is involved in this effort through its participation in the Plan National pour la Lutte Contre la Désertification (PNLCD). The CCA/ONG/NRM has also proposed a research action project jointly with CARE through funding from the USAID PVO Co-Financing Project, to develop and test techniques for land-use planning that can be used in the government's decentralization plans and anti-desertification program. In this sense, the Mali project is helping to fulfill an important function which the government is unable to perform.

¹Protocole d'Entente Provisoire (including the PVO-NGO/NRMS, the CCA/ONG, and CARE-Mali).

Exhibit 4: Organization of CCA-ONG in Mali



Source: CCA/ONG/GRN

D. Madagascar

The Conseil Malgache des Organisations Non-Gouvernementales pour le Développement et l'Environnement (COMODE) is an umbrella group of 34 urban and rural NGOs involved in developmental and environmental activities. The PVO-NGO/NRMS Project has been the inspiration and support for the development of COMODE, which it created in 1989, bringing together disparate NGOs from throughout the country. EIL assisted the launching of the project through a short-term contractor, but then ceased to have any further direct role in the activities of COMODE.

COMODE differs from the PVO-NGO/NRMS projects in Cameroon and Uganda in that it does not consider itself to be a "project," but rather an institution. In this respect, with little or no previous knowledge or contact with CCA/ONG in Mali, COMODE is developing into an umbrella organization similar to CCA/ONG. COMODE desires to remain totally independent of the government, although it has recently obtained government recognition as an institution representing NGOs.

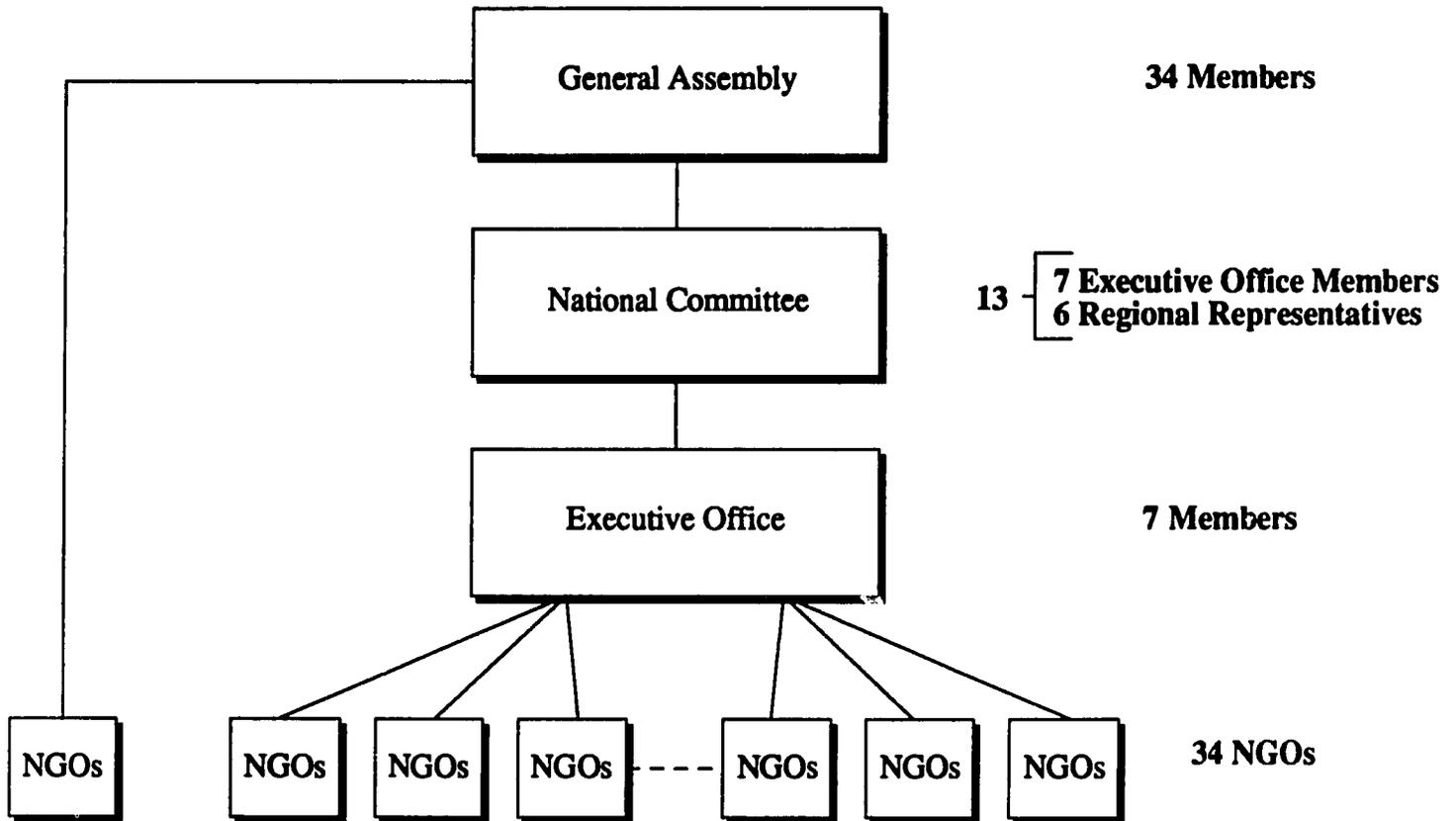
The main objectives of COMODE are to provide a mechanism for coordinating action, exchanging information, conducting group activities among NGOs, representing its members in a unified front on issues of common concern, and providing training services in project design, proposal writing and other services to its members. As such, COMODE views itself as a service organization for its members, providing organizational and management assistance, logistical support, and as a communications facilitator. Members of COMODE pay a yearly fee of 125,000 MgF (\$64.00). This fee is seen both as a sign of commitment on the part of the NGO to support COMODE, and a means for the organization to help finance itself.

COMODE has three principle units in its organizational structure, as illustrated in exhibit 5 on the following page and described below:

- The General Assembly, consisting of 34 members, provides the overall orientation and direction for the organization.
- The National Committee, which administers the organization and creates and facilitates small working groups to reflect on issues and activities defined by the General Assembly. This body has 13 members: seven members of the Executive Office and six elected regional members representing the 34 NGO members.
- The Executive Office is responsible for the management, coordination, and execution of the action plan developed by the National Assembly, and for the day to day liaison between the membership. It has seven members which are hired by the National Committee.

COMODE and others agree that the building of the organization has taken a long time. This clearly was necessary in order to build trust and confidence among its members, many of whom have never collaborated and have frequently competed with and opposed each

Exhibit 5: Structure of COMODE in Madagascar



other. COMODE now feels that it has developed an institutional structure and viability with which it can begin to fulfill its objectives as a service organization to its NGO membership, and begin to implement NRM activities.

As a result of the process of institutionalization and organizational development, COMODE lags behind the other three NRMS project country members in awarding subgrants. To date, only three grants have been made, two of which were to two NGO partnerships to write and edit two issues of *COMODE Magazine*, which is sold and distributed nationally. The third was to support a workshop to train village organizers in development techniques and evaluation. Three more subgrants are pending, but as of August 1991, COMODE had spent only 6 percent of its total subgrant budget. As noted above, COMODE now has the institutional organization and strength to begin awarding more subgrants, which will be in keeping with its main objectives and those of the project.

One specific budget oversight that COMODE made was not to include a line item for office infrastructure, maintenance, and transportation. According to COMODE representatives, this oversight has limited many of their activities.

E. Regional Program and Special Situations Fund

As environmental and NRM issues frequently involve more than one country, the project allowed for an innovative Regional Program which could deal with cross-national NRM issues, and promote learning and the exchange of information concerning these issues. Implementation of the program is through subgrants and subcontracts administered by the project manager in Washington.

The Regional Program has provided funding for six regional workshops dealing with a wide range of state-of-the-art NRM issues. Workshops were held in Kenya, Uganda, and Mali (see section V for subject matter and details). These workshops were attended by at least one PVO-NGO/NRMS Project representative, and resulted in initiating several country-level workshops on the topics of the specific regional workshops. The Regional Program also funded two studies of regional nature, one on a regional conservation program in Cameroon, north Congo, and the Central African Republic; and one on natural regeneration of tree cover in the Sahel.

The Special Situations Fund was another innovation which permitted the project to respond to unusual NRM situations that were not within the scope of the four-country programs or the regional program. As such, this fund has assisted the making of a video of the buffer zone management workshop in Uganda, financed a study of development possibilities for forest products in the Central African Republic, a study on approaches to improved utilization of natural and agricultural resources in the Sahel, and funded an assessment of NGO activities in the pastoral sector in East and West Africa, which is still progress (see section V for details).

In the original cooperative agreement, the Regional Program and the Special Situations Fund had two separate budgets. However, in May 1991, the project extension

amendment called for the two activities to be combined into one program fund, with the intention of giving the consortium associates a more active role in the project.

SECTION V ANALYSIS OF THE PROJECT

This analysis of the project is presented in the form of questions drawn up jointly by AID and the implementing PVO, and addressed by the evaluation team. Observations of technical activities based on field visits to sites of NGO activities are found in annex D.

A. Project Effectiveness

1. *How effective is the Consortium in fostering North-South and South-South collaboration?*

Several project activities have been fostering North-South collaboration. Primary among these is Washington-based support and assistance to indigenous African NGOs, and the building of self-sustaining national NRM institutions. The project has encouraged collaboration among U.S. and international PVOs and local NGOs by bringing them together in the country working groups, as well as in the field. International PVOs are among members of all of the country working groups. Project policy in Mali, for example, encourages that grants be awarded to partnerships/collaborations, which has resulted in Africare and GRAT, a local NGO, working together on a "live fence" project. Another example of this type of twinning is taking place between CARE/Mali and CCA/ONG in proposing a NRM project for funding from the AID Mission's PVO Co-financing Project.

In a similar manner, the project has provided a forum for dialogue and exchange among indigenous African NGOs by bringing them together in the four country working groups. In three of the four countries, this was the first opportunity for these NGOs to sit at the same table, exchange information, and collaborate on project implementation.

The recent Uganda conference for country coordinators and the management consortium (28 October-7 November 1991) was a most effective forum for fostering North-South and South-South dialogue, coordination, and exchange. The meeting agenda included status reports from the four participating countries, a Uganda country working group meeting, an analysis of each country's strengths and weaknesses, and future directions for the project.

The Regional Program has also been a successful mechanism for fostering both North-South and South-South collaboration. The international nature of the six workshops that the project has held or helped finance brought Europeans, Americans, and Africans together around important NRM issues.

The project has provided funds for the Mali country coordinator to attend a four-day workshop sponsored by PACT/Solidarité Canada in Quebec on NGO partnership and NRM

in the Sahel; and for the country coordinator from Cameroon to attend a month-long land tenure course at the Land Tenure Center of the University of Wisconsin-Madison.

In sum, the consortium has had a considerable effect in fostering useful relations and collaboration between African countries and institutions, as well as providing means and mechanisms for valuable contacts and exchanges between Africans, Europeans, and North Americans.

2. *What are the pros and cons of program approaches in participating countries?*

As section IV illustrates, because the project has been innovative, providing the flexibility for each country to respond to its individual needs, requirements, and situations, four distinctly different program models have developed. These models have evolved within the general organizational framework established by the project, of a country lead agency, country working group, country coordinator, and general criteria for subprojects. As the project is only two years old, the country organizations and programs are still developing, judgments on the pros and cons of country organizations and programs may be premature. Nevertheless, important differences and similarities can be noted between country programs, as discussed below.

a. *Criteria for Membership in CWG*

Because the project has been field-driven, differences have developed between countries concerning the eligibility of NGOs for project membership or participation in country working groups. Indigenous NGOs are relatively new institutions in Africa and have raised a number of issues. Their definition and qualifications are problems that are still being worked out by most African governments. While there is generally a core of established and recognized international and national PVOs and NGOs in most countries, their legal status and definition in each country are often not clear. While CARE, EIL, and WWF are clearly recognized and established PVOs, the status of a chief and his extended family creating an NGO in order to access funds, or a rural association established under governmental auspices is not at all clear.

Although Uganda has democratically accepted all NGOs—including groups with no real presence in the field and "mom and pop" or "briefcase NGOs", as they are called in Uganda—it is now considering establishing some eligibility requirements. Among the difficulties encountered have been irregular attendance at the country working group meetings; difficulty of maintaining, close, coordinated communication with a large number of NGOs; paying per diems to NGOs while attending the meetings; difficulties of transportation for groups far from Kampala; lack of small NGO infrastructure; keen competition between NGOs for funding; and equitable regional representation. The country lead agency consisting of five established PVO/NGOs has provided the continuity of leadership and responsibility to the country working group.

Cameroon, on the other hand, has initially restricted its country working group membership to 15 (10 indigenous and 5 international PVO/NGOs) from the most prominent and established organizations in the country. This same group also constitutes the country lead agency. Local associations, rural cooperatives, and smaller NGOs are members of the three regional chapters, which are functioning as "regional country working groups", and have representation in the national country working group.

NGO members of CCA/ONG/Mali must have a legal status, and the organization requires that members pay annual dues. In Madagascar, COMODE also requires that its members pay annual dues. In both countries the payment of annual dues is one of the major criteria for membership in the country working group. The payment of dues implies a commitment to the organization, encourages cooperation and lessens competition between members for funding. Dues also contribute to the financial sustainability of the organization.

The four target countries have all dealt with membership problems according to their own specific situations. The project's emphasis on institution and capability building would suggest that at least the country lead agency be composed of a majority of established and recognized NGOs with some representation of the less well-defined groups. At the same time, membership dues help to ensure a commitment to the project and its goals, and develop a sense of financial responsibility. In future design, these issues should be considered, but the key would be to maintain as much flexibility and innovation as possible in dealing with country-specific situations.

b. Approach to Subprojects

Another important distinction between country programs is their approach to subprojects.

COMODE has been reluctant to fund any subprojects until it has solidly established itself as a viable institution. Furthermore, it has been reluctant to fund on-the-ground grass-roots NRM projects, giving preference to NGO institutional and capacity building projects. Lastly, it has insisted on funding only partnerships or collaborative activities by NGOs, not the activities of single NGOs. The publication of the first two issues of *COMODE Magazine* is an example. A subgrant was made to two NGOs to produce the first issue, and another subgrant was made to two different NGOs to produce the second issue.

Uganda, on the other hand, quickly funded 13 grass-roots projects of single NGOs, nine of which involve sustainable agriculture/agroforestry, and one each for water management, buffer zones, energy conservation, and regional themes. (These have not necessarily led to strengthening institutional structures or institutional capabilities.) Uganda also requires that funded grantees pay some portion of the total subproject costs. None of the other three countries has this requirement.

Mali has funded 11 grass-roots subprojects, strongly encouraging that these be collaborative or partnership activities. All have stressed improving institutional capability, as well as technical achievement.

Cameroon has funded 13 subprojects, and like Madagascar, all have focused on NGO institution and capacity building through workshops and training programs. No subgrants have been made for single NGO grass-roots activities.

In summary, the individual country approaches to subprojects have been split between emphasizing direct grass-roots development, and institution building, training and informational capacities. Two of the four countries have insisted on or strongly encouraged awarding subgrants only to collaborative or partnership activities between PVO/NGOs, and not to single PVO/NGOs. One country requires a contribution to the cost of the project by the recipient.

The development of subproject grants suggests that encouraging collaborative implementation efforts by grantees might have positive institutional effects. The emphasis of subprojects should be on their contribution to strengthening the institutional capabilities of the NGOs, not on the technical outputs *per se*. Unlike other development projects, technical output is a means to strengthen the NGO's capacity and ability to implement grass-roots projects, not the end in itself.

c. NGO Umbrellas

In two of the countries, the project is part of a larger consortium that acts as an umbrella for a number of NGOs operating in a variety of development sectors: health, literacy, agriculture, and NRM. The other two consortia are solely concerned with conservation and NRM issues.

CCA/ONG/GRN/Mali is an established, well-run consortium of PVOs and NGOs, founded in 1983. The PVO-NGO/NRMS Project has been easily integrated into an existing NGO umbrella structure; consequently, problems of membership, structure and procedures have already been resolved. Madagascar is building an umbrella structure to service all NGOs in the country, not only those working with NRM. In many respects, the Mali organization could serve as a model for COMODE.

Uganda and Cameroon are building smaller institutions whose main focus is NRM. They can learn much from the experience of CCA/ONG with respect to its relationship with the government, funding from bilateral and multilateral donors, relationships with NGOs and PVOs, and organizational and procedural matters.

As all four countries are responding to local social and political opportunities and constraints, it is too early to determine which of the two models is more effective in furthering NRM issues or in achieving project objectives.

d. Country Lead Agency Leadership

The country lead agencies in all four countries are consortia of 5 to 15 members, from both the international PVO/NGO community and national NGOs, and representing a broad spectrum of the PVO/NGO community. The members are all very

committed to NRM activities, and take their responsibilities as country lead agency members seriously. The country lead agencies meet regularly, mostly on a quarterly basis, and follow open and democratic procedures in decision making. No single agency or organization dominates a country lead agency's activities. The country lead agencies have hired well-qualified, respected, and responsible country coordinators to administer the day-to-day country programs. In this respect, the project has been able to contribute concretely to AID goals of self-governance and dissemination of democratic and participatory procedures.

In a future design, a consortium of PVO/NGOs representing a broad spectrum of PVO/NGOs (small, indigenous, rural NGOs to larger, more powerful PVO/NGOs) would seem the best composition for the country lead agencies.

e. Regional Chapters

Because of the distinct ecological zones in Cameroon, the PVO-NGO/NRMS project has devised an innovative approach to project management through the establishment of regional NRMS chapters. Chapters have been established in the Dense Forest Zone, the Northern Savannah, and the Tropical Highlands. These groups are semiautonomous from the national country working group in Yaoundé, but are all represented in the CWG/Yaoundé.

The other three countries have more traditional, centralized management structures, although Uganda and Madagascar have attempted to recognize regional differences by having regional representatives in the country working groups and the country lead agencies.

Because of the wide diversity of ecological, ethnic, and regional differences, as well as transportation and communication difficulties in most African countries, the concept of regional NRM chapters, related to a national country lead agency, is a good one. It recognizes the current African movement toward regionalization and decentralization; it enhances the possibility of more specialized technical, institutional, and managerial training outside of the capitol area; and it encourages closer contact with the rural areas. A future project design should encourage the creation and support of regional NRM chapters where they are appropriate.

3. *How effective are country consortia and lead agencies in outreach to local groups?*

All of the country consortia have actively and effectively developed outreach techniques for involving local groups in NRM education and activities.

Project outreach to local groups has been important in providing supportive NRM information and in building technical, organizational, and administrative capabilities in grass-roots groups. There are some 239 NGOs participating in the four country working groups, over 90 percent of them are indigenous NGOs. The numbers of NGOs and individual participants in the seminars and workshops sponsored by the country projects indicates that the project is effectively reaching local NGO/NRM groups.

More specifically, Cameroon and Madagascar have each published two issues of a project newsletter, explaining their structure and organization, reporting on past and future project activities, and running short articles on NRM issues and appropriate technology. These newsletters are distributed to country working group members, NGOs, donors, and government officials. Cameroon has printed 500 copies each of two issues of its newsletter in French and English, and has run out of copies. The Uganda project has just recently published its first newsletter. Uganda is also considering making NRM videos for distribution to national TV, and for teaching and training purposes.

As more subprojects are funded and implemented in each country, they in themselves act as outreach activities. They will begin having significant impact on grass-roots and village groups by focusing attention on NRM issues.

Project funding and support to one Cameroonian NGO (CERFAP, a training center) in the Dense Forest group has the potential for reaching 40 villages representing approximately 40,000 people. ACORD, an international NGO in Mali that has benefited from project support, claims to be working with some 30,000 people. In Uganda, the project has funded eight in-country workshops on a variety of managerial and technical topics. These workshops have been attended by over 300 Ugandan participants.

Although project outreach is extensive, it is still too early to determine the long-term effectiveness of these activities. One test of the effectiveness will be to see how well local NGO subgrants are implemented and in what ways the institutional, managerial, and technical capabilities of the implementing NGOs have developed and improved as a result of their participation in the project. This is an important item to be examined during the final evaluation.

4. *To what extent are lessons learned in one setting being transferred to other country settings?*

The four country projects have focused on developing their own programs according to their needs and situations for the first two years. Apart from what has been transferred by the project manager, acting as the project focal point, little cross-fertilization has taken place between country programs. Programs have developed independently of each other, and inter-country communication about individual country programs, common problems, and solutions has been weak.

The recent country coordinators' conference in Uganda should be an important catalyst for the exchange of inter-country ideas. It was the first time the country coordinators met to describe, compare, and evaluate their programs. The lack of inter-country communication was also recognized as a problem. As a result of personal contact between country coordinators and general project evaluations, the amount of inter-country exchange should increase through the exchange of newsletters, project documents, and personal communication between country programs. This is also an important issue for the final evaluation to examine.

The Regional Program has probably been the most effective means of transferring information, training, and ideas among country programs to date. The buffer zone management workshop in Uganda (5-11 October 1990), for example, generated considerable interest in all four countries to look at buffer zones, as well as advancing the idea of bringing together all the stakeholders in a NRM activity to discuss their respective concerns and interests in maintaining a particular resource. The land-use management and participatory rural appraisal workshops, both in Kenya, were attended by representatives of Cameroon and Uganda, and provoked interest in this type of activities in these countries. Uganda is planning a land-use management training-of-trainers workshop, and efforts are under way to translate a participatory rural appraisal manual into French. Winrock International also held a workshop in Kisumu, Kenya in September 1991, which brought together NGOs and national and international research center personnel to discuss collaborative research on sustainable agricultural technologies.

Both the country coordinators' meeting and project representation in Regional Program activities have contributed to exchange and dialogue between target countries. This argues for continued efforts to have country coordinators meet more often and for increased participation of target country representatives in Regional Program activities.

5. *Are project activities increasing awareness among PVOs/NGOs of natural resources management needs and priorities? Are they increasing PVO/NGO commitment to effective NRM action?*

The project has been very effective in increasing awareness among PVO/NGOs of NRM needs and priorities. The development of consortia from heretofore disparate PVO/NGO groups involved in NRM issues has created a heightened awareness and given increased importance to these issues in all four countries. The existence of the project has permitted dissemination of NRM concepts and information to local NGOs as well as to government and international agencies.

A practical aspect of funding the subprojects has been for some indigenous NGOs to begin framing their philosophies and activities around NRM issues in order to qualify and apply for funds. Many purely development NGOs have begun to see the inherent relationship between development and NRM.

The example of several international PVOs in northern Cameroon, collaborating to increase their effectiveness and decrease redundancies in NRM activities in the dry Savanna Zone, illustrates the positive influence of the project.

The project has also greatly increased the cooperation, collaboration, and commitment of large and powerful PVOs to work with local NGOs, helping them to increase their knowledge and commitment to NRM needs and priorities.

6. *What is the relationship of the project consortia to government?*

This question was included after the team completed its field work.

While the evaluation team did not speak with government officials about the project, the team did observe that in the three countries visited, the country consortia were fulfilling several roles that the respective governments either do not normally or cannot adequately fulfill. By assisting local NGOs, both technically and organizationally, these NGOs were in a better position to fulfill extension roles normally carried out by government. The country consortia were also performing certain NRM educational functions in the schools that were not in the regular curricula. It was observed that NGOs seem to be in a better position to carry out action research in such areas as land-use planning, land tenure, soil erosion, biodiversity, and conservation than local governments. Lastly, in many instances, NGOs have better trained and more highly qualified personnel than government institutions. Government officials come to NGOs to seek assistance for activities they are unable to perform.

The country consortia, by representing many NGOs, have also raised important questions about the legal status, definition, and the role of NGOs. The governments are being obliged to deal with these issues, as the role of NGOs increase and as more international funding is channeled through them. The project in Cameroon, Madagascar, and Uganda is playing an important role in helping the government define the status of NGOs in their respective countries.

The question regarding how NGOs and the country working groups are perceived by government was not included in the evaluation team's scope of work. However, this is a very important issue for the long-term future and continuing success and sustainability of the project's work and should therefore be included in the final evaluation.

7. *Is the project enhancing the technical capabilities of PVO/NGOs in natural resources management (with emphasis on soil fertility and conservation, vegetative cover, and biological diversity) within priority arid/semiarid and tropical highland agro-ecological zones?*

The project is enhancing the technical capabilities of PVO/NGOs in NRM in several respects. Proven technologies, such as contour ditching, elephant grass, proper tree nurseries, and *leucaena* hedgerow combinations in banana plantations have been implemented through subgrants in Uganda and Mali. State-of-the-art technologies are also being promoted through the buffer zone and land-use management activities. Both of these are based on the empowerment of local communities and comanagement of natural resources, technologies being cultivated through participatory rural appraisal and land-use planning workshops.

Innovative approaches to common problems are also being promoted through the subgranting mechanism. An example is the "rent a fence" technique in Mali. A women's group near Ségou was plagued by animal incursion in their garden and requested that a fence be built around the area. A collaboration of Africare and GRAT proposed that the women

rent a chain-link fence from the NGOs while a live fence was planted and given time to take root. Each woman in the group agreed to pay 1,500 CFA a year to rent the fence. At the end of a three-year period, the fence will be removed and rented to another garden or nursery association.

One of the project's most effective technical delivery techniques is to train the user where and how to access local technical expertise. The level of technical training of local agents is usually sufficient for small-scale local needs, and the level of expertise is often quite high. One of the project's country coordinators is a U.S.-trained, master's-level forester, and another has the same level in range management. Of course, some specialized technical assistance may occasionally be needed for workshops in particularly specialized or technical areas.

Lastly, evaluating the project according to the impact levels framework described by Weber (1991), the project operates on levels one and two, enabling NGOs and rural associations to perform activities at level three. At this stage in the LOP the amount of activity is not yet sufficient to see results in levels four and five. Categories of activities include water, soil, vegetation, fish and wildlife, and biodiversity. This broad range of activities offers an excellent opportunity for field testing new ideas, which makes the project of special interest for undertaking applied or action research.

8. *What is the quality of baseline needs assessments and action plans produced by the project?*

a. Baseline Needs Assessments

An early attempt by the management consortium to gather baseline needs assessments from the four countries using a Washington-generated survey questionnaire was unsuccessful. Baseline information is available for two of the countries, Mali and Cameroon, which prepared baseline studies for other purposes. The situation in the four countries is as follows:

- Uganda circulated a questionnaire among its NGO members and received a poor response because NGOs were reluctant to reveal information about their organizations.
- CCA/ONG/Mali, on the other hand, because of its history and structure, has quite accurate data on member strengths and needs, obtained independently of the NGO-PVO/NRMS Project.
- COMODE/Madagascar made a review of NGO capacities during the fourth quarter of the project.
- Cameroon was asked to do a PVO/NGO institutional needs assessment for the USAID Mission, as part of the Mission's attempt to develop a national NRM strategy. This assessment is a very thorough inventory and analysis of PVO/NGO

capabilities and needs in Cameroon. More than 120 NGOs and government were identified as being active in environmentally related activities.

Given these circumstances, the quality of baseline needs assessments is difficult to evaluate. This area of work needs attention during the remainder of the project, and progress should be reviewed during the final evaluation. Project management should provide assistance immediately in overcoming obstacles to conducting baseline needs assessment, and should review the assessments in Mali and Cameroon to determine whether they meet the needs of the project.

b. Action Plans

The management consortium produced an annual work plan for the period 21 July 1989-20 July 1990, which has guided its actions through 1991. There is a need for a new plan to be drawn up to carry the project through to its March 1993 end.

All four countries are trying to prepare country action plans to help guide the development of their programs through the end of the project. Each could use further assistance from the management consortium in this effort, particularly, Madagascar and Uganda. The evaluation and monitoring aspects of all the plans need special attention to increase their value as useful planning tools. The two country action plans that have reached some degree of completeness, Cameroon and Mali, are included in annexes H and I. But both need a great deal more work.

There is an imperative need for each country program to draw up action plans, concept papers, and long-range strategy or planning programs for future activities. Such planning will be needed to define NRM country priorities and identify future funding. All countries will need strong support and monitoring from the management consortium to do this. Planning needs to be done through workshops where the specific purpose of the workshop is to work through the process of developing a long-range strategy with action plans for each country.

9. *Is the project strengthening the organizational capacities of NGOs involved in NRM with respect to program/project design, management (including financial management), monitoring, and evaluation?*

By facilitating the creation of NRM consortia in the four countries, the project has been able to strengthen the organizational and managerial capacities of the institutions that either house or constitute country working groups. Institutional/managerial development workshops have been held in all four countries.

As with any institution, capabilities development is an ongoing process which needs continual review, development, and reflection. While the four country programs have been unquestionably strengthened, there is a great need for the management consortium to continually assist individual programs to improve capacities for project design, management, and monitoring and evaluation. The increased capacity of national projects will allow them,

in turn, to assist local NGOs to improve their capacities to develop and manage grass-roots NRM activities.

Specifically, Cameroon has conducted 10 workshops throughout the country dealing with program and management strengthening; COMODE has held four workshops on program management and organization. Uganda has had one workshop dealing with management and was visited by the EIL financial controller, who helped establish their financial system and trained personnel. Mali has held three workshops on NRM training and one workshop on management led by World Education and CCA/ONG. The EIL financial controller also visited Mali to help set up their financial system.

10. To what extent have policy concerns (such as land tenure in Cameroon, protected-area policies in Uganda) been addressed? How could such initiatives be enhanced?

The influence that the project is having on national NRM policy in the four countries after only two years is significant. By establishing an institutional presence with proven capabilities, the four country consortia are building effective lobbying abilities for NRM issues. The country working groups now constitute important bodies for donors and government agencies to confer with when addressing national NRM.

Specifically, CCA/ONG/NRM in Mali is working closely with the Cellule de Plan National pour la Lutte Contre la Désertification, the national NRM plan. Land tenure issues are a major part of the decentralized land-use planning program that the government is implementing as part of this plan. The Mali consortium has submitted a proposal, with CARE, to USAID/Mali to undertake action-oriented research on innovative approaches to land-use planning.

Using concepts from the buffer zone management workshop, PVO-NGO/NRMS Uganda has sponsored a workshop with 100 stakeholders in the Kibale Forest Reserve to discuss how the area can best be preserved and stakeholders' needs satisfied. The project is also funding several test sites in the buffer zone of the forest to see if farmers can economically grow crops that are unappetizing to foraging primates. More activities on these issues are being planned.

In Cameroon, the country coordinator attended a land tenure workshop at the Land Tenure Center at the University of Wisconsin. Consequently, land tenure issues are being increasingly dealt with in the Cameroon program. Discussions have been held with the Cameroon Minister of Agriculture about the possibility of holding a land tenure workshop for government, NGOs, farmers, and other resource users.

These activities can best be enhanced by continuing to highlight the issues in the country programs. All three country programs have established themselves as leaders and innovators and they should continue to seek ways to influence and effect national policy in these fields.

11. *How do AID/Washington, bilateral USAID missions, and other donors view the country consortia in terms of enhancing the credibility of NGOs with respect to NRM issues?*

Donor funding for PVO/NGO activities in NRM has been increasing throughout Africa, and it is difficult to single out the impact of the PVO-NGO/NRMS Project on this trend. Through its institutional capacity building, enhancement of information capabilities, and technical activities, the project has clearly helped develop better NGO partners for donors to work with. In this respect, the credibility of NGOs has been improved.

In the three USAID missions that the evaluation team visited, it interviewed at least one person in each who was well informed about the project. The three country coordinators in Mali, Cameroon, and Uganda have made an effort to keep individuals in the missions informed about project activities through oral and written communication. The evaluation team felt that because of this, USAID missions were more aware of the potential of PVOs and NGOs in each country to contribute to mission NRM interests. Although it was difficult to sort out the extent to which new mission activity in NRM will include NGOs and PVOs, the increasing strength and capabilities of the country working groups to promote and advocate NRM issues should make them more effective implementors of USAID NRM activities.

In Uganda, the Action Plan for the Environment will provide funds for NGO activities. USAID/Mali has a PVO co-financing project that will fund PVO/NGO activities in natural resources. As noted, CARE/Mali and CCA/ONG/NRM have already submitted a joint proposal for funding from this project. The Cameroon Mission has also been aware of the potential of the country working group, but given the absence of a national environmental action plan, it is trying to establish a way to collaborate with NGOs on NRM issues. The PVO-NGO/NRMS Cameroon has done an assessment of PVO/NGOs in NRM for the mission. USAID/Madagascar has also recognized the importance of NGOs in the area of natural resources by making funding available in its large SAVEM Project.

As the four consortia develop their institutional strengths and capabilities and become more viable institutions with more clearly defined objectives, their ability to engage the interest of and funding from international donors should also increase accordingly. The relationship that the UNDP/Africa 2000 Project has with the project consortia in Cameroon and Uganda, and a developing relationship between the consortium in Mali and the World Bank is also an indication of the growing confidence that international donors have in NGOs and their ability to work in NRM.

12. *What use has been made of the Special Situations Fund and the Regional Program funds?*

The Special Situations Fund has funded the production and distribution of a video of the buffer zone management workshop held in Uganda, which has been distributed to a number of Asian countries, as well as the four target countries. Cofunded with WWF

a study, conducted by Telesis, Inc., of sustainable economic development options for forest products for the Dzangha-Sangha Reserve in the Central African Republic, which has contributed to influencing both the government and the African Development Bank to change policies affecting the reserve. It also produced an analytical paper by CARE on NRM in the Sahel. Another activity that the SSF has sponsored/funded is a pastoral sector assessment of NGO activities in East and West Africa. This is being conducted in collaboration with the International Institute for Environment and Development/London, and two independent consultants. The study is still in process.

Six projects/workshops have been funded and completed under the Regional Program:

- The World Resources Institute, in collaboration with Clark University, conducted a training workshop on participatory rural appraisal at Egerton College in Kenya in June 1991. Representatives from the Cameroon and Uganda projects participated in this workshop.
- Kenya Energy and Environment Organization (KENGO) conducted a six-week training course on land-use management and extension in Kenya in August-September 1991. Ten participants representing seven East African countries were represented. The participants were government, NGO, and bilateral regional land-use managers. Additional funds were provided by FAO, SIDA, the World Bank, and DANIDA. Uganda was the PVO-NGO/NRMS Project participant in this workshop.
- The BZM workshop held in Uganda included 70 participants from 10 countries. Additional funds were provided by WWF's Africa Program and Program in Wildlands and Human Needs, the Biodiversity Support Program (WWF, Nature Conservancy, and WRI), USDA Forest Service Tropical Forestry Program, USAID/Uganda, and EIL/PVOP Uganda. The workshop proceedings have been reproduced in French and English, and circulated; and a video presenting the major issues of the workshop has been produced with funds from the project SSF. Representatives from all four project countries attended this workshop.
- A workshop on institutional capacity building for Sahelian NGOs from Cape Verde, Senegal, and Mali was held in collaboration with World Education and CCA/ONG/Mali.
- A workshop on the role of NGOs, farmers, and national and international agricultural research stations in participatory research was held in Kisumu, Kenya in September 1991. This workshop brought together 55 participants, with Uganda participants representing the PVO-NGO/NRMS Project. The Regional Program helped fund this workshop, and Winrock International and three NGOs (ILEIA/Netherlands, ODI/UK, ELCI/Kenya) sponsored it. The proceedings of this workshop are being produced.

- In November 1991, the SSF supported a workshop on women and gender issues in NRM held in Mali. This workshop was in collaboration with USDA Forestry Support Program and the CCA/ONG/Mali. The workshop brought together men and women from both NGOs and the Mali Government who were working at technical and decision-making levels. The workshop attempted to identify constraints on women to their involvement by the government and NGOs in NRM programming in Mali.

Two other projects/studies recently completed or currently being implemented with funding from the Regional Program are:

- An assessment and design of a regional conservation program in Cameroon, Central African Republic, and Congo has been conducted by WWF, Wildlife Conservation International, and EIL. (This report was not seen by the evaluation team.)
- A research project is being conducted by CARE on improving the effectiveness of natural regeneration for increasing tree cover on agricultural fields in the Sahel.

The Regional Program would seem to be fulfilling its general purpose of dealing with multinational NRM issues by bringing together a variety of people from a number of African countries to exchange information and participate in valuable learning workshops. Representatives from at least one of the four target countries have participated in all of the workshops. In the particular cases of the participant rural appraisal, land use management, buffer zone management workshops they have been able to transfer their learning to their respective countries through workshops or seminars.

The Special Situations Fund has also been able to respond effectively to unique NRM opportunities and produce useful outputs.

Together the Regional Program and the Special Situations Fund have operated as a research and development mechanism for the country programs and the management consortium. Through the workshops and special studies, state-of-the-art NRM activities have been explored, developed and disseminated to a larger African constituency. Various country programs have directly benefitted from these activities.

These two funds have been managed and administered from the management consortium in Washington by the project manager. The project manager has creatively leveraged these funds to help produce these activities. At the same time, there is some criticism that he has not been as open to sharing these funds as he might be.

The Regional Program has offered the greatest opportunity for the Consortium Associates to participate in project activities. The combining of the Regional Program with the Special Situations Fund in the project amendment was done to help increase this participation.

While these two programs have contributed to the country programs, there is a feeling among the country coordinators that they also should have the opportunity to more actively participate in the selection of activities funded by the joint fund.

13. *To what extent have products of these elements been directly supportive of country consortia?*

Thus far, the products of the SSF, the video of the BZM workshop and the study of the Dzangha-Sangha forest reserve in the CAR, have had little or no impact on the programs of the country consortia. The video has only recently been finished and distributed to the four consortia, and has not yet been translated into French (although this is being done). The forest reserve study has been written in both English and French, but does not seem relevant to most of the programs of the country consortia. The pastoral sector assessment of NGO activities has not yet been completed (due to unforeseen circumstances), but would appear to deal with issues relevant to at least three of the four countries. Only the workshop report on the integration of women in natural resources management held in Mali has been directly supportive of CCA/ONG/Mali's activities, and, because it was written in French, will have possible use to other francophone country consortia.

The results of the workshops funded by the Regional Program have had much more on the activities of the country consortia and on other countries than the Special Situations Fund has had.

The WRI workshop on participant rural appraisal, which was attended by the country coordinator from Uganda, directly influenced the Uganda program to hold a participant rural appraisal workshop and to test the technique in a subproject in eastern Uganda. Ugandans have done cross visits to Kenya to see how the program has evolved there. Cameroon also sent a representative to this workshop, and consequently has held a participant rural appraisal workshop for 17 participants. Both Madagascar and Mali are awaiting the translation of the participant rural appraisal workshop manual with the intention of conducting workshops with this material. Mali is particularly eager to use participant rural appraisal in its research on land-use management.

The participant rural appraisal workshop included 12 representatives from Kenyan NGOs and 11 from Kenyan government agencies. The Kenyans have asked that there be a follow-up workshop for those who attended the first one, as well as a repetition of the first one for people who missed it.

The KENGO training course on land-use management and extension has also had a direct influence on the Uganda program to conduct a training-of-trainers workshop/training program for land-use management and extension in Uganda. PVO-NGO/NRMS Uganda is planning to use Kenyan trainers for this workshop. The workshop has also resulted in the exchange of information among participants in the workshop from Sudan, Zimbabwe, Kenya, and Uganda.

The BZM workshop has had a direct spin-off in Uganda, where the NRMS project has funded a day-long workshop at the Makerere Biological Research Station at Kibale, bringing together nearly 100 stakeholders in the Kibale Forest. The Uganda NRMS project is planning to hold other such workshops around other parks and protected areas.

At least two ideas discussed at the buffer zone management workshop have Africa-wide and, indeed, worldwide significance. First, the BZM concept itself as a way to view protected areas, and second, the bringing together of all the stakeholders and users of endangered natural areas to discuss their interests and how their conflicting needs might be satisfied while protecting natural areas.

The two other projects (the assessment and design of a regional conservation program in Cameroon, the Central African Republic, and northern Congo; and the natural regeneration research in the Sahel) currently being funded by the Regional Program also have potential direct implications for country programs.

14. *How effective is the configuration of national and regional projects? To what degree is there useful interaction between the two?*

The regional projects have had a number of spin-offs for the national projects, implying some degree of useful interaction between the two project activities. The Uganda program has directly benefited from the participant rural appraisal, the land-use management, and the buffer zone management workshops, and is in the process of implementing country workshops and field projects in all three areas. Cameroon has held a workshop on participant rural appraisal. The products and outcomes of the activities of the Regional Program and to a lesser extent, the Special Situations Fund have been supportive of country consortia programs, as well as having an influence in neighboring countries.

At the same time, regional and linguistic differences have contributed to limiting a greater interaction between the two aspects of the project. For a variety of reasons, the bulk of the Regional Program activities have been in English-speaking East Africa, which has perforce limited the involvement of the francophone countries. Political problems have also contributed to limiting the interaction between between the two. For example, BZM workshops in the three West African countries have been held up because government representatives could not participate.

15. *Based on a review of two or three regional projects, what can be concluded at this juncture about the extent to which a process-oriented project produces technically sound programs?*

a. National-level Activities

A primary focus of this project, especially in the early stages, has been to enhance the capability of national PVO/NGO institutions so they can deal more effectively with NRM issues. The project is still concentrating primarily on capacity building and

raising awareness of NRM issues. Consequently, the actual number of subprojects is relatively low.

On site visits to six subprojects in two of the four countries in which technical, on-the-ground NRM issues were involved, the evaluation team was impressed with the technical quality and appropriateness of the technologies and their applications, as well as the NRM issues tackled. In this sense, the development of effective institutional management and structures can be seen as providing the means and organization which enable technically sound programs and subprojects to be implemented.

b. Regional Workshops

It is still somewhat early to judge with any degree of certainty how and to what degree regional workshops have influenced national activities from a technical point of view, i.e., whether they have led to more technically sound activities within the NGO community.

Technically sound programs involve the learning and effective implementation of social process methodologies. Participant rural appraisal, for example, is a methodology for involving rural populations in their own sustainable development. The learning of this methodology by rural people is a long-term process, hardly the same thing as learning how to plant a neem tree.

One of the objectives of the land-use management and extension workshop was to teach the participants technical skills (such as concepts of integrated pest management, organic farming, agroforestry, and hill terracing for erosion control) as well as extension approaches, law and institutional issues in land-use planning. The extent to which these concepts are used to implement NRM activities in the target countries will take some time before they are manifest in NGO and country programs. In this respect, two years or less has not been an adequate time to test the extent that "a process-oriented project produces technically sound programs," if one considers social process methodologies as technologies.

B. Project Management

1. *How effective is collaboration among EIL, WWF, and CARE?*

By and large, collaboration among the three members of the management consortium appears to have worked well. The consortium meets at least four times per year, depending on the members' travel schedules. As needed, there is close telephone communication among the representatives of the three organizations. Discussions with the one member of the consortium who has participated in the project since its conception, indicate that the consortium does discuss issues of substance regarding project management.

The collaboration has been greatly aided by having the EIL project manager housed in the WWF/Washington headquarters, permitting close collaboration and coordination between

these two organizations. This relationship has obviously influenced the direction and choice of Regional Programs and SSF activities.

One problem with the collaboration, however, has been high personnel turnover. While the CARE representative has been with the project since its conception, there have been four WWF representatives and two EIL representatives to date. This high rate of turnover obviously affects the continuity and involvement of the respective organizations in the management consortium. However, it does not seem to have significantly impeded the operation of the consortium.

2. *Are WWF and CARE subcontract funds being utilized at a suitable rate?*

The total WWF subcontract budget is \$121,055 (including the extension). The expenditures through 30 June 1991 (the latest quarterly figures available) are \$27,511.42, or 23 percent of the total budget.

The total CARE subcontract budget is \$90,525 (including the extension). Expenditures through through 30 April 1991 (the latest figures available) are \$32,583, or 36 percent of the total budget.

Given the fact that the project is more than half over, both subcontractors have utilized considerably less funds than might be expected at this point in the life of the project. There are apparently several planned project activities by both subcontractors which will be requiring funding in the near future and this should substantially draw down on subcontract funds.

It is important that a schedule of activities and use of funds be immediately drawn up for each of the two subcontracts covering the remainder of the project. They should be monitored carefully over the next several months to ensure that the activities are proceeding according to schedule and that funds are being used accordingly.

3. *Are subgranting mechanisms working well?*

All of the subgrants appear to have been awarded according to the general criteria required by the project. Each country consortium has developed its own set of guidelines and selection criteria for making subgrants for subprojects. Relatively few subgrants have been awarded by the country consortia, however. As of August 1991, the latest figures available show that:

- Uganda, as with all country programs, began with a budget of \$91,250 for subgrants. An additional amount of \$26,448 has been made available to cover office equipment and a vehicle, creating a total budget of \$117,698.55, all of which has been spent.
- Cameroon, out of a total budget for subgrants of \$91,250 has spent \$10,060, or 11 percent of its subgrant budget.

- Mali, out of a total budget for subgrants of \$91,250 has spent \$79,585, or 87 percent of its subgrant budget.
- Madagascar, out of a total budget for subgrants of \$91,250 has spent \$5,456, 6 percent of its subgrant budget.

The reason for this lag in spending is that the institutional establishment of the country working groups, the establishment of subgrant selection committees, the drawing up of country guidelines and criteria for subproject selection, the solicitation of subproject proposals, and the actual awarding of the subgrants is a lengthy process, especially if they are done well, as in this project. Therefore, during the start-up period of approximately two years, few subgrants were made.

Now that the necessary structures and mechanisms are in place, subgrants can be expected to occur at a more rapid pace. Given the time remaining in the project life, if the subprojects are to be implemented before the end of the project, country consortia must move quickly to award all the grant money available. Project management must monitor this carefully and be prepared to assist with this process as needed.

The quality of the subgranting mechanisms should be examined again during the final evaluation, and particularly important features to be replicated elsewhere should be highlighted.

4. *Is existing project staff sufficient to manage the project, including the Regional Program and SSF, and work directly with the PVO/NGO community to increase awareness and capabilities sought by the project?*

The cooperative agreement stipulates that the project shall be a field-based activity using a decentralized approach, with a sparse, efficient administrative structure. As such, the Washington headquarters staff has consisted of two people, an activities manager and a management assistant. The activities manager has responsibilities for the day-to-day management of the overall project and was expected to travel at least 40 percent of the time. In fact, to respond appropriately to the decentralized, field-based nature of the project, the activities manager has spent closer to 50 percent of his time in the field. The Washington-based management assistant has responsibilities for relatively low-level administrative and secretarial assistance.

This structure has proven to be too loose, and has not resulted in the most efficient administrative management. There has been almost no delegation of the activities manager's responsibilities to the management assistant. While the former has been in the field, many project activities in Washington have been held up. The limited responsibilities of the management assistant and the lack of delegation has resulted in a rapid turnover in this position—four people within a two-year period. This has resulted, among other things, in a lack of continuity at the Washington headquarters, as well as an over-dependence of project management on one individual, both in Washington and in the field.

The number of staff has not been sufficient to manage the project adequately, with its multiple components of Regional Program, Special Situations Fund, maintenance of direct relationships with the U.S. PVO/NGO community, and extensive field activities as envisioned by the cooperative agreement. Nevertheless, the activities manager through his dedication, commitment and energy, has succeeded in achieving a great deal.

Even though there is little time remaining in the project, some consideration should be given to augmenting the project staff. If the project is to lay the groundwork for expanding into new target countries, as the amendment to the Cooperative Agreement suggests, the project staff should be increased by hiring a deputy with field responsibilities.

5. *Is field reporting adequate and is project documentation sufficient?*

The usual start-up documentation problems of timeliness, style, and format of reporting from the field have been worked out, but regular financial reporting from the field still tends to run late. Country documentation and recordkeeping is complete and accessible. The frequent field visits of the activities manager have ensured that country reporting is adequate and sufficient. Washington headquarters has complete, accurate, and orderly files of correspondence, faxes, reports, documents, and other necessary project materials.

The quarterly reports by the management consortium have been combined into semiannual reports; to date, three reports have been completed. The latest semiannual report for the period January-June 1991 has not been issued as of January 1992. Reasons for these delays other than the obvious shortage of project management staff should be reviewed and corrective steps taken. One suggestion is to reduce the reporting period and produce shorter, more frequent reports.

6. *To what extent have the management consortium and consortium associates been brought into implementation of the project? How could their participation be enhanced?*

The cooperative agreement states that the management consortium "be assisted with both program direction at headquarters level and field implementation by a larger pool of consortium associates consisting of approximately 20 agencies drawn from the U.S. PVO/NGO community." The cooperative agreement also stipulates that the management consortium should convene three meetings of the consortium associates during the life of the project.

This aspect of the management structure has not worked out as anticipated in the cooperative agreement. An initial meeting of consortium associates was held in September 1989 with representatives from 20 U.S. PVOs, USAID, the World Bank, and others. The workshop provided the management consortium with valuable insights and recommendations about how the project should initially proceed. There has not been a second meeting of the consortium associates.

Associates have been encouraged to submit proposals for regional activities focused on one or two target countries, but few have chosen to develop projects. WRI, Winrock International, and World Education have received regional funds for various workshops and activities.

The relationship between consortium associates and the management consortium is problematic. Some associates feel they should be more involved in the project programming and implementation. Others feel that without budgeted responsibilities it is not worth their while to participate in the project. Still others regret not being kept better informed about project activities, especially before they happen.

The management consortium, on the other hand, claims that it has kept associates informed of funding opportunities available through the Regional Program funds, but has received little response. It also cites the fact that several associates have strong ties with the project in the field, such as Africare, Save the Children, World Education, and Catholic Relief Services.

Now that the four countries have established functioning institutional structures and are defining their country-specific programs, the management consortium should more actively attempt to contract the services of various associates to provide expertise to enhance the country programs. For example, as the role of the country projects in national NRM policy becomes more significant, associates could provide valuable expertise in policy analysis. Associates with special expertise in project design and proposal writing could also be contracted for training in these skills.

The situation with the associates raises again the problems inherent in a sparse administrative structure. One person cannot possibly conduct such a wide range of activities as is called for in the cooperative agreement and treat them all fully and adequately. However, another attempt should be made to activate the consortium associates. It is recommended that a second meeting be held, which could be centered around this evaluation and include a discussion of the problems encountered in the relationships with associates, along with possible solutions for implementation.

7. *How effective has the project been in engaging other donors in supporting PVO-NGO/NRMS Project activities?*

Engaging financial support from other donors has not been an objective of the project to date and has not been attempted. Efforts have concentrated on building the institutional capability of the country working groups and country lead agencies. Now that such a capability exists, it is incumbent on the country lead agencies to begin to seek other donors in supporting their programs and activities. Other donors are also more likely to be attracted by the potential capacity of PVO-NGO/NRMS to carry out projects in NRM.

One implication for the remainder of the project and any subsequent redesign is that the country working groups and lead agencies must acquire the necessary skills to design projects and seek funding for themselves from a variety of multilateral and bilateral donors.

The country working groups/lead agencies must have an objective of financial sustainability and the management consortium must take an active role in training the lead agencies in these skills.

Finding other financial support may also require the Cameroon and Uganda groups to change their names from the PVO-NGO/NRMS Project to something else. As it is, the project is strongly identified by other donors as a USAID-supported project, and this may inhibit some donors from supporting project activities.

International donors are going to be increasingly involved in NRM activities in Africa, and the PVO-NGO/NRMS Project should be prepared to seek and receive such support. The interest of UNDP/Africa 2000 in project activities in Uganda and Cameroon is one example. The project has also been talking for some time with the World Bank in Mali about taking some type of collaborative action in the PNLCD Project, which the Bank is financing. Thus, there is interest from other donors, but the four country consortia need to become more active in developing and creating relationships with other donors.

8. *What evidence is there that a Washington-based, centrally-funded project is the best mechanism for creating and servicing an international NGO network in the NRM field?*

It is not the purpose of the PVO-NGO/NRMS Project to build an international NGO network in the NRM field. The Washington-based, centrally-funded project has worked as a successful mechanism for creating four independent, national consortia of PVO/NGOs who are working in the NRM field. The Washington base has provided an important center for networking and information sharing on NRM issues, since most U.S. and many international agencies and donors maintain offices in Washington. As a centrally-funded project, easy access to AID/Washington has been an important asset for the project. Washington has reliable access to all forms of electronic communication, and is also the most economical base for the project, eliminating the high cost of maintaining expatriates in the field. During the important start-up phase of the project, a Washington base has helped to avoid an undue reliance on USAID Missions, and contributes to developing a sense of responsibility, self-reliance, and independence in the country consortia. Finally, a Washington base facilitates the initiation and facilitation of regional NRM activities.

9. *How aware are the USAID missions of the project? Do they see it as supportive of their overall agriculture and natural resources efforts? Would they consider providing grant funds (presumably local currency generations) to consortia in support of NGO activities?*

The USAID Missions in the four countries are aware of the project, and staff members have discussed its objectives with the project manager at one time or another. As previously noted, at least one individual in each of the four Missions is kept abreast of PVO-NGO/NRMS Project activities by oral and written communication from the country coordinators, and invited to attend meetings of the country working groups.

Only one of the three USAID Missions visited by the evaluation team did not see the project as directly supportive of their overall agricultural and natural resources efforts. The Cameroon mission was just beginning an NRM assessment, and while the PVO/NRMS Project did an assessment of international and indigenous PVO/NGOs involved in NRM issues for this assessment, the Mission was not clear about the role of the project in its natural resources effort. They did seem willing, though, to entertain ideas about what this role might be, and did not preclude providing funds to support relevant project activities.

The Mission in Mali has recognized a specific role for PVO-NGO activities in its PVO Co-financing Project, which makes funds available for collaborative efforts in NRMS activities. CARE is the lead PVO in this co-financing project, and as such, has submitted a proposal to USAID/Mali for a collaborative project with CCA/ONG/GRN that seeks to integrate NGOs into an innovative village-based, land-use planning program. The Mission's decision to fund this project is pending. The possibility of undertaking other collaborative efforts with CARE is also open.

The Mission in Uganda, through its PVO Project, has already made some local currency funds available to the PVO-NGO/NRMS Project for a vehicle and office equipment. The RFP for the Uganda Mission's Action Plan for the Environment has not yet been released, but is expected to contain a large component for NGO activities.

While COMODE in Madagascar was not visited, discussions with members of the organization in Kampala indicated that they were aware that USAID's Madagascar Mission had made funds available in its Sustainable Approaches to Viable Environmental Management Project for NGO activities. Given the increasing national stature of COMODE as an umbrella organization for NGOs in Madagascar, there is a strong possibility that COMODE may benefit from some of these funds.

Thus, each Mission is making fund available for NGO activities in NRM. Although these funds are not necessarily for support of the PVO-NGO/NRMS Project in the four countries, there is a definite possibility that they will be available for some of the consortia.

C. Project Redesign

1. What is the prospect for the project achieving its objectives within the time and with the funds remaining?

It is quite likely that the project as amended will achieve its objectives within the time remaining and with the funds available. At the risk of being too optimistic, the evaluation team feels that the project has, in several respects, exceeded its expectations in a relatively short time.

Most important is that the project appears to have coalesced the concerns, interests, and objectives of many international and indigenous PVO/NGOs working in NRM activities. By helping to create an umbrella organization under which these PVO/NGOs can meet, collaborate, and exchange ideas and information, the project contributed to an increased

awareness of NRM needs and priorities, and provided a vehicle for more effective NRM action, both within the four countries and regionally. Heretofore, most NRM projects in Africa have focused on the implementation of specific, discrete actions within a specified time frame. The PVO-NGO/NRMS Project's emphasis on process and the development of the institutional and organizational capacities of the member PVO/NGOs has helped to fulfill an important gap in the formation of an ongoing NRM strategy in Africa that will outlive the life of the project.

The subprojects not only have the potential to enhance the institutional capacities of NGOs, but also to improve their technical capabilities to deal more effectively with problems of soil fertility and conservation, vegetative cover, and biological diversity.

Given the spending levels of the programs in the four countries, there would seem to be no problem about the project exceeding its current funding.

2. *Is there a need to extend or redesign this project to permit achievement of the full range of planned outcomes? If so, should AID and the U.S. PVO management consortium consider adding other countries to conform with AID's recategorization of country priorities?*

The project seems to be meeting its stated objectives in a timely and effective manner, and no need exists to extend it. As less than 18 months remain to the end of the project, a major redesign is not realistic nor necessary.

Three and a half years should provide an adequate amount of time to establish effective and functioning country working groups, develop national institutions with a sustainable interest in NRM, and institutionalize basic operating procedures that satisfy the needs and requirements of each country. The most important need from now until the end of project is for the four consortia to consolidate and solidify their institutions and procedures, and at the same time to position themselves to become fully independent of Washington funding. This can be done by achieving a track record of performance and achievement, and, on the basis of this, by seeking funding from USAID missions, other bilateral agencies and multilateral donors.

At the same time, the management consortium should begin to consider laying the groundwork for expansion into four new countries, as provided for in Modification No. 2 to the cooperative agreement, "New Initiatives," page 7. This should be done, however, only if there is a strong possibility of a Phase II PVO-NGO/NRMS Project in four new countries. There should also be a mechanism in Phase II for some meaningful support to the four Phase I consortia, to prevent them from being totally cut off from the PVO-NGO/NRMS effort. Such mechanisms could include liberal use of consultants from Phase I countries to help establish and train the new consortia, active participation in Regional Programs, and any other necessary and appropriate mechanisms to support and maintain contact with Phase II and the PVO-NGO/NRMS Project in general.

Given what is known about the reorganization of AID's Africa Bureau, an issue for a potential redesign is the value of the PVO-NGO/NRMS Project for rapidly implementing and field testing new, innovative, state-of-the-art NRM technologies. The project has good potential for conducting valuable applied research in NRM activities. Both the country-based consortia and the Regional Program offer great possibilities in this area.

3. *What lessons have been learned to date that are critical to the design of a possible Phase II PVO-NGO/NRMS project?*

Lessons learned include the following:

- A management consortium of U.S. PVOs can collaborate effectively in project management and contribute their expertise to complement one another. A consortium also lends a certain weight to the project that a single PVO does not have.
- Washington-based project headquarters would be preferable to Africa-based headquarters.
- A centrally funded, Washington-based project offers more flexibility and a greater openness to project innovation and testing than does bilateral funding. A centrally funded project facilitates greater regional and cross-national approaches to NRM activities. A regionally based project also encourages the development of more independent, autonomous consortia than bilateral funding does. Lastly, a Washington-based project is at the nexus of several NRM and PVO communication networks, which makes coordination of diverse country programs more effective.
- There needs to be another attempt to revitalize the role and function of the associates before this concept is abandoned. Another meeting should be held, and ways to provide regular consultation on project planning, programming, and implementation should be developed.
- Phase II will require a different management structure with more than a two-person staff and more delegation of responsibilities.
- New countries should be chosen for Phase II.
- The project should continue to be field-based and decentralized, allowing for as much flexibility and local innovation as possible. Local consortia should be able to develop their own procedures, priorities, and processes according to their specific needs and requirements.
- The general methodology and model for creating consortia seems to have been innovative and effective. The formation of a country working group to collaborate with a country lead agency, the hiring of a country coordinator by the country working group, and the establishment of guidelines and criteria for subproject

selection have proven to be good models for working with NGOs and creating consortia.

- **There is a pool of indigenous, technically trained, qualified, and responsible people who are committed to conservation and natural resource management issues in African countries and who are eager to be involved in NRM activities.**
- **There is an important need for a process-oriented project, emphasizing organizational and management training. Support for building effective umbrella institutions is as important as the realization of technical implementation of NRM projects.**

SECTION VI RECOMMENDATIONS

A. General

As project funding ends in March 1993, all four countries should prepare immediately to seek future funding so as to be financially sustainable after the project activity completion date. USAID should not be the sole source of funding sought; other bilateral, multilateral, and international environmental and natural resource groups should be approached. The objective of each country's PVO-NGO/NRMS Project should be the creation of an independent natural resources group with the ability to coordinate, train, implement activities, and advocate issues relevant to NRM.

B. Project Effectiveness

1. Inter-country communications should be encouraged and improved by the management consortium, as well as the individual country consortia.

2. The emphasis of the subprojects should continue to be on developing local NGO institutional and implementational capacity, rather than on subproject implementation per se. This capacity should also include more emphasis on project monitoring and evaluation and resource sustainability.

3. Some investment should be made in basic office infrastructure. All projects should have their own telephones, fax machines, typewriters, and other necessary office equipment. Country office infrastructure was not a budget item in the original budget but it probably should have been included.

4. The management consortium and USAID should authorize the purchase of project vehicles for Mali, Cameroon, and Madagascar. The purchase of vehicles is not precluded in the cooperative agreement.

C. Project Management

1. All four country projects should begin immediately to develop their own country-specific NRM strategies, which will serve as the basis for their long-term activities, as well as for post-project funding.

2. The management consortium should begin immediate preparations for developing training seminars/workshops for the country consortia to improve their capacity for seeking post-project funding, and developing future country-specific and regional NRM strategies. This training should also include skills in how to analyze and influence national NRM policy.

3. Because of its innovative and experimental nature, the project probably should remain within the Office of Analysis, Research and Technical Support of the Africa Bureau.

The role of subprojects in the four country programs permits a rapid, flexible, and manageable means of field-testing new NRM technologies. The Regional Program also has served as an important tool to test, promote, and transfer new and innovative NRM technologies both within and across the NRMS priority arid/semiarid and tropical highland agro-ecological zones. The role that the country consortia can play in analyzing and influencing national-level NRM policy is another reason for the project to remain in the ARTS unit. Lastly, further activity is needed before the project leaves the experimental stage and becomes a model for NRM implementation.

4. The Uganda and Cameroon projects should consider changing their names from the PVO-NGO/NRMS Project to something more manageable and independent from USAID.

D. Project Redesign

1. The management consortium and USAID should consider laying the groundwork for an expansion of the project into new countries, in preparation for a Phase II. This should be done as soon as possible to avoid a rupture in the continuity of the project.

2. If the management consortium and USAID do begin planning for a Phase II, they will have to consider altering the project management structure and adding more staff with decision-making responsibility. An additional staff position with field responsibilities is needed in the Washington office, as the project has outgrown the ability of one person to manage it effectively. Undertaking an expansion into new countries while maintaining and consolidating Phase I activities probably cannot be done without increasing the staff.

3. If a Phase II is decided upon, it should be designed with mechanisms for maintaining supportive ties to the Phase I countries after the PACD in March 1993.

ANNEX A

SCOPE OF WORK

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 486-5340 or 293-1176
Fax: (202) 331-2202
ITT Telex: 1440361 CHNC UT**

55

ORIGINAL

UNITED STATES OF AMERICA
AGENCY FOR INTERNATIONAL DEVELOPMENT

Consulting Services: YES ___ NO X

1. Country: Africa Regional

2. Indefinite Quantity Contract PDC-5517-I-00-0103-00, Delivery Order No. 5

NEGOTIATED PURSUANT TO THE FOREIGN ASSISTANCE ACT
OF 1961, AS AMENDED, AND EXECUTIVE ORDER 11223

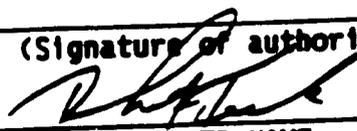
<p>3. CONTRACTOR (Name and Address):</p> <p>Chemonics, International Consulting Division 2000. M Street, N.W. Washington, D. C. 20036</p>	<p>4a. ISSUING OFFICE:</p> <p>Office of Procurement, OP/OS/AFR Overseas Division-Africa Agency for International Development Washington, D.C. 20523</p>
<p>DUNS NO. 952312900 TIN 051651602</p>	<p>4b. ADMINISTRATION OFFICE: SAME AS 4a.</p>
<p>5. PROJECT OFFICE:</p> <p>Gary Cohen AFR/TR/ANR</p>	<p>6. SUBMIT VOUCHERS TO:</p> <p>Controller PFM/FM/A/PNP Washington, D. C. 20523-0209</p>
<p>7. EFFECTIVE DATE: September 23, 1991</p>	<p>8. ESTIMATED COMPLETION DATE: December 23, 1991</p>

9. ACCOUNTING AND APPROPRIATION DATA:

Amount Obligated: \$79,841
Ceiling Price: \$79,841
Appropriation No.: 72-111/21014

PIO/T No.: 698-0467-3-1612452
Project No.: 698-0467
Budget Plan Code: GSSI-91-31698-KG12
(181-61-698-00-69-01)

10. The United States of America, represented by the Contracting Officer signing this Order, and the Contractor agree that: (a) this Order is issued pursuant to the Contract or Agreement specified in Block 2 above and (b) the entire Contract between the parties hereto consists of this Delivery Order and the Contract or Agreement specified in Block 2 above.

<p>11a. NAME OF CONTRACTOR: Chemonics, International Consulting Division</p>	<p>11b. UNITED STATES OF AMERICA AGENCY FOR INTERNATIONAL DEVELOPMENT</p>
<p>BY (Signature of authorized individual) </p>	<p>BY (Signature of Contracting Officer): </p>
<p>TYPED OR PRINTED NAME: THURSTON F. TEELE</p>	<p>TYPED OR PRINTED NAME: JEAN M. HACKEN (PG))</p>
<p>TITLE: DIRECTOR</p>	<p>TITLE: CONTRACTING OFFICER</p>
<p>DATE: 11 31 1991</p>	<p>DATE: AUG 5 1991</p>

56

BACKGROUND

The Natural Resources Management Support (NRMS) Project (698-0467) is designed to strengthen the ability of USAID field Missions and of Private Voluntary Organizations (PVOs) to design and implement activities supporting improved natural resources management. The Project is intended to serve as a catalyst to increase the natural resources management portfolio in the Africa Bureau. Finally, it is designed to increase funding levels and improve planning of activities supporting conservation of biological diversity.

A major component of the NRMS Project which supports development of African Non-Government Organizations (NGOs) in natural resources management is the PVO-NGO/NRMS Project. Under this Cooperative Agreement, the Recipient, the Experiment in International Living Agreement, (EIL) and its partners, CARE and World Wildlife Fund (WWF), are conducting a two-year program to provide project support PVO/NGOs in natural resources management in sub-Saharan Africa.

The purpose of the Cooperative Agreement is to strengthen the operational and organizational capabilities of local and international PVO/NGOs to help them to design and implement increasingly effective activities related to natural resources management in selected countries through: technical assistance; information support services; training; pilot and demonstration projects; and by the establishment of subgrant and subcontract mechanisms to support activities related to the arid/semi-arid and tropical highland agro-zones.

EIL is the lead agency, which, together with CARE and WWF have formed a NRMS management consortium responsible for the design, implementation, and management of the Cooperative Agreement. They have been joined in the effort by a group of Consortium Associates comprised of African NGOs active in natural resources management projects in Africa.

Uganda, Mali, Madagascar and Cameroon are the priority focus countries for initial implementation of this activity. A country Working Group (CWG) has been formed in each of these countries, working wherever possible with existing NGOs. A Country lead Agency (CLA) has been designated in each of four focus countries. In consultation with the Country Working Group, CLA is serving as the on-the-ground representative for the NRMS management consortium. This activity is field based and elicits full participation of and collaboration with NGOs in each of the focus countries in the identification, implementation and support of NRM activities. In addition, the Grantee seeks to coordinate its activities with each USAID Mission, and be alert for opportunities to integrate PVO/NGO activities with ongoing NRM projects sponsored by USAID and other donors.

The Cooperative Agreement attempts to establish and demonstrate an effective mechanism for building awareness and providing appropriate technical and managerial assistance in natural resources management for PVO/NGOs operating in Sub-Saharan Africa. This is consistent with the overall Africa Bureau goal of increasing the quality and level of natural resources management activities in AID's country centrally funded programs in Sub-Saharan Africa, and in PVO/NGO programs supported by A.I.D. The importance and potential impact of this activity is gaining considerable recognition in the Africa Bureau.

ARTICLE I - TITLE

**Natural Resources Management Support
(698-0467)**

ARTICLE II - OBJECTIVE

PROJECT OBJECTIVES

The principal objectives of the Cooperative Agreement, which will be achieved through technical assistance, training and information support services, are:

1. To create a broader awareness among PVO/NGOs in natural resources management needs and priorities and to increase commitment to effective NRM action;
2. To enhance the technical capabilities of PVO/NGOs of natural resources management (with emphasis on soil fertility and conservation, vegetative cover and biological diversity) within the priority arid/semi-arid and tropical highland agro-ecological zones; and
3. To strengthen the organizational capacities of PVOs and NGOs involved in natural resources management with respect to project/program management, project design, monitoring, and evaluation, and financial management.

The Grantee is performing these services through direct assistance, subgrants and subcontracting mechanisms coordinated by the Consortium. The Cooperative Agreement will act as a magnet to attract resources for longer term support of PVO/NGO NRM initiatives. The Grantee will work with AID's Africa Bureau, individual USAID missions, and other bilateral, multilateral, and private donor agencies to leverage resources for future PVO/NGO support activities.

* **OBJECTIVE OF EVALUATION**

The objective of this evaluation is to examine the range of activities conducted under the Cooperative Agreement to date, assess the extent to which they are contributing to achieving the objectives of the Agreement, as stated in its goals and objectives, and provide recommendations to AFR/TR for future related actions. Given Agency and Bureau commitment to improve natural resources management, it is essential that the evaluation also recognize the objectives of the PVO/NGO components of the Africa Bureau Plan for Supporting Natural Resources Management in Sub-Saharan Africa (PNRM) and describe the contribution of the Cooperative Agreement to achieving the objectives of these policies.

The PVO/NGO NRMS activity has been in progress for slightly more than one year. To date, country consortia have been established and a proposal process is being put into place, but there are not yet any field projects underway in several countries. It is important however to fully gauge whether implementation procedures are likely to lead to desired outcomes within the life of the activity.

Additional objectives of this process evaluation are therefore two-fold: (1) to inform EIL/WWF/CARE whether project implementation is proceeding according to plan and what might be improved to enhance the probability that planned outcomes will be achieved; and (2) to assist A.I.D. in planning for the possible design of a follow-on PVO-NGO support activity.

ARTICLE III - SCOPE OF WORK

A. General Approach

The contractor shall carry out an evaluation of the Cooperative Agreement considering both the short and the long term impacts of activities. Through review of project documents, interviews with key personnel, and other appropriate means, the contractor shall develop a comprehensive description of how the activity has functioned from its start in July 1989 to the present.

Activities, accomplishments and shortcomings shall be evaluated in terms of the:

1. stated A.I.D. general guidelines and goals and specific objectives outlined in the Cooperative Agreement;
2. apparent immediate/near-term impacts and expected longer term consequences of project activities; and
3. implications of project activities for on-going NRMS Project natural resources support and other Africa Bureau programs.

In conducting the evaluation, the contractor shall interact with host country NGOs, Africa Bureau and other A.I.D. staff, PVO/NGO NRMS contractor staff, and other project participants. Also, the contractor will conduct a thorough review of project management/correspondence with a view to obtaining as much information as possible relating to the effectiveness of project management and implementation.

The contractor is charged with developing an independent assessment of PVO-NGO/NRMS, and not simply reporting the views of others. It is expected that one trip to Africa will be undertaken as part of the evaluation.

The contractor shall follow relevant A.I.D. evaluation reporting guidelines. Specifically, the evaluation shall be carried out in a manner consistent with the following A.I.D. documents:

- (1) A.I.D. Evaluation handbook, April 1989 (A.I.D. Program Design and Evaluation Methodology Report No. 7, PN-AAL-086); and
- (2) Guidelines for Data collection, Monitoring, and Evaluation Plans for A.I.D. Assisted Projects, April 1987 (A.I.D. Program Designs and Evaluations Methodology Report No. 9, PN-AAL-86).

B. Task Description

Task 1.

The contractor shall collect and review relevant PVO-NGO/NRMS documents, including the Africa Bureau Plan for Natural Resources Management, the Cooperative Agreement, and contractor reports on project activities, special events and regional activities, and trip reports.

It is expected that the primary sources for documents will be the lead contracting agency, EIL, and also CARE and WWF. Documentation will also be found in the Natural Resources Branch of the Africa Bureau and possibly several USAID field missions.

The contractor shall review the documents and note such factors as:

- * project goals and approaches -- how these were initially described and how they are evolving through the course of the project;
- * the various types of activities (assessments, training, special activities, technical assistance) planned, versus those actually implemented;
- * how the approaches to and relative roles of each of the activities is evolving;

* the outcomes of project activities, both in terms of immediate and expected near term impacts and long term potential impact; and

* project management activities, including identification of management techniques and an analysis of effectiveness.

The contractor will spend approximately five working days in Washington, D.C. for review of the above documents, in PVO Consortium offices and AID before leaving for Africa.

Task 2

The following questions will form the basis of the analytical work to be carried out under this evaluation, and the contractor will be responsible for answering each question completely, based on information gathering in the U.S. and Africa:

A. Program Effectiveness

* How effective is the Consortium in fostering North-South and South-South collaboration?

* What are the pros and cons of program approaches in participating countries (Mali, Cameroon, Uganda, and Madagascar)? How effective are country consortia and lead agencies in outreach to local groups? To what extent are lessons learned in one setting being transferred to other country settings?

* Are project activities increasing awareness among PVOs/NGOs of natural resources management needs and priorities? Are they increasing PVO/NGO commitment to effective NRM action?

* Is the project enhancing the technical capabilities of PVOs/NGOs in natural resources management (with emphasis on soil fertility and conservation, vegetative cover, and biological diversity) within priority arid/semi-arid and tropical highland agro-ecological zones?

* What is the quality of baseline needs assessments and action plans produced by the project?

* Is the project strengthening the organizational capacities of NGOs involved in natural resources management with respect to program/project design, management (including financial management), monitoring and evaluation?

* To what extent have policy concerns (e.g. land tenure in Cameroon, protected areas policies in Uganda) been addressed? How could such initiatives be further enhanced?

* How do AID/Washington, bilateral USAID missions, and other donors view the country consortia in terms of enhancing the credibility of NGOs with respect to NRM issues?

* What use has been made of the special projects and regional initiatives funds? To what extent have products of these elements been directly supportive of country consortia?

* How effective is the configuration of national and regional projects? To what degree is there useful interaction between the two?

Based on a review of two-or-three regional projects, what can be concluded at this juncture about the extent to which a process oriented project produces technically sound programs?

B. Program Management

* How effective is collaboration among EIL, WWF, and CARE? Are WWF and CARE subcontract funds being utilized at a suitable rate?

* Are sub-granting mechanisms working well?

* Is existing project staff sufficient to manage the project, including the regional and special situation funds, and work directly with the PVO/NGO community to increase awareness and capabilities sought by the project?

* Is field reporting adequate and is project documentation sufficient?

* To what extent have US PVO Management Consortium Associates been brought into implementation of the project? How could their participation be enhanced?

* How effective has the project been in engaging other donors in supporting PVO/NGOs NRMS activities?

* What evidence is there that a Washington-based, centrally funded project is the best mechanism for creating and servicing an international NGO network in the NRM field?

* How aware are USAID Missions of the project? Do they see it as supportive of their overall agriculture/natural resources efforts? Would they consider providing grant funds (presumably local currency generations) to consortia in support of NGO activities?

C. Program Re-Design

* What is the prospect for the project achieving its objectives within time and funds remaining?

* Is there a need to extend and/or re-design this project to permit achievement of the full range of planned outcomes? If so, should A.I.D. and/or the US PVO Management Consortium consider adding other countries to conform with A.I.D.'s recategorization of country priorities?

* What lessons have been learned to date which are critical to the design of a possible Phase II PVO-NGO/NRMS project?

Task 3

As indicated above, the contractor will travel in Africa for a period of six weeks in order to gather sufficient data and to address all the issues in Task 1 and Task 2. Upon return to the U.S., the contractor will supply the A.I.D. NRMS Project Officer with a complete draft report. This report should include:

1. Executive Summary for the finding and recommendations.
2. Description of the methodology used in the evaluation.
3. A brief overview of the Cooperative Agreement history and operation.
4. The findings with regard to project effectiveness, as noted in questions under Task 2.
5. Lessons learned and recommendations for modification or extension.
6. A list of documents reviewed and persons interviewed.

ARTICLE V - TECHNICAL DIRECTIONS

Technical directions during the performance of this delivery order will be provided by Gary Cohen, AFR/TR/ANR/NR, pursuant to Section F. 3 of the IQC contract.

ARTICLE VI TERM OF PERFORMANCE

- A. The effective date of this delivery order is September 23, 1991 and the estimated completion date is December 23, 1991.
- B. Subject to the ceiling price established in this delivery order and with prior written approval of the Project Manager (see block 5 of the Cover Page), Contractor is authorized to extend the estimated completion date, provided that such extension does not cause the elapsed time for completion of the work, including furnishing of all deliverables, to extend beyond 30 calendar days from the original estimated completion date. The contractor shall attach a copy of the Project Manager's approval for any extension of the term of this order to the final voucher submitted for payment.
- C. It is the contractor's responsibility to ensure that Project Manager-approved adjustments to the original estimated completion date do not result in costs incurred which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the Contractor to be paid any sum in excess of the delivery order.
- D. Adjustments which will cause the elapsed time for completion of the work to exceed the original estimated completion date by more than 30 days must be approved in advance by the Contracting Officer.

ARTICLE VII - WORK DAYS ORDERED

A. Functional <u>Labor Specialist</u>	Delivery Days <u>Ordered</u>	Fixed Daily <u>Rate*</u>	<u>Total</u>
Social Scientist (Team Leader)	47	374	\$17,571
Soil & Water Resource Mgt	47	432	<u>20,304</u>
TOTAL			\$37,875

*Based on a multiplier of 1.80

ARTICLE IV - REPORTS

Based on inputs from AFR/TR/ANR, and the Project Consortium staff, the contractor shall produce a final version of the midterm evaluation report in final by the end of the second month.

The contractor shall submit the following reports relating to specific tasks:

(Report #)

1. A list of documents collected and reviewed by the contractor at submission time of the first draft - this shall also be submitted to the Project Officer for comments on completeness.
2. A draft final report shall be submitted to the NRMS Project Officer for review and comment in 5 copies by the end of the seventh week of the evaluation. This should include: (a) a final, annotated list of all documents reviewed; (b) the list of persons actually interviewed, the date of the interview, their connection with the Project and any other information pertinent to understanding the PVO/NGO NRMS Project; (c) a concise description of how the program functioned (see Task 2); and (d) an evaluation of Project effectiveness with recommendations for improvement.
4. A final report, including an Executive Summary, reflecting AID/Washington comments and revisions within two weeks of receiving A.I.D.'s comments on the Draft Final Report (5 copies).
5. The contractor shall provide a professional French translation of the executive summary of the evaluation final report (20 copies).

B. Subject to the prior written approval of the Project Manager (see Block No. 5 on the Cover Page), contractor is authorized to adjust the number of days actually employed in the performance of the work by each position specified in this order. Contractor shall attach copy of the Project Manager's approval to the final voucher submitted for payment.

C. It is the contractor's responsibility to ensure that Project Manager-approved adjustments to the work days ordered for each functional labor category do not result in costs incurred which exceed the ceiling price of this delivery order. Under no circumstances shall such adjustments authorize the contractor to be paid any sum in excess of the ceiling price.

ARTICLE VIII - CEILING PRICE

(1) For Work Ordered	\$37,875
(2) For Other Direct Cost	<u>41,966</u>
Ceiling Price (1) + (2)	\$79,841

The Contractor will not be paid any sum in excess of the ceiling price.

ARTICLE IX - USE OF GOVERNMENT FACILITIES OR PERSONNEL

- A. The Contractor and any employee or consultant of the Contractor is prohibited from using U.S. Government facilities (such as office space or equipment) or U.S. Government clerical or technical personnel in the performance of the services specified in the Contract, unless the use of Government facilities or personnel is specifically authorized in the Contract, or is authorized in advance, in writing, by the Contracting Officer.
- B. If at any time it is determined that the Contractor, or any of its employees or consultants have used U.S. Government facilities or personnel without authorization either in the Contract itself, or in advance, in writing, by the Contracting Officer, then the amount payable under the Contract shall be reduced by an amount equal to the value of the U.S. Government facilities or personnel used by the Contractor, as determined by the Contracting Officer.
- C. If the parties fail to agree on an adjustment made pursuant to this clause, it shall be considered a "dispute" and shall be dealt with under the terms of the "Disputes" clause of the Contract.

ARTICLE X - EMERGENCY LOCATOR INFORMATION

The contractor agrees to provide the following information to the Mission Administrative Officer on or before the arrival in the host country of every contract employee or dependent:

- A. The individual's full name, home address, and telephone number.
- B. The name and number of the contract, and whether the individual is an employee or dependent.
- C. The Contractor's name, home office address, and telephone number, including any after-hours emergency number(s), and the name of the Contractor's home office staff member having administrative responsibility for the contract.
- D. The name, address, and telephone number(s) of each individual's next of kin.
- E. Any special instructions pertaining to emergency situations such as power of attorney designees or alternate contact persons.

ARTICLE XI - LOGISTIC SUPPORT

The contractor shall be responsible for all logistic support.

ARTICLE XII - ACCESS TO CLASSIFIED INFORMATION

The contractor shall not have access to classified information.

ARTICLE XIII - DUTY POST

The Duty Post for this work order will be Washington, D. C., Madagascar, Kenya, Uganda, Cameroon, and Mali.

ARTICLE XIV - WORK WEEK

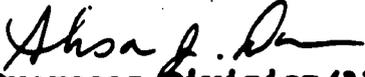
The Contractor is authorized up to a 6 day work week with no premium pay.

Agency for International Development
Washington, D.C. 20523

Dear Ladies/Gentleman:

Attached is an executed original of contract/grant/delivery
order/modification PIC-5517-I-00-0103-00.

Sincerely,


Overseas Division/AFR
Office of Procurement

ANNEX B

PEOPLE CONSULTED

CHEMONICS

**2000 M St., N.W.
Suite 800
Washington, D.C. 20036**

**Tel: (202) 466-5340 or 283-1176
Fax: (202) 331-8202
ITT Telex: 1440381 CHNC UT**

70

APPENDIX

PEOPLE CONSULTED

Washington

Gary Cohen, AID/W/AFR/TR/ANR

Jennifer Green, Resource Assessments, Center for International Development and Environment, World Resources Institute

John McEnaney, AID/W/PVO

Henry Norman, President, VITA

Fred Schwartzendruber, Resource Assessments, Center for International Development and Environment, World Resources Institute

Alex Singer, Program Assistant, EIL/Washington

Benjamin Stoner, AID/W

Kirk Talbott, Manager, Resource Assessments, Center for International Development and Environment, World Resources Institute

Peter G. Veit, Manager, Resource Assessments, Center for International Development and Environment, World Resources Institute

Dwight Walker, AID/W/AFR/TR/ANR

Barbara Wyckoff-Baird, Director, Wildlands and Human Needs Program, WWF/Washington

Kampala

Oluka Akileng, Forestry Department, Government of Uganda

Ira Amstadter, Program Officer, Madagascar, WWF

Jane R. Bemigisha, National Environmental Information Centre, Department of Environment, Uganda Government

Gary Beyer, ADO/USAID, Kampala

Michael Brown, Project Director, PVO-NGO/NRMS Project

Rob Clausen, USAID/NRM, Kampala, Uganda

Kazooru Cornelius, Consultant, Institute of Public Administration, Kampala, Uganda

Jean Dakouo, Country Coordinator, Mali

Harold Michael Jjemba, Aid Coordination Officer, Aid Coordination Secretariat, Office of the Prime Minister, Kampala

Steven Kadaali, EIL/PVOP Project Manager, Uganda

Irene N. Kamou, Programme Officer, World Wildlife Fund Regional Office, Nairobi

Alexandra Karekaleo, National Programme Office, UNDP, Kampala

E.M. Kateyo, Research Fellow, Institute of Environment, Makerere University, Kampala

Haruna Kyamanywa, Programme Officer, UNDP, Kampala

Lucien Maksim, Associate Secretary General, COMODE, Madagascar

Susan Mubbala, Country Coordinator, PVO-NGO/NRMS, Uganda

David Mununuzi, Assistant Coordinator, PVO-NGO/NRMS, Uganda

Ada Ndeso-Atanga, Country Coordinator, PVO-NGO/NRMS Cameroun

Sarah Ntiro, Director of Aid Coordination, Office of the Prime Minister, Government of Uganda

Violette Rabakoarivelo, Associate Treasurer, COMODE, Madagascar

Jean Pierre Rakoto, Country Lead Agency Representative, COMODE, Madagascar

Bonnie Ricci, Director, Development Management, EIL/Projects in International Development/Washington

William Salmond, EIL Country Director, The Experiment in International Living, Kampala

Christina Sempebwa, Programme Co-ordinator, CARE, Uganda

Enoh Tanjong, Country Lead Agency Representative, PVO-NGO/NRMS, Cameroon

Seydou Thera, Country Lead Agency Representative, ONG/GRN/Mali

Remco Vonk, Director, Agriculture & Natural Resources, CARE/New York

Uganda-Field

Dr. Isabirye-Basuta, Co-director, Makerere University Biological Field Station, Kibuli Forest

Reserve

Mr. Asina Williams, Chairman, Kibuli Forest Reserve Participatory Meeting, Biological Field Station, Kibuli

Cameroon

Ellsworth Amundson, Assistant Mission Director, USAID/Yaounde

Timothy Besingi, National Coordinator Africa 2000, UNDP/Cameroon

Ernest Gibson, ADO, USAID/Yaounde

Jan Hijkoop, L'Association Neerlandaise d'Assistance au Developpement (SNV)/CARE, Projet Agroforestiere ONADEP/CARE, Maroua

Michel Larouche, Directeur Adjoint, Programmation, CARE/Cameroon

Mme. Linwan, Agricultural Officer, Centre d'Etudes de Recherches et de Formation a l'Auto-Promotion (CERFAP), Mbalmayo

Arjan Luyer, Delegue, L'Association Neerlandaise d'Assistance au Developpement, Maroua

Maltais Nadine, Charge de Projet, Service des Volontaires Canadiens (OCSD) & Projet d'Appui aux Initiatives Villageoises (PAIV), Maroua

Perot Jean-Christophe, Charge d'Appui aux Operations Association Francaise des Volontaires du Progres (AFVP), Maroua

Denis Schultz, Charge des Programmes de Promotion Economiques et Sociaux, Association Francaise des Volontaires du Progres (AFVP), Yaounde

Bob Shoemaker, PDE Officer, USAID/Yaounde

Hamadou Siddiki, Formateur, INADES, Maroua

Ambe Tanifum, Assistant Project Officer, USAID/Yaounde

Lucretia Taylor, Program Officer, USAID/Yaounde

Martin Tchamba, Chef d'Antenne de Maroua, Centre Universitaire de Dschang, Maroua

Francois Keou Tiani, President, ENVIRO-Protect, Yaounde

Augustin Touani, Secretaire Executif, Centre d'Etudes de Recherches et de Formation a l'Auto-Promotion (CERFAP), Mbalmayo

John Veerkamp, CARE/Mokolo

Augustin Youmbi, Secetaire General, ENVIRO-Protect, Yaounde

Mali

Yaro Amadou, Responsable sur le terrain, Africare/Soké

Seydou Bouaré, Directeur, Cellule du Plan national de lutte contra desertification (PNLCD)

Aly Djiga, Conseiller Technique, CARE/Mali

Toure Halimatou, Responsable gender, ACORD/Mali

Salisou Kante, Formateur, ACORD/Tombouctu

Fanta Karabenta, Directrice administrative et financiere de ACORD/Mali

Cheik Sadibou Keita, Responsable, ACORD/Mali

Mohamed Konare, Responsable coordination agricole, Africare

Wayne McDonald, Project Officer, Natural Resources and Livestock, USAID/Bamako

Michelle Poulton, Directeur, Save the Children & President of CWG

M. & Mme. Regnier-Vigouroux; Responsables de Association Languedocienne d'Aide au Developpement (A.L.A.D.), Bamako

Youssouf Sanogo, Responsable de GRAT, et membre de comite des gestion CCA/NGO

Massaman Sinaba, Secetaire Permanent, CCA/ONG

Ali Soumare, Agent de terrain, Projet Kilabo/Sinkoro

Douglas Steinberg, Coordinateur, Agriculture et Ressources Naturelles, CARE/Mali

Yacouba Tangara, technicien GRAT

Sidike Traoure, Responsable ACORD/Tombouctu

Moctar Traore, Secetaire Permanente, KILABO, and former member of Comite de Gestion, CCA/ONG

Nairobi

Richard Pelleck, REDSO/Nairobi; telephone conversation, 3/12/91

Andre deGeorges, REDSO/Nairobi; telephone conversation, 4/12/91

ANNEX C

DOCUMENTS CONSULTED

75

DOCUMENTS CONSULTED

Africare/Mali et GRAT. Collaboration GRAT/Africare pour la Promotion de la Haie Vive: Proposition de Projet. Soumis a: CATF-CCA/ONG, Projet GRN/ONG, Aout 1990.

ARTS/Office of analysis, Research and Technical Support. ARTS at-a-Glance. Information Packet, May 1991.

Association Francaise des Volontaires du Progres (AFVP). Rapport Annuel: Delegation Regionale A.F.V.P. Cameroun, 1990.

Association Kilabo. Projet d'Agroforesterie dans le Village de Cenkorro. [Aout 1990].

Brown, Michael. Buffer Zone Management in Africa: A Workshop
Organized by The PVO-NGO/NRMS Project. Uganda, October 5-11, 1990.

Brown, Michael and Barbara Wyckoff-Baird. Integrated Conservation and Development Projects: Lessons Learned and Implications for Design. August 1991.

Bulletin d'Information du PVO-NGO/NRMS Cameroun, No.2, Septembre 1991.

CCA-ONG/Mali. Presentation du CCA/ONG.

CCA-ONG/Mali. Reglement Interieur de la Cellule d'Appui Technique et Financier (CATF) du CCA/ONG

COMODE [Madagascar], Rapport Annuel 1990.

COMODE MAGAZINE, Bulletin Trimestriel, Numero 1, 1991.

COMODE MAGAZINE, Bulletin Trimestriel, Numero 2 (aout), 1991.

Consortium CEDID/CAPR. Fianarantsoa. Rapport d'Execution du Projet de Formation de Paysans Animateurs et Coordonnateurs d'Actions Villageoises dans un Projet de Developpement Autocentre et Integre du 15 fevrier au 15 Juillet 1991. [Madagascar]

Cooperative Agreement No. AFR-0467-A-00-9057-00 (July 1989).

Groupe de Recherches et d'Applications Techniques (GRAT). Action Test de Consommation de Briquettes Combustibles "Bois de Feu": Dossier de Projet, 6 Sept 1991.

IQC PDC-5517-I-00-0103-00, Delivery Order No. 5, September 1991.

Kazooru, Cornelius and Derek Pomeroy. Management of Natural Resources in Uganda: An Evaluation of the PVO-NGO/NRMS Project. October 1991.

[Mununuzi, David]. Regional Training Course on Landuse Management and Extension. 4th

August-13th September 1991, Nairobi, Kenya

National Environment Secretariat, Edgerton University, Clark University and WRI. Participatory Rural Appraisal Handbook: Conducting PRAs in Kenya. [1991?]

Ndeso Atanga Ada and Enoch Tanjong. Reflections on PVO\NGO\NRMS Project/Plans for the Future in Cameroon. A Paper presented at the PVO-NGO\NRMS Planing (sic) meeting in Uganda, October 1991.

Otto, Jonathan with K. Talbott and Betsy Bassan et alia. Natural Resource Management Support (NRMS) Project: Final Report on Support to PVO/NGOs in Natural Resource Management in SubSaharan Africa. The International Institute for Environment and Development/North America (IIED/N.A.) under a Cooperative Agreement No. LAC-5517-A-00-5077-00, Amendment 11, with AID. July 1988.

Private Voluntary Organisation-Non Government Organisation/Natural Resource Management Support Project in Uganda (PVO-NGO/NRMS Uganda). Explanation Sheet for Project Proposal Submission Procedures, 1st April 1990.

Projet ONG/Gestion des Ressources Naturelles du Mali. Plan d'Action et Criteres de Selection des Projets. [1990]

Projet ONG-GRN/Mali: Rapport d'Activities, Mai 91-Aout 91.

Projet NRMS [Cameroon]. Reglement du Fonctionnement du Conseil de Travail [1990?].

Projet PVO-NGO/NRMS[Cameroon]: Presentation des Projets au PVO-NGO/NRMS en vue de Leurs Financement.

Project Paper, Natural Resources Management Support, Project Number 698-0467, July 1987.

Protocole d'Entente Provisoire, impliquant le PVO-NGO/NRM., le CCA/ONG, et CARE-Mali. [1990?]

[PVO-NGO/NRMS Project], Annual Work Plan for the Period: July 21, 1989-July 20, 1990. [EIL, submitted to USAID/AFR/TR: 20 December 1989.]

PVO-NGO/NRMS Project, First and Second Quarterly Report, July 21, 1989-December 31, 1989.

PVO-NGO/NRMS Project, Third and Fourth Quarterly Report, January 1-June 30, 1990.

PVO-NGO/NRMS Project. Report on Fifth and Sixth Quarters. July 1-December 31, 1990.

✓ **PVO-NGO/NRMS PROJECT: A USAID/AFR/TR Funded Project managed by a consortium including: The Experiment in International Living; CARE; World Wildlife**

Fund.

PVO-NGO/NRMS Cameroon Newsletter, (A quarterly Newsletter produced by the NRMS-Project), No. 1 (June 1991), and No. 2 (September 1991).

Rapport Annuel: Delegation Regionale AFVP Cameroon, 1990.

Regnier-Vigouroux, Agnes et Pierre. Lutte contre l'erosion et conservation des sols: Presentation du Projet. Association Languedocienne d'Aide au Developpement (A.L.A.D.), 26 Octobre 1990.

Rwenzori Mountaineering Services. Aims and Objectives.

Tanjong, Enoh et alia. USAID/PVO-NGO/NRMS NATURAL RESOURCES MANAGEMENT ASSESSMENT: A final Report on PVO-NGO institutional assessment of Cameroon Natural Resources Management to USAID/Cameroon, September 1991.

Technical/Financial Proposal: PVO-NGO/NRMS II: Africa Natural Resources Management Support Project. Number 698-0467. The Experiment in International Living/CARE/World Wildlife, 6 May 1991.

Tilford, Kathy & Douglas Steinberg. NGO Integration into the "Amenagement de Terroir." PVO Co-financing Project, Lead PVO--Natural Resources Management Project Submission. CARE/Mali, August 1991.

Weber, Fred. The NRM Framework: What it is, What it does, and How it works with an Example from the Field. Washington: AID/AFR/TR/ANR and WRI, 1991.

ANNEX D

OBSERVATIONS OF TECHNICAL ACTIVITIES

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 488-5340 or 293-1178
Fax: (202) 331-8202
ITT Telex: 1440381 CHNC UT**

- 79

ANNEX D
OBSERVATIONS OF TECHNICAL ACTIVITIES

These observations are based on field visits to sites of NGO activities. Many activities were not available due to the unsettled nature of national politics caused by the sweep of democratization currently seen on the continent. Visits were not possible in Madagascar, very limited in Cameroon, and restricted to the Bamako area in Mali. Travel was unrestricted in Uganda; therefore most of the observations are from that country.

UGANDA

Mburo National Park: Biodiversity Conservation

There is a problem with incursion by massive numbers of Ankole cattle and lack of political will to enforce boundaries. The problem is sociopolitical and not technical at this point. The first step is for the government to decide to exclude cattle. Some actions were seen in an attempt to increase the tourism value through infrastructural improvements. The park is overshadowed by other larger and more spectacular wildlife parks in Uganda.

Border strategies of educational programs for the herders seem rather weak, as the dry-season fodder and the water are almost exclusively within park boundaries and there is nothing to offer in return for voluntary compliance. This is a basket-case park unless international conservation NGOs become interested enough to arrange some type of compensation to the herders not to herd. The project may be able to do some community conservation education work with the herders and promote dialogue if interested parties can be found.

Women's Association, Kawoko Kikaawa Village: Agroforestry Soil and Moisture Improvement

This is an enthusiastic, well-trained, and well-organized group with access to technical expertise through Uganda Forest Department agents. Members are trained in project-sponsored workshops in agroforestry and management.

At the demonstration plot on the farm manager's field, there had been collective work on contour ditching with elephant grass establishment on the berm for mulch material. Contour hedge rows of leaucena had also been established. The cultivation, mulching, and ditching had increased the soil moisture and organic content, resulting in a dramatic change. The group was highly satisfied with the results. The leaucena was given credit for much of the improvement but the effects of this practice will not be seen for 3-5 years. The effect seen was mostly from increased soil moisture.

The eucalyptus plantation had recently been established with most of the trees at a height of two meters. The group lost two members to snake bite while clearing the area, so they were not enthusiastic about the site. The site is in a stream bottom so the trees should do quite well. Some local problems were observed from planting a termite-susceptible species next to termite mounds. The level of technical support appears excellent and the practices are appropriate and well carried out.

Kalimbe Mines: WWF NRM School Education Project

The technique observed was contour vegetative bands using grass strips on hillside farms. This technique was traditional in the area and is being revived. Leuceana hedge rows might work here and would add more nitrogen to the mulch.

Rwenzori National Park: Biodiversity

An NGO is a major actor in establishment and access control of this park. Provision of trails, shelters, and guides promotes mountain tourism, which makes this area much more valuable as a park than any other land use.

Kibali Forest Research Station: Makerere University Biodiversity

A very rigid conservation organization is having to acknowledge other demands on the forest. This is again a sociopolitical problem. Some technical work is being done with the border farmers, but it was not observed, as everyone was tied up in political meetings.

There appears to be sufficient technical knowledge and support to supply NGO needs in Uganda. The Uganda Forestry Association has seen their role as providing the technical support needed by other NGOs and to oversee the technical correctness of on-the-ground activities.

CAMEROON

Maroua: NGO's In Extreme Northern Region

No field visits were made, but the technical expertise of CARE, Association Bois de Feu, French, Dutch, and Canadian volunteer organizations is usually very high.

Mbalmayo CERFAP Environmental Awareness Through Rural Development Projects

I met with Mme. Linwan, a graduate agronomist and the local farm manager. Their approach was to extend proven techniques and proven varieties to the farmers.

The project coordinator for Cameroon has an M.S. in forestry from Yale, and is highly qualified to provide technical support for community forestry activities.

MALI

The project coordinator for Mali has an M.S. from Arizona in forestry/watershed management, and is highly qualified to provide NRM technical assistance.

Soke Village Women's Gardening Association: "Rent a Fence"

This is an innovative project to expand the productive season of the women's garden by establishment of a *Jatrophia curcas* live fence just inside a woven-wire fence which was purchased by CCA/ONG and rented for three years to the women's association. Follow-up by the NGO grantees of GRAT/Africare needs to be improved. Some of the women did not understand the temporary nature of the wire fence and grubbed out the live fence for more space and less competition. Closer supervision by the Africare extension agent would solve the problem.

Senkoro Agroforestry Nursery

The forester in charge is paid by CCA/ONG to provide full-time technical support. The nursery looked good and is proceeding well.

Kabalabougou Antierosion ALAD/FIESSA

The project was stream-bed modification to prevent washing out of the village dispensary. Although the project was an emergency measure, the technique of weaving, placement and filling of *gabions* was done by the villagers with technical assistance from NGOs and a civil engineer. The loss of hillside vegetation was recognized as the root cause of the problem. Although the village has no control over the slopes, this is being addressed by environmental education of neighbors.

CONCLUSION

The amount of field activities observed was limited, but the level of technical competence seen in those field activities visited was exceptional. NGOs can access technical expertise locally when needed and are able to carry out technically sound activities.

ANNEX E

**TENTATIVE AGENDA FOR UGANDA MEETING AND FIELD TRIP
AND LISTING OF MEETING PARTICIPANTS**

CHEMONICS

**2000 M. St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 462-5340 or 202-1178
Fax: (202) 331-2202
ITT Telex: 1440361 CHNC UT**

83

TENTATIVE AGENDA FOR UGANDA MEETING AND FIELD TRIP

OCTOBER 28 - NOVEMBER 7, 1991

OCTOBER 28

- 0900 Welcoming Remarks: Susan Mubbala
Introductory remarks:
GOU Representative (Henry Aryamanya-Mugisha)
USAID Representative (Deputy Director Steve Ryner
or Gary Bayer or Rob Clausen)
- 0930 Morning Session (facilitated by Michael Brown)
Introduction of all participants in the meeting
Review of agenda and proposed style for the five
days of meeting and subsequent week of field trip
Questions/modification of agenda (if needed.)
- 0945 Project overview and Contextual Presentations
The evolution of PVO-NGO/NRMS from Concept to Start-up
to the Present (Remko Vonk)
- 1000 Question & Answer
- 1015 Coffee Break
- 1045 Focal Country Presentations
The Evolution and Status of PVO-NGO/NRMS/UGANDA (Susan
Mubbala)
Question & Answer
- 1145 Lunch Break
- 1330 The Evolution and Status of PVO-NGO/NRMS/MADAGASCAR
(Lucien Maksim)
Question & Answer
- 1430 The Evolution and Status of PVO-NGO/NRMS/CAMEROON (Ada
Ndesso-Atanga)
Question & Answer
- 1530 Coffee Break

1600 The Evolution and Status of PVO-NGO/NRMS/MALI (Jean Dakouo)
Question & Answer

1700 Identification of Similarities and Differences Between Country Programs or Approaches: A First Synthesis (Facilitated by Ira Amstadter)

1800 Close of Session

1830 Reception

Evening Free

OCTOBER 29: UGANDA COUNTRY WORKING GROUP MEETING
Facilitated by Henry Kizito Musoke

0800 Discussion and Establishment of Criteria for observing/Analyzing the Uganda CWG Meeting (participants from outside of Uganda)

0900 Morning Session Facilitated by Henry Kizito

0905 Opening of CWG Meeting: Introductory Remarks by Susan Mubbala

Introduction of all Participants in the meeting

0920 The Status of PVOs, NGOs, and Natural Resources Management as Seen from a USAID Mission (Gary Bayer or Rob Clausen)

0935 Highlight on the evaluation of PVO-NGO/NRMS Uganda

1045 Break Tea

1100 Open Discussion

1400 Close Session

1430 Lunch

OCTOBER 30

- 0830 Overview of Regional and Special Situations Funds: Rationale and Links to the Focal Country Programs (Michael Brown)
- 0900 Question & Answer
- 0930 Synthesis of What the Project Has Accomplished from 1989-1991: Strengths and Weakness (Group Discussion facilitated by Remko Vonk)
- 1000 Coffee Break
- 1030 Continuation of Synthesis Session: Consensus (or not) on Strengths and Weaknesses
- 1100 PVO-NGO/NRMS Through March 1993: Continuities and Changes (Bonnie Ricci)
- 1115 Question & Answer
- 1130 Focal Country Visions of the Future: What should Be the Role of the Management Consortium? Where Are Each of the Country Consortia Going? What is Needed to Get the Respective Consortia to Where They Hope to Go?
PVO-NGO/NRMS/UGANDA (a CLA Designate: 15 minutes)
- 1145 PVO-NGO/NRMS/MADAGASCAR (Violette Rabakorivelo: 30 minutes with translation)
- 1215 Question & Answer
- 1230 Lunch Break
- 1400 Focal Country Visions of the Future continued:
PVO-NGO/NRMS/CAMEROON (Enoh Tanjong: 15 minutes)
- 1415 PVO-NGO/NRMS/MALI (Seydou Thera: 30 minutes with translation)
- 1445 Question & Answer
- 1500 Open Discussion: Can we Reach Consensus on Where We Are, Where We Should Be Going, and How We Should Get There? (facilitated by Michael Brown)
- 1600 Close of Session

2030 Screening of Video: Buffer Zone Management in Africa Workshop, held at Mweya Lodge, October 1990

OCTOBER 31: PVO-NGO/NRMS PHASE II

0830 The Phase II Mandate: Should There Be the Same Emphasis on Capability Building or Should Emphasis Shift More Towards Micro-Projets? (10 minute presentation by each country)

0915 Discussion

0945 Group Brainstorming: What the role of PVO-NGO/NRMS Could Be in Africa or Other Regions of the World in a Phase III? (facilitated by Susan Mubbala and Jean Dakouo)

Discussion Questions:

- What Should Be the Mandate and Objectives?
- How Should It Be Structured?
- How Should It Resemble or Differ From the Existing Project?
- Is There Justification For Maintaining PVO-NGO/NRMS as a Regional Program?
- Should NRM be approached by USAID on a bilateral Mission to Country Basis Primarily, Exclusively, 1/2 and 1/2?

1015 Coffee Break

1030 Recommendations for Proceeding During Phase II to Promote Program Sustainability in the Four Countries While Potentially Undertaking "Pre-catalytic Activities" in Other Countries (facilitated by each Country Coordinator - 3 minutes for each country)

1230 Lunch

1400 Small Group Discussion Session: Reasons for and Possible Ways to Strengthen Networking During Phase II?

Country Coordinators (CC) group facilitated by Remko Vonk.

1015 Coffee Break

1030 Recommendations for Proceeding During Phase II to Promote Program Sustainability in the Four Countries While Potentially Undertaking "Pre-catalytic Activities" in Other Countries (facilitated by each Country Coordinator - 30 minutes for each country)

1230 Lunch

- 1400 Small Group Discussion Session: Reason for and Possible Ways to Strengthen Networking During Phase II?
- Country Coordinators (CC) group facilitated by Remko Vonk.
- Country Lead Agency (CLA) Representatives group facilitated by Ira Amstadter
- (other participants join groups as desired)
- 1530 Group Presentations
- Country Coordinators (15 minutes)
CLA Representatives (15 minutes)
- 1600 Coffee Break
- SUBSTANTIVE ISSUES OF CONCERN: NUTS AND BOLTS**
- 1630 Financial Reporting and Changes in Reporting Requirements (Bonnie Ricci)
- 1645 Question & Answer
- 1700 Possible Strategies for Leveraging Other Funding Sources or Generating Income for Sustaining NGO Activities in NRM (Remko Vonk)
- 1715 Discussion
- 1730 The Issue of Lack of Project Vehicles and Equipment as Constraints to Project Activities: The Existing Situation in Two Countries
- Cameroon: Ada Ndesso-Atanga (10- minutes)
- 1740 Mali: Jean Dakouo (10 minutes)
- 1750 Question & Answer (facilitated by Michael Brown)
- 1800 Close of Session

25

NOVEMBER 1

- 0830 Individual Sessions Between Management Consortium Members and CCs/CLA Representatives: One to One Discussion of Whatever Topics Arise (people rotate as they wish)
- 0945 Coffee Break
- 1015 Identification of Any Specific Actions to Be Taken
View from the Management Consortium (Bonnie Ricci)
- 1025 Views from Each Country (10 minutes each)
- 1105 Discussion
- 1115 Breakup into Small Groups by Country, with CCs and CLA
- 1200 Lunch
- 1330 Each Country Presents Changes/Issues Requiring Resolution:
10 minutes each
- 1410 Wrap-up Theme: In What Way Have We Advanced Since Monday?
(each CLA Representative has 10 minutes)
- 1450 Views from the Management Consortium
- 1520 Meeting Closure (Susan Mubbala)
- 1530 Meeting Adjournment

November 2 - 7

Field Trip

89

MAJOR PARTICIPANTS AT PVO-NGO/NRMS MEETING IN UGANDA

FOCAL COUNTRY REPRESENTATIVES:

Mr. Jean Dakouo, Country Coordinator
Mr. Seydou Thera, CLA rep
Projet ONG/GRN/MALI

Mrs. Ada Ndeso-Atanga, Country Coordinator
Mr. Enoh Tanjong, CLA rep
PVO-NGO/NRMS/CAMEROON Project

Mrs. Violette Rabakoarivelo, Associate Treasurer
Mr. Lucien Maksim, Associate Secretary General
Mr. Jean Pierre Rakoto, CLA rep
representatives from COMODE, Madagascar

Mrs. Susan Mubbala, Country Coordinator
PVO-NGO/NRMS/UGANDA Project

MANAGEMENT CONSORTIUM MEMBERS:

Ms. Bonnie Ricci
Director, Development Management
EIL - Projects in International Development (PIDT)

Mr. Ira Amstadter
Program Officer, Madagascar
World Wildlife Fund

Mr. Remko Vonk
Director, Agriculture & Natural Resources
CARE

Mr. Michael Brown
Project Director, PVO-NGO/NRMS Project

OBSERVER:

Irene Kamou
World Wildlife Fund - East Africa

ANNEX F

**PVO-NGO/NRMS PROJECT PROPOSAL FORM AND
SUBMISSION PROCEDURES AND RECOMMENDATION FORM**

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 466-5340 or 293-1176
Fax: (202) 331-2202
ITT Telex: 1440381 CHNC UT**

91'

PVO-NGO/NRMS PROJECT
SUBMISSION OF PROPOSALS TO PVO-NGO/NRMS FOR FUNDING

PVO-NGO/NRMS is receiving more and more requests for project funding. In order to minimise administrative time and cost, PVO-NGO/NRMS has decided that only those projects which meet the criteria described below will be reviewed and considered for support. This review will result in a recommendation that the project be (1) accepted for funding (2) accepted for funding subject to specified changes in project and/or budget, or (3) rejected.

Originators of project proposals should complete the attached form. The text should be typewritten and the material presented so that the project can be assessed on the basis of what is written on the form.

GOALS AND FUNCTIONS OF NRMS

The goal of PVO-NGO/NRMS is to increase socio-economic growth and improve the quality of life for the peoples of Africa by :

1. Developing and implementing NGO strategies for innovative and sustainable natural resource management activities.

The focus is on three types of services and activities :

- a) training
 - b) technical assistance
 - c) information support.
2. Providing programmatic coordination among NGOs in natural resource management and supporting the work of field NGOs in implementing natural resource management strategies and assessing impacts.

NRMS assists NGOs to :

- a) form, develop and strengthen management capacity
- b) conceptualize priority natural resource management activities
- c) design those activities
- d) implement, monitor and evaluate those activities.

NOTE :

- Capital investment programs are outside the scope of PVO-NGO/NRMS activity, and PVO-NGO/NRMS is unable to help finance the operating and administrative costs of applicant NGOs.

- Deadline for submission of proposals is three weeks before the next Country Working Group meeting. This information can be obtained from PVO-NGO/NRMS office in Yaounde

- NGOs, Local Organizations and Voluntary Organizations submitting project proposals for funding must have been operating for at least one year and have had at least one major achievement in its area.

REQUEST FOR FUNDING

I. PROJECT SUMMARY

1. Title of Project:
2. Name and address of organization requesting funds:
3. Date of establishment of requesting organization
4. Number of members of requesting organization:
5. Project period and starting date:
6. Total project budget:
7. Funds requested from PVO-NGO/NRMS.
8. Abstract : Brief objectives, justification, expected results and intended follow-up, how do the goals meet the NRMS objectives listed on the previous page? Please do not exceed space provided.

Date Received :

Project Number:

For PVO-NGO/NRMS use only.

Background and Justification (continued)

II. PROJECT DESCRIPTION

1. **Objective:** (What is the project going to achieve)

2. **Background and justification:** (State the background and the problem why it is important to carry out the project, justify the need for quantities and type of equipment and materials).

3. **Activities and Timetable :** (Describe activities, who does what, when will activities start and when are they expected to be completed: provide a timetable).

4. Outputs : (Specify what result will be available after completion of project and when. How will outputs be used and by whom? If outputs are trained personnel, specify who they are and how many; for publication state number of pages and copies and to whom they will be distributed.)

5. Expected follow-up:

PRIVATE VOLUNTARY ORGANISATION - NON GOVERNMENT ORGANISATION/NATURAL

RESOURCE MANAGEMENT SUPPORT PROJECT IN UGANDA
(PVO - NGO/NRMS UGANDA)

EXPLANATION SHEET FOR PROJECT PROPOSAL SUBMISSION PROCEDURES
1ST APRIL, 1990:

PVO-NGO/NRMS/Uganda is pleased to provide you with information concerning our proposal submission procedures and selection criteria. The attached Form A below will provide our selection committee of 6 including the PVO-NGO/NRMS/Uganda Country Coordinator, EIL Representative, PVOP, UWTPM, JEEP and UFA Representatives -----with basic information about your NGO here in Uganda.

Form B is a guideline which you should adhere to as closely as possible in preparing your proposal submission to our project. You should not fill in the information requested to the Sheets provided, but should rather, provide all the information in your proposal. This proposal should not exceed 10 double spaced pages. Please follow the headings indicated in Roman numerals I-VI on Form B in organising your proposal.

The first meeting for selection of proposals for funding will be six weeks after our Country Working Group Meeting tentatively scheduled for the second week in April. At this time no more than 33% of the available funds for project activities will be obligated to NGOs. Four months later, a second selection meeting will be convened for obligation of a second third of the funds. Finally in March 1991, the remaining funds will potentially be obligated.

It should be made clear however, that proposals will only receive funding if they respond well to the criteria established in our guideline. We indicate in our guideline the grading system we will use in our selection process. Thus, if we have requests for proposals which far exceeds our finding capacity, we will nevertheless not obligate funds unless the proposals are considered worthwhile by the selection committee, per the guideline criteria in Form B.

You also should note how much emphasis the selection committee will place on the different criteria. This emphasis is expressed by the point system we have established. To be considered for funding, a proposal must receive a minimum of 65 points from at least four of the selection committee members.

If the surpassing 65 points in this first round of selection that have cumulative budgets which proposals exceed 33% of total available country program funds, all these proposals will be ranked with the top proposals funded in Round 1 up to the 33% cap. The other proposals surpassing the 65 point threshold will be re-evaluated in Round 2, in the context of all the proposals received at that time. The reason for this procedure is to enable all potential submittants to have an equal chance in getting proposals in for review.

PRIVATE VOLUNTARY ORGANISATION - NON GOVERNMENT
ORGANIZATIONS/NATURAL RESOURCE MANAGEMENT SUPPORT PROJECT
IN UGANDA
(PVO-NGO/NRMS/UGANDA)

PROPOSAL COVER SHEET

- I. 1. NAME OF ORGANISATION:
2. LOCATION:
ADDRESS
PLOT NO. (If any)
SKETCH LOCATION MAP (Attach)
TELEPHONE
CONTACT ADDRESS IN KAMPALA
3. INDICATE PROGRAM AREAS AND PROJECT BY TITLE
(E.G. HEALTH, AIDS EDUCATION PROJECT ETC.)
4. VALUE OF TOTAL PROJECT BUDGET IN 1990 BY PROGRAM AREA.
5. AMOUNT REQUESTED FOR, FROM PVO/NRMS
6. DURATION OF ACTIVITY(IES) FOR WHICH FUNDING IS
REQUESTED.
- II. 1. RELEVANT CONTACT PEOPLE IN YOUR ORGANISATION
(I.E. P.I.T)
(INDICATE POSITION)
2. PERSON RESPONSIBLE FOR IMPLEMENTING PROPOSAL ACTIVITY.
- III. NAME AND SIGNATURE OF PROPOSAL SUBMITTANT

TITLE:..... F-7 ..DATE:

98

FORM B

PVO - NGO/NRMS/UGANDA

PROPOSAL GUIDELINE FOR PVOS AND NGOS SEEKING PROJECT FUNDING:

BACKGROUND OF THE ORGANISATION(S) SUBMITTING THE PROPOSAL

I. Briefly describe the following.

- a) Why this project is necessary in your area.
- b) Experience of your organisation in project implementation in similar or complementary areas (1 para)
- c) What do you believe will be the economic and social benefits of this project (i.e. identify the intended beneficiaries). (1 para*)
- d) Funding sources and financial reporting procedures used in your other projects. (e.g. USAID, Quarterly financial reports, PVOP e.t.c)

II GENERAL INFORMATION ABOUT THE PROJECT (5 Points)

1. Objectives of the activity(ies) (1 para).
2. Summary of activity(ies) for which funding is requested (1-2 paras)
3. Describe how the proposed activity fits in with other Project activities in your organisation (1-2 paras)
4. Who is the target group of the proposed activity(ies) (NGOs, Community, Project e.t.c)
5. How will you accomplish your objectives (1 para)
6. Briefly show how your proposed activity(ies) is/are related to Natural Resource Management and the PVO-NGO/NRMS Project (1 para).
7. What other NGO's will be involved in this activity. (1 para).

*Para refer to paragraph (paragraph means 15 lines or less).

III. TECHNICAL EVALUATION CRITERIA:

a. Creation of broader awareness (7 points)

How does the proposed activity serve to promote broader awareness of NRM issues?

b. Enhanced technical capabilities (6 points)

How does the proposed activity serve to enhance the technical capabilities in NRM of participating organizations/

c. Institution building/sustainability (7 Points)

How does the proposed activity(ies) serve to strengthen institutional capacities of your organisation in NRM so that NRM initiatives may be expected to continue beyond the ELP?

d. Building on existing programs (8 points)

What resources can be used for this project which are already available in your organisation.

e. Multiplier/spread effect: (8 points)

Will the proposed activity have a significant multiplier or spread effect? If so, how?

f. Priority NRMS themes as identified by Country Working Group (CWG); (3 points)

Does the proposed activity reflect on the priority NRMS themes as established through the consensus of the CWG? State the theme(s) under which the activity(ies) is/are identified.

g. Feasibility of the activity: (7 points)

Does the proposal reflect appropriate consideration of technical feasibility (Explain how feasible the activity(ies) actually is.)

h. Collaboration between indigenous NGOs and PVOs: (6 points)

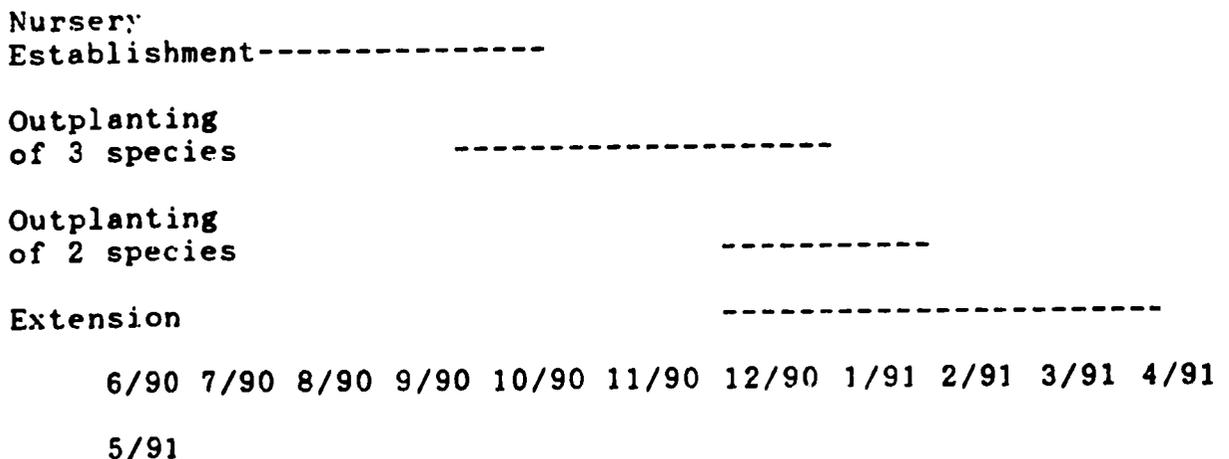
Does the proposed activity develop collaboration between NGOs and PVOs in a manner likely to promote NRM on a wider basis than at present? Which and How? (Specify)

IV. PROPOSED IMPLEMENTATION SCHEDULE (8 points)

1. Indicate in words and/or graphically when the proposed activity will take place, breaking the activity down into its components.

Simplified Example: Indigenous Tree Planting Activity

June 1990 - September 1990	Nursery establishment and seed propagation of 5 indigenous species.
September 1990 - January 1991	Outplanting of 3 of the 5 indigenous species in 3 communities in different agro ecological zones.
January 1991 - March 1991	Outplanting of the remaining 2 species in the 3 communities.
January 1991 - May 1991	Extension support to 3 of the 5 communities.



V. 1. MONITORING AND EVALUATION (M&E) 10 Points)

Every project requires a slightly different approach to monitoring and evaluation. Projects of very short duration -- one week workshops for example -- will not be monitored and evaluated in the same way as 2 year projects with multiple component activities.

2. Indicate how and how often you will monitor and evaluate your proposed project. Will this be self-monitored? Will you require the assistance of outside expertise? What indicators will you be monitoring so that a proper evaluation of the impact of your project can be made? Have you accounted in your budget for

3. During evaluation, what will be the indicators which you will consider for judging your project a success or failure?

VI. PROPOSED BUDGET (15 Points)

Please provide a detailed line item budget for the following under 8 categories:

	<u>Unit cost/Quantity</u>	<u>Total</u>
1. Materials & Equipment		
2. Office Supplies		
3. Administrative costs		
4. Other labor/consultation costs		
5. Transportation		
6. Lodging/per diem		
7. Communications		
8. Other		

Under each category, itemize in as much detail as necessary;
For instance:

1. Materials and equipment

10 hoes	@	2,000	U.Shs.20,000
359 kg. sacks of seed	@	5,000	" 15,000

102-

VI.B SUMMARY COSTS PER BUDGET CATEGORY

ITEM	Own Contribution	PVO-NGO/NRMS	Other Donor	TOTAL
1. Materials and Equipment				
2. Office Supplies				
3. Administ. Costs (Allowances to field staff) Other labor costs				
4. Consulting costs				
5. Transportation costs				
6. Lodging/Per-deim				
7. Communication				
8. Other				
Contingency 10%				
TOTAL				

VI.C QUARTERLY DISBURSEMENT SCHEDULE REQUESTED OF PVO-NGO/NRMS
(Indicate amounts in boxes for each line item if possible)

1.									
2.									
3.									
4.									
5.									
6.									
7.									
8.									
	1	2	3	4	1	2	3	4	
	1990 Quarters				1991 Quarters				

104



PVO-NGO/NRMS PROJECT

**PVO - NGO/NRMS PROJECT
B. P. 422
YAOUNDE
CAMEROON**

11 OCT. 1991

***Private Voluntary Organizations and Non-Governmental Organizations
in Natural Resources Management***

RECOMMENDATION IN RESPECT OF YOUR REQUEST FOR FUNDING

Dear Sir/Madam,

The NRMS Project Review Committee met on 17 - 9 - 91 to review project proposals, submitted to PVO-NGO/NRMS/CAMEROON for funding. Listed below are the recommendations as concerns your organization.

Name and Address of Organization requesting funds :

DETMAC ASSOCIATES

P.O. Box 383 Buea

South West Province

Title of Project :

Identification and cultivation of local indigenous edible and medicinal plants in the South West Province.

Date of submission of the application: 10/6/91

Recommendation of the Project Review Committee concerning the above referenced project proposal.

Accepted for funding

Accepted for funding subject to specified changes in the project and/or budget

Rejected

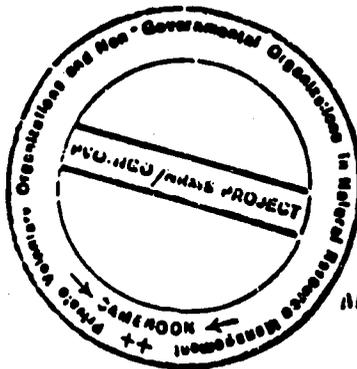
Comments :

NRMS does not finance field activities (except pilot activities). Secondly, there is already a project in Mudemba, the results of which should first of all be known. Besides, the duration of the project (5 months) is too short.

The following information and/or documents are required for further review:

The Project Review committee advises you to :

Contact other organizations for collaboration to cover a much longer period.
The criteria for review of funding proposals submitted to PVO-NGO/NRMS is enclosed to help you in re-designing your proposals.




Mrs. Ndege Atanga Adams
Coordinator
PVO-NGO/NRMS PROJECT

FOR THE PROJECT REVIEW COMMITTEE

ANNEX G

**FINAL REPORT ON PVO-NGO INSTITUTIONAL ASSESSMENT
OF CAMEROON NATURAL RESOURCES MANAGEMENT**

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 466-5340 or 293-1176
Fax: (202) 331-2202
ITT Telex: 1440361 CHNC UT**

107

USAID/PVO-NGO/NRMS NATURAL RESOURCES MANAGEMENT ASSESSMENT.

Enoh Tanjong

Judith Collins, Michael Brown and Ndeso-Atanga Ada

PVO-NGO\NRMS Project Cameroon.

**A final Report on PVO-NGO institutional assessment of Cameroon
Natural Resources Management to USAID\Cameroon.**

September 1991

Table of contents

	P a g e
Introduction	1 - 4
Legislative and Policy Context of PVO-NGO\NRMS	4 - 7
PVO-NGO\NRMS Cameroon Project	8 - 13
Opportunities and Constraints for NGOs in NRM	13 - 16
Recommendations	17

USAID/PVO-NGO/NRMS NATURAL RESOURCE MANAGEMENT ASSESSMENT PROJECT.

Introduction

In this section of the assessment we discuss the activities of Non-governmental organizations (NGOs) in natural resources management (NRM) in Cameroon. We also consider the policy and legislative environment in which NGOs operate. We argue that while the context is evolving positively for NGOs in Cameroon, donors such as USAID can promote activities which will enable the full gamut of NGOs operating in Cameroon to impact more significantly on an even wider scale.

Before in depth analysis is embarked upon, we need to have a basic understanding of the concept of Non-Governmental Organizations (NGOs) within the Cameroonian context. For simplicity and succinct understanding four categories of NGOs operate in Cameroon:

1. International NGOs
2. Indigenous NGOs
3. Rural Associations
4. Village organizations

In most instances in Cameroon, discussions about NGOs have often centred around these categories though the tendency has been to readily cross between levels in discussions and analysis. We want to avoid this pitfall by attempting in every instance to be as clear as possible which category of NGOs we are discussing. Data on each of the four categories of NGOs and their activities across three geo-ecological zones are provided for clarification.

NGOs working in Cameroon be they international, indigenous, rural or village based share as a common objective, a concern for the development of efficient approaches for the management of Cameroon's natural resources. Different approaches have been experimented with and are continually being refined in: agroforestry, soil and water conservation, Improved soil fertility, reforestation, parks development, buffer zone management, land tenure, fuel wood/charcoal production and human resources development activities. The approaches are the products of particular perceptions of needs and opportunities, available financing, available technical expertise and particular institutional structures.

INTERNATIONAL NGOs:

There are currently twelve International NGOs operating in Cameroon : CARE, World Wildlife Fund (WWF), Catholic Relief Service (CRS), Association Bois de Feu (ABF), Institut Africain pour le Développement Economique et Social (INADES), Comité Diocésain de Développement (CDD), Union des Eglise Baptistes du Cameroun (UEBC), Save The Children Federation (SCF), HELVETAS, Rural Training Centre (RTC Mfonta), Heifer Project International (HPI) and International Council for Bird Preservation (ICBP). These organizations work on all of the activities and approaches noted above. Of the international NGOs, CRS has the longest track record in Cameroon, working on diverse activities. CARE works in two provinces: Far North and East, on projects in agroforestry, water and reforestation. WWF has concentrated on parks development\conservation and bio-diversity through buffer zone management notably in the Southwest province through the Korup National Park Project.

ABF is researching the problem of firewood in the Northern part of Cameroon. Meanwhile, HPI is focusing on livestock development in the Tropical Highlands of the country.

The last fifteen years have seen expansion of International NGOs programs in Cameroon. At the same time, the actual number of international NGOs working in Cameroon has remained relatively constant.

Voluntary organizations also support natural resources management activities in Cameroon. The Association Française de Volontaires de Progrès (AFVP), German Volunteer Service, Peace Corps, L'Association Neerlandaises d'Assistance au Développement (SNV), Organisation Canadienne pour la Solidarité et le Développement (OCSN) are very active in the field. Some Voluntary organizations like the Peace Corps, which have not been involved in natural resources management activities in the past are beginning to undertake natural resources management activities in Cameroon.

INDIGENOUS NGOS:

Indigenous NGOs refers to organizations that have a near hundred percent Cameroonian membership and which render services to other types of rural organizations in Cameroon. Some of these indigenous NGOs have the ability to solicit funding from both national and international sources. During the last two years there has been a steady growth in the number of indigenous NGOs in Cameroon particularly in the Southern part of the country.

There are about twenty five indigenous NGOs in Cameroon today working on different aspects of natural resources management. Part of this growth may be attributed to the gradual decline of government domination of all development related activities in rural Cameroon, particularly through the numerous parastatal development agencies. Rural people have become increasingly skeptical of the output and ability of GOs to deliver services to rural populations which address both basic needs together with long term resource management issues. Other reasons for diminution of governmental activities in rural Cameroon include : the current economic crisis in which the government is no longer financially able to support its very institutions; parallel changes in government attitude to NGOs, with increasing responsabilization of the international aid structure from government assistance to assistance with NGOs, and political liberalization which has created the context for assumption of greater initiative and creativity by NGOs, both international and indigenous.

In comparison to international NGOs, however the indigenous NGOs often lack competent, well trained manpower, though the few qualified persons tend to be dedicated and committed to the goals of their respective organizations. Indigenous NGOs have much to learn from international NGOs in technical areas of expertise, and in project management. The one definitive quality of indigenous NGOs is their resourcefulness and self-determination to promote equitable rural development in Cameroon. Financing however remains a major constraint for most indigenous NGOs to first strengthen their organization's capability to effectively deliver services to rural Cameroonians and to secure funding for undertaking specific development\NRM activities.

RURAL ASSOCIATIONS:

Rural Associations (RAs) refer to inter-village associations having as their main objective the provision of organizational structures and leadership which promote viable socioeconomic activities among villages sharing common values, traditions and goals.

There are approximately seven rural associations in the country today. We will argue that it is important that this category of NGOs be encouraged to develop, further rural associations form linkages between indigenous NGOs and village organizations working in the area of natural resources management and also such offer potentially viable development structures. International and Indigenous NGOs need strong rural associations in order to reach the grassroots. Rural associations thus have a potentially important role to play in NRM in Cameroon.

On the negative side, Rural associations still lack financing, developed managerial skills, diversified human resources, and well defined structure organizations. Since about 50% of Cameroon population is rural based, rural associations can potentially impact directly on the lives of many Cameroonians. These associations need strengthening if they are to make significant impact in natural resources management.

Final point about rural association is that most of the seven associations are mostly found in the Francophone region of Cameroon.

VILLAGE ORGANIZATIONS:

Village Organizations (VOs) constitute the most numerous category of NGOs formed by villagers in Cameroon. VOs are grassroots level organizations which are to address common problems and needs. Village organizations are reputed for being cohesive, and highly motivated.

Most VOs are found in the former Anglophone Cameroon than the Francophone Cameroon. Historically, community development activities had a strong foothold in Anglophone Cameroon. Hence, village organizations were encouraged and developed through community development agents in the Northwest and Southwest Provinces of Cameroon. For this reason, there appear today to be better organized VOs in the North-West and South-West Provinces (Anglophone region) and to an extent the West province, than in Francophone provinces (particularly the three Northern provinces : North, Adamawa and Far-North). Voluntary missionary organizations have been at the forefront of development activities in the Northern provinces. It appears to some extent that these have operated at the expense of both indigenous and rural organizations. As for the Centre, South, East and Littoral provinces, there is increasing evidence of active development of Village organizations.

The approach of government to development through GOs has over the years been, arguably, paternalistic and not overwhelmingly productive. Gradually, however, government is assuming a more realistic approach. Dependency on government for action is no longer feasible, from either financial or productive standpoint. Local Development Initiatives (LDI), undertaken by village organizations and rural associations, appear to be increasingly considered by government and donors alike as a means of cost - effectively addressing NRM and other development issues. At the same time, VOs are actively participating in the realization of NRM projects involving water delivery systems, tree planting and vegetable cultivation. VOs are undertaking projects with waiting for either government intervention or government approval.

As noted, village organizations are now undertaking development initiatives considered vital to the development and the survival of the villages without awaiting on government. Since many Cameroonians live in villages, the need to actually involve villagers in project design and implementation is crucial to the realization of these projects. While it would seem that VOs offer ideal means to resolve traditionally thorny participation issues, VOs are also susceptible to cooptation by rural elites. For this reason, any support of LDIs through VOs and RAs must be considered if equitable development is to take place.

Regarding NGOs of all categories, we suggest that the Cameroon government is beginning to recognize and must increasingly recognize the new dynamic role being played by all categories of NGOs in different areas of development particularly in natural resources management. The government should be encouraged to further adjust and review development strategies appropriate to Cameroon and create better environment and opportunities for both international and national NGOs to operate. Empirical data suggest there is a proliferation of Indigenous and village associations in Cameroon today. Ten years ago, only a handful of international NGOs operated in Cameroon. Today, there are between 12 and 15 International NGOs, about 8 Voluntary organizations, 100 Indigenous NGOs and 10 Rural associations and over 400 Village organizations involved in natural resources management and integrated rural development.

Much work remains to be done in the development of village organizations. Enthusiasm, and self-determination of rural people requires developed organizational structures, leadership and financial back-up if sustainable natural resources management through NGOs is to be achieved in Cameroon. VOs offer a promising alternative, albeit problematic, through which project funding might flow.

LEGISLATION AND POLICY CONTEXT OF NGOS

1967 Law on Right of Associations :

Formation of any kind of associations after Cameroon independence in 1960 was made complicated by legal niceties. The government grew increasingly suspicious of any association be it international, indigenous or local and as a result, enough guarantees were needed to assure government that associations and organizations did not assume any political character to threaten the political regime. This situation was the result of the difficult context from which the Cameroon nation was born. The government's concern was well expressed in the Law No. 67-LF-19 of the 12th June 1967 relating to the Right of Association (see appendix). The law clearly stated that for any association to exist in Cameroon, it must not only be declared by the interested members but also must be recognised and approved by government. This was meant to ensure not only compliance, but adequate assurance that government maintained supervisory control over the associations. Depoliticization of any associations was the major concern of government, regardless of any developmental objectives which the associations may have had.

The bureaucratic and legal demands of the 1967 law on associations made it difficult for young associations or organizations with limited manpower to receive government recognition and approval. Local associations had little or no skills to process applications for approval.

The centralized nature of Cameroonian one-party democracy also contributed to the passivity of potential organizations and the attendant difficulties in getting through the complicated law on Associations. The result was evident. International NGOs equipped with finance, managerial skills and qualified staff could accomplish the difficult follow-up exercise to receive legal recognition compared to indigenous, rural and village NGOs with limited staff, structures and finances.

Looking back on the last twenty five years, the legal environment cannot be described as conducive for the development of NGOs, considering the level of skills necessary for declaration and approval of associations. The average village organization was and is relatively unsophisticated and limited in administrative skills and manpower. Complicated legal and administrative procedures cannot be handled by associations with limited organizational structures.

Discussions during the assessment exercise with policymakers and top government officials suggest that there was no clear cut legal framework at independence governing the formation of NGOs per se and this is still the case to date in Cameroon. As a result, talking about NGOs and natural resources management in Cameroon historically has tended to imply a host of government structures and ministries: Agriculture, Mines and Energy, Tourism, Plan and Economic Development, Education and Territorial Administration.

The Ministry of Territorial Administration under which the 1967 law was implemented made no distinction between types of associations. Everyone was grouped under one category. At one point, different ministries concerned with different aspects of the natural resources enacted specific laws and regulations pertaining to specific issues and problems. The result was and still is the difficulty of coordinating various government ministries and their respective policies into a coherent whole.

Sometimes conflicting interests and policies have resulted in missed opportunities, confusion and stagnation. For instance, Cameroonians have yet to grasp the basic laws guiding forestry exploitation and how these laws fit the traditional systems.

According to law No. 18-13 of 27 November 1981 of forestry, wildlife and fisheries regulations, "forest products of all kinds found in communal forests, with the exception of produce from trees planted by private individuals or local councils, shall be the property of the state". While this law permits the collection by resource users of fruits, nuts and other forest produce through authorization by the competent authorities, problems in implementation by government agents, still remain rampant (see appendix).

The implementation of some of the provisions of these laws have generated a variety of problems for both resource users and NGOs. There has been an overwhelming demand for changes in the laws.

THE 1990 LAW OF FREEDOM OF ASSOCIATION

The effects of centralization over 25 years began in recent years to catch up with the bureaucratic structures of government. More demands for efficiency and active participation of the people in the development and management of their natural resources were made by cameroonian citizens, NGOs (national and international) along with donor community.

Waste and the inability of central government agencies to promote sustainable development also stimulated the desire for legislative changes. The global economic crisis and the inability of government to perform finally pushed the situation to to the point of change which the nation is now dramatically experiencing.

In effect, both endogenous and exogenous factors necessitated the demand for changes in the legal structure, as the latter could no longer meet the aspirations of the people. The disintegration of the Communist empire in The Soviet Union and Eastern Europe also contributed to the changes that are taking place in Cameroon (and the rest of Sub-Sahara Africa). The quest for increasing freedom expressed by the Cameroon people is the latest indicator one can point to of the magnitude of current changes taking place. The ultimate objective of changes from one party democracy to multi-party democracy is still very much an evolving cause and issue.

The launching of political parties in mid-1990 and the final submission to change from the one party rule to a multi-party democracy culminated in the promulgation of the new law in December 1990, Law No. 90053, on Freedom of Association (see appendix). This repealed the 1967 Law on the Right of Association. While the December 1990 law is perceived by the government to be more liberal than the 1967 law, NGOs consider this law inadequate as it does not sufficiently guarantee their legal existence.

The government argues that the new law has sufficiently eliminated the major obstacle for associations of having to get government approval before any association or organization can be formed.

Though NGOs still need both declaration and approval for their creation in the new law, however declaration is now a sufficient and not a necessary condition. That is, NGOs only need a declaration of intent to start an association functioning legally while awaiting for governmental approval just as a routine procedure.

It is still too early to draw conclusions about the effects of the new law on the emergence and development of NGOs in Cameroon. Suffice it to say that the law has altered requirement of satisfaction of two conditions as of 1967 - declaration of intent and government approval-- to declaration in 1990. This should minimize the amount of paper work required for the creation of associations and other categories of NGOs at all levels. Yet, the proclamation of a law is one thing, while its execution is another.

WEAKNESSES OF THE TWO LAWS:

Both the 1967 and 1990 laws have the major weakness of making no references to NGOs, both laws focus only on the formation of "cultural associations". As such, reactions by international and indigenous NGOs to the new law have been mixed. The new law, NGOs insist, does not clearly define a legal framework for the operation of NGOs in Cameroon. In the new law the concept of NGO is still not found. Furthermore, associating NGOs with the Ministry of Territorial Administration (which is perceived as the watch dog of government characterized by bureaucratic red tape) is considered inappropriate by NGOs active in the field.

Meanwhile, the newly created Federation of NGOs (COPAD) has proposed drafting of a new law specific to NGOs, which will guarantee a legal basis for the existence of all categories of NGOs in Cameroon. According to the current President of COPAD, a proposal on a new law guiding the operations of NGOs in Cameroon has been submitted to the government. Government reaction to the new proposal is awaited. The COPAD proposal emphasizes the need for government to provide NGOs with a legal status, specifically permitting provisions for accessing financing for projects from any source. Aside from the recent December law, there seems to be little change in actual behaviors of both NGOs and GOs in the field. Government agencies have yet to grasp the law. The impact of the law is yet to be felt in the field. Interviews and discussions with workers in the field reflect difficulties involved in implementing projects: lack of logistics, financing, bureaucratic red tape, incoherent policies and structures and no mechanisms for monitoring and follow up.

These problems aside, there is still reason to resist changes particularly by government agents since some of these agents (particularly forestry agents) used the old law to get personal gain at the expense of the community good. The new law has not addressed other Laws such as land tenure, parks development etc. in other areas of natural resources management that conflict with traditional norms.

Regarding forestry legislature, villagers cannot understand why government can own trees found on what traditionally is their own land whether naturally grown or planted by man. Villagers cannot understand why they cannot exploit these very trees. Villagers cannot also understand why foreign companies with approved permits to exploit timber from the ministries in Yaounde can invade their farmlands and chop down their trees without the accord and participation of the people who have nursed or been custodians of these trees for centuries.

We recommend continued support for the development of indigenous NGOs as a prerequisite for the mobilization of local populations in all aspects of NRM. Village groups and associations, all of which are directly affected by government policies must have input into decisions that affect their own lives through well structured rural organizations and associations.

NGO development is thus more important now than ever, given the ongoing decentralization process underway in the country. Well developed village organizations and associations could in the future be able to address the concerns and needs of rural Cameroonians provided they have good information and a supportive legislative context to work in.

The newly created PVO-NGO/NRMS regional countryworking group chapters centred on different geo-ecological zones are beginning to address some of these issues and needs.

PVO-NGO/NRMS CAMEROON PROJECT

The arrival of PVO-NGO/NRMS project in Cameroon is timely. Since its inception in 1989, the principal objective of PVO-NGO/NRMS has been to promote activities that enhance the institutional and technical capacities of NGOs in natural resources management in Cameroon (and three other african countries - Mali, Uganda and Madagascar). The project supports particular activities in (1) collaborative training (2) technical assistance and (3) information support for NGOs in natural resources management. To structure, prioritize and select specific activities, the following organizational structures were put in place in late 1989:

1. Country Working Group (CWG)
2. The Country Coordinator (CC)
3. Country Lead Agency (CLA)

Over the last two years each of these levels - CWG, CLA and CC have performed well in Cameroon and have considerably advanced the frequency of contact between NGOs, the quality of information available for NGOs, along with strengthening the capacity of NGOs to undertake NRM activities.

In this assessment, we will not be going into explicit detail on specific NGO activities involving capacity building in Cameroon which the PVO-NGO\NRM project has supported. We are however attaching special reports of workshop activities, annexes so that USAID\Cameroon can get a better sense of the type of capacity building excercises we feel are needed more than ever now in Cameroon.(Refer to Reports on (i) PRA Training Workshop; (ii) Training Workshop on Project Development; (iii) Preliminary workshop on Project Design; (iv) NRM Workshops in the 3 main geo-ecological zones of Cameroon).

YAOUNDE COUNTRY WORKING GROUP (CWG)

The CWG was the first structure put in place in September 1989 by PVO-NGO\NRMS Cameroon project to implement its objectives. The CWG was intended to recruit groups from across Cameroon. Overtime as we will discuss below, the situation has evolved to the point where a national CWG exists based out of Yaounde, with regional "chapters" regrouping NGOs from different geo-ecological zones. The key question facing the group at its inception was who was to constitute the CWG membership. After deliberations by international and national NGOs invited by PVO-NGO\NRMS to participate in a "start up" workshop, the consensus was to assemble a restrained membership of 15 NGOs for a start. Efficiency, consistency, effective management, availability and responsiveness were the basic considerations justifying a restrained membership at the initial stage. The long term goal of expansion and description of CWG responsibilities to regional chapters was prioritized from the outset.

The criteria for membership in the original CWG included: status as an international, indigenous, rural or village organization, a minimum of two years of existence with a membership of more than ten people (members were asked to provide comprehensive data on their organizations for verification), demonstration of activities in the field of natural resources management and; the CWG attempts to establish a balance between international, indigenous, rural and village NGOs within the CWG.

Regarding the specific modus operandi of the CWG, it was agreed that the CWG structure be as grassroots orientated as possible in order to maximize contact between NGOs operating at the grassroots level. The first task of CWG was to develop a global NRM plan of action during the first phase of the PVO-NGO/NRMS project. The CWG also has the responsibility to define and develop criteria for the funding of projects in Cameroon by PVO-NGO/NRMS. The Project Coordinator was given the responsibility to implement the specific goals of PVO-NGO\NRMS.

In all, CARE, WWF, CRS, INADES constituted the international NGOs with experiences in NRM participating in the original Yaounde CWG. AFVP is the only "voluntary" organization belonging to the CWG. (While CARE, WWF and CRS are all legally recognized in the U.S. as private voluntary organizations, the term voluntary here refers to the fact that these organizations raise a percentage of their operating program expenses independently. It does not mean that staff work on a voluntary basis, though in some cases this occurs.) The remainder are indigenous NGOs: Living Earth, JAC, MIJARC, CRAT, CERFAP, APICA, SAILD and rural associations; UGCE. Meanwhile, two donor organizations: The Africa 2000 Network and USAID were given observer status of the CWG.

Since the CWG meets in Yaounde and the members head offices are clustered around the Yaounde environs, the potential danger of over-concentration in the capital and reinforcing distance from the grassroots appeared very real. Because of this, establishing CWG chapters across Cameroon became imperative. Within six months of starting of field activities in PVO-NGO/NRMS project, a strategy was developed to "divide" Cameroon into three regions based on geo-ecological criteria:

- (1) Savanna
- (2) Tropical Highlands
- (3) Dense Forest.

PVO-NGO/NRMS now has a central CWG structure based in Yaounde, and three CWG chapters based around the aforementioned geo-ecological zones: Maroua for the Savanna region of the North, Mbalmayo for the Dense Forest region and Bamenda for the Tropical Highlands. Operationally, all the attributes of the Yaounde CWG have in theory been transferred to each of the regional chapters of the respective geo-ecological zones. This, in effect has created another possibility for effective grassroots involvement in the PVO-NGO/NRMS project in decision making and implementation (See table 1 Yaounde CWG NRMS).

The funding of proposals and the identification of pertinent issues and needs of NGOs can now be catalyzed and monitored on regional basis. It is felt that devolution of management responsibility to other regions will permit greater responsiveness. In this way, PVO-NGO/NRMS is promoting collaboration through regional structures operating at the different locations of the country.

During the first phase of the project that has lasted over two years, the Yaounde CWG has been able to approve 13 funding proposals that essentially involved training workshops, seminars and exchanges across the three ecological zones of the country. The development of local organizational capability, from an institutional and technical standpoint, has been at the forefront of the project objectives.

Updating information on the number of international, indigenous, rural and village NGOs, and their different activities in the area of natural resources management has also been a major preoccupation of the Yaounde CWG. Creating

opportunities for the different categories of NGOs to meet, discuss, exchange information and to simply get to know each other well, has preoccupied the Yaounde CWG during the numerous training workshops and seminars it has sponsored.

Since most NGOs have identified funding as one of their greatest restraints, the Yaounde CWG has embarked on a major drive to identify potential international and national funding sources available to NGOs. The Yaounde CWG has also started a newsletter which NGOs are encouraged to use as a forum for exchange, cross fertilization of experiences and ideas in the field of natural resources management.

THE SAVANNA NRMS GROUP

The three Northern provinces- Adamawa, North and Far-North were grouped under the Savanna geo-ecological zone. The group comprises international, indigenous, rural, and village NGOs working in natural resources management.

As in Yaounde, the objective has been to decentralize as much as possible so as to best reach organizations worthy of strengthening in the vast Northern region of Cameroon. Through networking of information, exchange visits and training, the northern group is hoping to catalyze a new more appropriate approach to NRM in its region.

The total number of NGOs working in the Savanna ecological region of Cameroon, divided by category, together with the kinds of activities these organizations are involved in is presented in table 2.

According to the PVO-NGO/NRMS inventory, a total of 17 Governmental, International, Indigenous, Rural, Village NGOs and Voluntary organizations are involved in different areas of natural resources management in the three provinces of the savanna/sahel region of Cameroon. Most of the activities are centred around tree planting, agroforestry, primary health care, parks development and tourism, water management, resettlement, reforestation and fuel woods.

The data indicate the predominance of missionary and international NGOs (7), followed by Governmental organizations; (5), few indigenous and rural organizations (5). In this context, PVO-NGO/NRMS has the challenging task of developing indigenous, rural and village level NGO structures in the region if any developmental impacts are to be spread.

As the credibility of NGOs increases in the northern geo-ecological zone (as elsewhere in Cameroon) it is important that donor agencies capitalize on this evolving expertise.

Compared to other ecological zones of the country, indigenous NGOs are lacking in the Northern provinces. Women organizations involved in development in particular are conspicuously absent. The reasons for this are not clear. However, some researchers have advanced religion as a possible factor (others wholly disagree) because of the general tendency of reservation among moslems resulting to a cultural artifact. Even though moslem women are actively involved in production and management of the natural resources, there is little overt participation by women in project activities.

However, efforts should be made to integrate local resource users particularly women where appropriate, into NRM planning. Otherwise, external agents will remain a problem.

Despite degradation of natural resources in places, the Northern region is endowed with important natural resources together with human potential in the livestock sector and in national parks. If appropriately approached, NRM activities in the North can provide sustainable development. This however will require greater mobilization and development of indigenous, rural and village organizations. It also will require restructuring government policies in land tenure system and forestry in order to rationalize local participation. This will in the long run minimize the present confusion and incoherent situation.

TROPICAL HIGHLANDS NRMS GROUP

The third structure put in place by PVO-NGO/NRMS Cameroon Project is found in the Tropical Highlands of Cameroon incorporating the North-West, West, Littoral and the South-West provinces of Cameroon. This zone is characterized by mountains mixed with tropical rainforest. Natural resources management activities now taking place in this ecological zone include: soil conservation, apiculture, agroforestry, water resources management, ethno-veterinary medicine, livestock management and parks development. Through this structure, activities and exchanges of experiences among NGOs and GOs in the region are being achieved. As elsewhere, it is felt that the strengthening of NGOs and GOs will have an impact on the quality of activities supported by both NGOs and GOs at the grassroots level, in partnership with resource users.

The Tropical Highlands Group has a membership of 17 working in diverse areas of natural resources management. A majority of the members (9) belong to indigenous NGOs, followed by (5) International NGOs and (3) GOs. The predominance of indigenous NGOs in this zone sharply contrasts with the Savanna ecological zone, where international NGOs dominate. (See table 3 for Tropical Highlands NRMS Group).

The explanation for this has to do with the historical context and evolution of the development of rural and village organizations in Cameroon. The tropical highlands region contains two Anglophone provinces, each of which has a heritage of well developed Community Development Structures. Indirect rule as practiced by the British colonial administration, encouraged the development of indigenous structure for development. This is in contrast to the direct rule colonial administration of France which required direct intervention by the French in all phases of public life, at the expense of the development of local structures for development.

DENSE FOREST NRMS GROUP

The Dense Forest CWG has a total of 33 members. This constitutes the largest membership of the three chapters. This increased membership suggests a high level of interest among the different categories of NGOs working in this region. Rural associations predominate in the region with 14 members. There are 10 indigenous NGOs, 5 Gos and 4 international NGOs. (see table 4 for list of Dense Forest NRM Group).

Problems of soil erosion, deforestation, bush fires and wildlife extinction are acute in this zone. The Dense Forest chapter has the responsibility of bringing to the attention of PVO-NGO/NRMS project the problems and

opportunities of the activities of the organizations involved in natural resources management in the zone. Local Development Initiatives are to be encouraged among village associations, in order to instill a spirit of "we can do it ourselves", versus ("Government can do it for us").

The technical assistance of CERFAP, CRAT and SAILD to rural organizations in the Dense Forest chapter should be of tremendous help to new NGOs in the region struggling to get started. (See table 4 for list of Dense Forest NRMS Group).

OTHER ORGANIZATIONS INVOLVED IN NATURAL RESOURCES MANAGEMENT

Interest in natural resources management by both NGOs and GOs is continually increasing through activities currently undertaken in the field and through plans for future action.

Africa 2000 Network:

Africa 2000 Network is a subsidiary program of the UNDP with headquarters in New York. Africa 2000 is involved in sustainable development, with a specific interest in natural resources management. Africa 2000 operates in nine African countries including Cameroon. The program started in Cameroon January 1990 and during this period a total of six projects in natural resources management have been funded.

Federation of Non-Governmental Organization in Environmental Protection (FONGEC);

The Federation of NGOs for environmental protection in Cameroon was created August 3, 1991 in Bafoussam the West Provincial capital to coordinate and channel the activities of NGOs involved in natural resources management in Cameroon. PVO-NGO/NRMS has supported the establishment of this organization as part of its overall strategy to strengthen institutional capacities of NGOs in natural resources management throughout Cameroon.

Both FONGEC and PVO-NGO\NRMS initiated chapters have similar goals, FONGEC however intends to seek membership from all NGOs involved in NRM throughout the entire country.

FONGEC will hopefully serve the useful function of creating a forum for exchanges, discussions and planning of concrete actions in NRM, similar to PVO-NGO\NRMS chapters.

NATIONAL ASSOCIATION OF NGOS IN CAMEROON (COPAD):

Attempts to form a national forum for NGOs involved in development in Cameroon finally materialized in November 1990 when a National Association for NGOs involved in development in Cameroon (COPAD) was formed.

COPAD's mandate is to support the varied interests and activities of NGOs in Cameroon. The start-up of COPAD has not been smooth as its legal status has not yet been clearly defined. While plans to organize at least two seminars through COPAD have not materialized, COPAD has nevertheless reacted swiftly to shortcomings in the December 1990 law on Freedom in relation to NGOs in Cameroon, with a new proposal to provide NGOs with a legal framework.

At the first PVO-NGO/NRMS meeting in November 1989 the proto-CWG identified the following key natural resources management issues as priorities in Cameroon:

1. Slash and Burn agriculture
2. Extension of Commercial Agriculture into forested land
3. Improper management of logging sites
4. Tenure issues
5. Fuel wood/charcoal production
6. Desertification
7. Formal protected areas and peripheral areas

The seven issues were narrowed down to four major areas in which PVO-NGO/NRMS has focused. These areas are outlined in the chart below:

Problem Area	Potential Activities
1. Slash/Burn, Desertification	Awareness raising, research, demonstration and extension
2. Land/Tree tenure	awareness raising, policy dialogue
3. Fuelwoods	Testing of stoves, training in techniques of charcoal production, applied research, introduction of alternative technologies
4. Protected areas/integration of surrounding protected areas	Extension, policy dialogue

DATA COLLECTION METHODS:

Through a series of seminars, workshops and training programs, PVO-NGO/NRMS Cameroon has solicited information from NGOs regarding their perceptions of constraints and opportunities for the development of NGOs in Cameroon. A combination of different approaches, face-to-face interviews, self administered questionnaires and group discussions were used through project structures to solicit responses.

These problems and opportunities are presented hereunder according to the different geo-ecological zones of the country. When the three geo-ecological zones are examined, there is a high degree of consistency between geo-ecological zones regarding constraints and opportunities.

CONSTRAINTS\OPPORTUNITIES IDENTIFIED BY THE NGOs OF THE DENSE FOREST ZONE

When asked through group discussions and self-administered questionnaires during training workshops and seminars, the PVO-NGO\NRMS Dense Forest of chapter enumerated the following problems in order of importance:

1. Lack of information exchange among NGOs
2. Project financing

122-

FEDERATION OF RURAL ORGANIZATIONS IN CAMEROON (CFP):

CFP the national association, of rural organizations was formed July 27, 1991, and is based in Yaounde. It's initial objective is to develop a plan of action for rural organizations involved in development in Cameroon.

Thirty five rural organizations attended the first meeting of the organization which focussed on the structure, financing mechanism, legal statutes and action plan for the organization.

The objectives of the new organization were identified as follows :

- to encourage the exchange of ideas and experiences between rural organizations
- to provide training of personnel at all levels
- to conduct appropriate studies related to specific problems identified by members.
- to develop a spirit of solidarity among rural organizations.

OPPORTUNITIES AND CONSTRAINTS IN NATURAL RESOURCES MANAGEMENT.

OPPORTUNITIES

Beginning first with opportunities, promoting Local Development Initiatives (LDI) projects is an explicit or implicit long term objective of NGOs in natural resources management. In both theory and practice, LDIs provide a basis first for collaboration among NGOs, and second for the transfer of skills between different types or categories of NGO to grassroot organizations.

Increasingly over time, International NGOs and Voluntary Organizations have gradually begun to transfer technical and managerial skills to indigenous, rural and village level organizations (the latter when village structures can guarantee sustainable village development initiatives). The implication for Cameroon is that structures within civil society are being put into place which can increasingly assume responsibility for addressing many of the diverse interests and needs within the Cameroonian political, economic and social system.

On the constraint side, the fragile socioeconomic structures existing in rural Cameroon demand a measured, yet innovative approach to the development of potentially effective organizations. The earlier developmental model focusing on major "macro" projects has not worked. The new approach focuses on micro projects which if well implemented will impact on the macro level. Many of these projects will inevitably involve a degree of risk and innovation, as Cameroon NGOs often do not possess the full complement of technical and managerial (institutional) skills required today to impact on a widescale on the ground.

Another constraint is the lack of information about and between NGOs in Cameroon. Data on NGOs activities, location, funding have until recently been scarce or non-existent. While the Institute of Agronomic Research (IRA) has been involved in applied research relevant to many areas of natural resources management for more than a decade, the fruits of this research have not been widely disseminated to NGOs searching for solutions to village level problems. PVO-NGO/NRMS is interested in linking IRA with both GOs and NGOs, such that IRA research results can impact on the local communities.

IRA research on seeds multiplication can impact on villages that suffer from persistent lack of seeds during planting season.

Limited Funding, lack of indigenous institution/manpower/administrative capacities and neglect of native population in the development of these parks were reiterated by NGOs in the Savanna NRMS Group.

The fact that indigenous NGOs are limited in number in the three Northern provinces is a cause for concern. The need to develop a mechanism to associate and eventually integrate the rural and village communities in NGOs structures such as PVO-NGO\NRMS is thus a priority.

OPPORTUNITIES OVERALL

NGO Credibility:

The numerous political, economical and structural difficulties experienced in Cameroon over the last five years have resulted in the population apparent rejection of GOs as effective instruments of development. In the place of GOs, there is increasing evidence of strong belief that NGOs can serve as effective agents of development. Many rural and village communities are thus increasingly turning to NGOs for aid and support. NGOs however are constrained by outdated policy and legislative context on the one hand, and by inadequate funding to initiate programming which can lead to sustainable development on the other. Both the government and international donors have an important role to play in providing the means through policy reform and funding for NGOs to operate effectively. This represents an opportunity for both government and donors.

Government has the responsibility of reviewing its legislation and natural resources management policies to determine just where and how existing legislation and policy precludes sustainable development and natural resources management. Government must take into account the views and interests of rural communities, through permitting the participation of indigenous, rural and village organization in the review and modification of these policies. NGOs (both national and international) in turn have a potentially major role to play in facilitating this process.

International donors and NGOs still need to determine the best mechanisms for funding local NGO initiatives, with the long term goal of avoiding dependency. These mechanisms should provide opportunities for NGOs to develop international linkages through networks, which can help in both generating income to support the rural and village organizations, as well as providing access to information and knowledge of technological and methodological innovations in NRM.

3. Appropriate training
4. Organizational problems
5. Lack of collaboration among organizations in the field
6. Lack of infrastructural facilities e.g. road networks
7. Conflict of interest between NGOs' objectives and Government objectives
8. Illiteracy of majority of resource user-groups
9. Ambiguous Land tenure legislation regarding natural resources management
10. Inappropriate techniques in agricultural activities, e.g. unbalanced division of labour with an overly heavy burden on woman in agriculture
11. Inadequate legal framework for NGOs to operate in Cameroon.

When NGOs of the Dense Forest zone were asked to highlight the problems they specifically encounter within their organizations, three problems came up repeatedly in the questionnaire and during group discussions:

1. Leadership Trust
2. Democratic participation of "the masses".
3. Managerial and administrative skills.

CONSTRAINTS/OPPORTUNITIES OF TROPICAL HIGHLAND NRMS GROUP

The PVO-NGO/NRMS efforts to get a true picture of the problems and opportunities of NGOs in natural resources management in other ecological zones necessitated the repetition of the exercise. In the tropical highlands of Cameroon, the data generated from NGOs in this region of the country identified the following:

1. Soil Erosion
2. Deforestation
3. Excessive exploitation of forestry products e.g. *Pygeum africanum*
4. Poor institutional structures: financial, administrative and manpower
5. Limited funding .
6. Lack of linkages between government agencies and NGOs e.g. IRA research results are rarely made available to the communities/people
7. Neglect of women in development projects
8. Lack of forums to exchange ideas and experiences in the field.
9. Incoherent government policies on natural resources management e.g. land and forestry exploitation.
10. Poor communication infrastructures for effective carrying out of activities.

CONSTRAINTS\OPPORTUNITIES OF THE SAVANNA NRMS GROUP:

The Savanna NRMS group AS NOTED IN SECTIONS ABOVE, is still heavily dominated by international NGOs and missionary organizations. Most of the views expressed here, though quite genuine are largely expressed by staff of these international NGOs. Problems of desertification, deforestation, soil erosion, water, human emigration and women in development are among the most frequently mentioned by CARE, SCF, CRS, AFVP and ABF.

Discussions with local cameroonians particularly regarding parks development indicated that a host of incoherent government policies and structures exist which often create most problems than are solved by them.

RECOMMENDATIONS:

The following represent the recommendations of the PVO-NGO\NRMS project for USAID to support NRM activities through NGOs in Cameroon:

- (1) Support revision of existing legislation regarding NGO status, land\tree tenure, timber extraction, to create the most "enabling" policy environment and implementation context to address sustainable development and NRM in Cameroon.
- (2) Work in partnership, with NGOs, government organizations, and resource user organizations to institute a consultative process, promoting dialogue and reflective analysis as an integral component of NRM.
- (3) Strive for consistency in legislation pertaining to NRM across the implicated line ministries in Cameroon: Agriculture, Tourism, Mines, Water and Energy, Plan and Education.
- (4) As democratization processes (in terms of devolution of responsibility for assuming development) devolves inexorably to NGOs and grassroots level farmer\ village associations and federations provide these structures with the technical and managerial skill to assume, in reality, responsibility for their proper destiny.
- (5) Support innovative, experimental micro-level projects testing new technologies or methodologies which offer promise to more sustainably manage natural resources and promote equitable development.
- (6) Encourage partnership and equitable participation among NGOs, GO's and donors.
- (7) Promote skill transfer between international and national NGOs the (latter who) have limited managerial, training and technical skills.
- (8) Look increasingly to the feasibility of channeling funding through NGOs to achieve development objectives as an alternative or complement to government organizations.
- (9) Develop a long term strategy of five to ten years for funding of an NGO program in natural resources management. A project like PVO-NGO\NRMS needs time to develop to warrant the assessment of its impact on Cameroon natural resources management.
- (10) Provide both the flexibility and consistency in committed programming which the NGO community in Cameroon now so desperately needs to further advance the community's capability to contribute to sustainable development in Cameroon.

To further develop these ideas, a concept paper is attached.

Table 2 : SAVANNA NRSM GROUP

A. NON GOVERNMENTAL ORGANIZATIONS

(i) RURAL ASSOCIATIONS

No	ORGANIZATION AND ADDRESS	LEADERSHIP	OVERALL ACTIVITIES	REGION OF INTEREST	FINANCING	NRM ACTIVITIES	REMARKS
1	PCIDRK (Promotion Collectives des Initiatives des Développement Rural de Kar-hay) B.P. 36 Doukoula	Elected	- To reinforce solidarity - Exchange of experience - Promotion of rural responsibility - Improvement of quality of life of peasants - Digging of wells	Doukoula (Kar-Hay)	Project subventions Membership dues	Agroforestry	Funded in 1991, PCIDRK 50 Village organizations and has Membership of over 20.000. It is the most powerful rural association in the Dry Savanna zones.
(ii) INDIGENOUS NGOS				<u>INDIGENOUS NGOS</u>			
2	J.A.C. (Jeunesse Agricole Catholiques) Diocese Yagoua Mission Catholique B.P. 14 Doukoula	Elected Contact: Sr Sophie	Leadership training for villagers	Yagoua Diocies	Catholic Mission	Mobilization of villagers for rational and improved methods of subsistence agriculture	-The peasant groups manage their projects themselves. The authorities of the Catholic Mission assist in coordination of the group's efforts.
(iii) INTERNATIONAL NGOS				<u>INTERNATIONAL NGOS</u>			
3	Save the Children Federation B.O. Box 523 Maroua	Appointed Dr. Nkodo Emmanuel	-Primary Health Care Support -Village Water Supply -Community Development	Far North-Mayo Danay -Kacle Centre-Ntui	Project subventions U.S.A.	Intends to embark on agroforestry	Began operating in Cameroon 1978. Members 38. Possesses office block, house, 1 truck 2 Pajeros, 7 Pickups and 2 cars.
4	CRS B.P. 444 Maroua	Appointed	Support to local initiatives	The Northern	Economic and Social Council of UN - USA	Financing of development projects indicated by gov't	It has been existing in Cameroon since 1960.
5	INADES B.P. 167 Maroua	Appointed	Training	National territory	Project subvention	Training in water resource management	Has qualified staff comprising Cameroonians and expatriates
6	CDD (Comité Diocésain de Développement) B.P. 49 ou 74 Maroua	Appointed	Formation des paysans Appui aux groupements.	Tokombere	Catholic Mission	Agriculture	A religious NGO, based in the rural village of Tokombere.

G-20

21

7	ABF(Association Bois Bois de Feu) B.P. 345 Maroua	Appointed	Diffusion de Foyer Améliorés au Cameroun ; Economied'Energie bois de chauffe et énergie de substitution.	Far North Province	CEE/CFCF	Economie de Bois de Feu	Began 1991;staff strength minimal, works in collaboration with local artisans who market their product.
8	UEBC(Union des Eglise Baptistes du Cameroun) B.P. 82 Maroua	Elected President UEBC Emmanuel NAI	- Evangelisation - Development - agriculture, socialisation, Primary Health - Care	Maroua Town	ICCD (Organisation Inter-Eglises de Cooperation)	Water resources management	Began 1958; started well project in 1975. Has a membership of 12. Has several stations; Possesses buildings and vehicles.
9	CARE-CAMEROON, Mokolo B.P. 309 Maroua	Appointed Contact : John Veerkamp	Integrated rural development	Far-North	Canada Project subvention	Agroforestry	CARE Mokolo is the highest employer in this rural town. Its presence has a lot of socio-economic impact in the area.
10	PAIV (Projet d'Appui aux Initiatives Villageoises) B.P. 196 Maroua	Appointed	Funding of micro-projects	Maroua	Canada	Improvement of traditional storage agriculture produce	Very much tied to OCSA activities.
(iv) VOLONTARY ORGANIZATION				<u>VOLONTARY ORGANIZATION</u>			
11	SNV(L'Association Neerlandaise d'Assistance au Développement) Maroua	Appointed	Primary Health Initiation of land use planning.	The Northern Provinces	Netherlands		-In Cameroon since 1963 -Adopted the auto-promotion methodology IN 1990.
12	OCSA (Service des Volontaires Canadiens) B.P. 995 Yaounde	Appointed	Development of projects	National territory	Canada	Environmentally sound agricultural practice	Canadian voluntary service. This organization is really considered as NGO.
13	AFVP B.P. 1616 Yaounde B.P. 540 Garoua	Same as in CWG members' table	- Agriculture, Santé - Hydraulique - Agro-Foresterie	National territory	France	Agroforestry	Very active in NRM activities, throughout the nation.

G-21

128

B. GOVERNMENTAL ORGANIZATION

B. GOVERNMENTAL ORGANIZATION

14 Délégation Provinciale du Ministère du Plan et de l'Environnement B.P. 385 Maroua	Appointed	Planning of territorial ; development; planning and protection of the environment	Far North North Province	Government of Cameroon	Environmental protection	Government department
15 Centre for Environmental Studies and Development of Cameroon	Appointed Franke Toonstra	-Research and development which are problem-oriented -Up-grading of senior staff (Ph.D fellowships) -Training of students -Development of curriculum in environmental science	Northern Provinces	Gov't of Cameroon Gov't of Netherlands (DGIS)	Research on degradation of natural resources, their conservation and management. Training	Began 1989, convention signed in 1990, now has researchers and has received about 20 students on fieldwork. 10 auxiliary staff, offices, houses, 1 library. Equipment: 1 garage, 3 vehicles, 1 motorcycle, some bicycles field equipment, utensils
16 Centre de recherches Agronomiques/Institut Recherches Agronomiques B.P. 33 Maroua	Appointed	Inventory of natural resources. Agronomic research; pre-extension services	Far-North	Gov't of Cameroon USAID France	Inventory of Natural	Governmental research institute
17 Institut de la Recherche Agronomique - Centre de Recherches Forestières B.P. 222 Maroua	Appointed	Forestry research	Far North Province	Government of Cameroon	Research in agroforestry	A research institute financed by the Cameroon Government. Expatriates are on the staff list.

G-22

Tableau 4 : DENSE FOREST NRMS GROUP

NON GOVERNMENTAL ORGANIZATIONS

A. / (i) RURAL ASSOCIATIONS

No	Organization and Address	Leadership	Overall Activities	Region of interest	Financing	NRM Activities	REMARKS
1	FEGA-EST (Fédération des Groupements Agricoles de l'Est B.P. 52 Nka	Elected	Organisation, Animation and supervision of member village associations	East Province	Catholic Diocese	Forest and soil conservation	This rural association operates in a region where the society is still very traditional.
2	SOLIDAM S/C Mission Catholique Endom	Elected	Animation, and training of the rural people	Endom Area	Self-financing	Agriculture	/
3	ASIA (Association Solidarité Idée dans l'Action B.P. 18 Ngoumou	Elected	Training and organization of peasant ; coordinating the activities of the different members groups.	Mefou Area	Self-financing	Agriculture	/
4	CIPOD (Centre d'Initiative Populaire et de Développement) B.P. 207 Ebolowa	Elected Contact: Mme Akabe Rose	Training and rural animation	Ebolowa and environs	Self-financing	Forest and soil conservation	Created in 1988, this rural association consists of 18 village groupings.
5	REGTON de Nkol-Tyen S/C 174 N'halimavo (Regroupement des Tontines de Nkoleyen	Elected	Mobilization of villagers into self-help activities Ngoumou	Nkol-Tyen Area	Self-financing	Community farms	Women group.
6	AMAS (Association des Marichers de l'Arrondissement de SAA)	Elected Contact: Ayina Félix	Agriculture	Arrondissement de SAA	Membership dues AFDI (Association des Agriculteurs Français pour le Développement Inter'n)	Forest conservation; composting; and silvo-pastoral	/
7	BOSAPPAL (Bureau d'orientation et de Solidarité à l'Action des Projets Paysans Paysans de la Lekie) B.P. 135 SAA	Elected Contact: Nkogo Jean-Marie	Animation, group mobilization; agro-pastoral activities training and follow-up	Lekie Sub-division	Programme des Nations Unies pour le Développement membership dues.	Agroforestry; creat awareness of environmental problems in the area.	Created in 1986 and is made up of 102 groups.

G-23

1/20

U.P.A.S.(Union des Producteurs Agricoles de SAA) B.P. 71 SAA	Elected Contact : Beyene Okala Charles	-Promotes commercialisation of agricultural produce. -Reorganization of the rural sphere through group training. -Fight against bush fires.	SAA Sub-division	Annual dues from members. Subventions from specific programs projects.	Forest conservation	Created in 1991.
A SELSA (Association des Eleveurs de SAA)	Elected Contact: Molo Joseph	Livestock production ; commercialisation.	SAA	Self-financing	Soil conservation	/
GTJD(Groupe de Travail des Jeunes Démunis)	Appointed Contact: Beyene Charles	Agriculture and livestock	SAA and Ntui	African Development Foundation	Agriculture	/
RIZO(Regroupement inter-village de la zone d'Osso-Essam) B.P. 79 Ngomedzap	Elected	Animation; Mobilization of rural masses ; Primary Health Care	Arrondissement de Mbalmayo	Auto-financement	Animation, erosion control	Created in 1989. About 12 groups from different villages make up this group.
GIZA(Groupement inter-villages de la zone d'Assié) S/C BP 390 Mbalmayo	Elected	Primary Health Care and agriculture	Arrondissement de Ngomedzap	Self-financing	Animation, erosion control	A dynamic rural association made up of about 9 village groupings. Achievements up to date includes building of and operating a Health Centre. Founded in 1990.
NKULNNAM BP 1820 Yaounde	Elected	Animation. Agriculture Credit union	Arrondissement d'Awac	Self-financing	Forest and soil conservation	/
CAIPE Ebolowa	Elected	Animation. Training; Commercialisation. Primary Health Care	Département du Ntem, Ebolowa	Self-financing	Soil erosion control	Membership : more than 15 village organizations.
INDIGENOUSNGOs			INDIGENOUSNGOs			
CRAT B.P. 71 SAA	Elected Contact: Sr. Marguerite Marie	Training and technical assistance	SAA	Netherlands Revenue from agricultural and livestock enterprise	Technical, material and financial support for small agricultural and poultry enterprise.	A very reputable organization Created in 1975.

16	CERFAP B.P. 336 Balang B.P. 390 Mbalmayo	Elected Contact: Touani Augustin	Training, technical and organizational assistance.	Centre, South, West and East Provinces	Religious bodies, EEC financed projects, Helvetas Swiss	Fight against irrational deforestation; soil control, etc.	Created in 1989. Staffing is entirely Cameroonian.
17	CEDAC Sangmelima	Elected	Rural associations. Integrated development	Nja et Lobo	Membership dues and levies. Project subvention	Rural animation	Created 1978. Achievements to date include: - 145 wells, 95 lavoirs (laundry points) - 115 latrines and public baths - animations in 180 villages
18	JAC B.P. 1963 Yaounde	Elected Contact: Abega Martin	Training and rural development	Centre, East and Far North Provinces	Funded by Catholic Cooperation Agency.	Training villagers in soil protection. Tree nursery management. Water erosion control.	
(iii) INTERNATIONAL NGOs							
19	CARE-Cameroon B.P. 422 Yaounde	Appointed Contact: Judith Collins	Agroforestry, erosion control, soil conservation, women in development, etc.	East Province and Far North	CARE CANADA etc.	Agroforestry etc.	CARE - Cameroon has field offices in Bertoua, East Province and Mokolo in the Far North Province. Its headquarters is located in Yaounde. Has been operating in Cameroon since 1978.
20	SAILD B.P. 11955 Yaounde	Appointed Contact: Bernard Njonga	Integrated rural development etc.	Centre, Adamawa, North, Far-North, West, N.W. East Provinces	Swiss	Creation and maintaining fruit tree nurseries in villages	Encourages grouping together of village organizations into rural association.
21	MIJARC B.P. 1963 Yaounde	Elected Contact: Rabeliarimanga	Building of common granary, dams	Centre, East and Far-North Provinces	Catholic Cooperation Agency in Belgium and Germany	Training villagers in soil protection. Tree nursery management etc.	Co-ordinates, monitors and evaluate the activities of its national offices.
22	INADES-Formation B.P. 11 Yaounde	Appointed Contact: Jean Baptiste Tandjeu	Creation and Promo- tion of environmen- tal awareness among rural communities, etc.	The entire nation	African agencies. Funds are sought in several European countries and USA	Environmental awareness among rural communities through formal and informal training programs	Started operating in 1981 in Cameroon.
23	ICRAF B.P. 2067 Yaounde	Appointed Contact: Dahiru Duguna	Research in agroforestry	Humid lowlands of Central and West Africa	Near East Foundation (NEF)	Agroforestry research	Collaboration between ICRAF and other NGOs in NRM has the potential to result into a fruitful venture.

24	APICA Yaounde B.P. 7483	Appointed Contact: Ayissi Ayissi	Research, adaptation improvement and fabrication of equipment appropriate to local technology, etc.	Centre and Littoral	Subvention and International Agencies	Training in appropriate technology for Natural Resource Management.	Has been very effective in training grass-root organizations and individuals in local technology.
25	ENVIRO-Protect B.P. 6935 Yaounde	Appointed Contact: Youmbi Augustin	Protection and improvement of the environment	National	Self-financing	Communication and monitoring environmental projects.	Started in 1990 and has 30 highly qualified members. Permanent full time staff strength of 4.
26	CRS B.P. 1851 Yaounde	Appointed Contact: Douglas Green	Reforestation, water sanitation etc.	National territory	USA gov't. United State Catholic Conference	Reforestation, water resource management. Soil fertilization methods.	Began operating in Cameroon in 1960.

(iv) VOLUNTARY ORGANIZATIONS

27	AFVP B.P. 1616 Yaounde	Appointed Contact: Paul Maier	Integrated rural development etc.	10 Provinces of	Gov't of France	Assistance in hydraulic and NRM.	Various aspects of Natural Resources Management.
28	Peace Corps B.P. 817 Yaounde	Appointed	Rural development	East, NW and Northern Provinces	Government of United States of America	Agroforestry and fisheries	Peace Corps/Cameroon in 1990 designed an Agroforestry program with a view to provide among other things link between agroforestry research and on-farm agroforestry practice.

B. GOVERNMENTAL ORGANIZATION (DENSE FOREST)

1.	ISH (Institut des Sciences Humaines B.P. 6323 Yaounde	Appointed	Research in Economics, demography, geography sociology and linguistics	National	Cameroon Government	Wood fuel and environmental protection.	ISH is a research institute.
2	Limbe Botanic Garden P.O. Box 437 Limbe	Appointed Contact Ndam Joe Walts	Management of garden and genetic conservation project	South West Province	Gov't of Cameroon and the British Government	Conservation of biodiversity	The Botanic Garden at Limbe was established in 1892 by the Germans. At present, Cameroonian and British officers are collaborating in the early establishment of what could prove to be an important international conservation program.

3	Office National de Développement des Forêts (ONADEF)	Appointed Contact: Temqua Engelbert	Training of forest extension workers; forestry development	National	Gov't of Cameroon Project subventions from UNDP, USAID, SNV, etc.	Protection of forested ecosystems. Enhances the technique of erosion control. Extension services for development of forest	ONADEF is a Parastatal Establishment.
4	PNVFA (Programme National de Vulgarisation Formation Agricultures) Direction de l'Agriculture	Appointed Contact: Mezazem Edouard	Agricultural extension services (World Bank approach)	National	World Bank	Agriculture; livestock	Project created since 1988. Pilot phase 1988-1990. Operational phase 1990-1996. There are 730 workers on their staff list as of June 1991.
5	Direction des Forêts Ministère de l'Agriculture B.P. 194 Yaounde	Appointed Contact: Sollo Jean-William	Forestry administration and conservation	National	Gov't of Cameroon	Forestry conservation.	This is a department within the Ministry of Agriculture that handles all matters regarding forest administration in the country.

						Remarks
Movement International de la Jeunesse Agricole Rurale Catholique en Afrique MIJARC B.P. 1963	Elected Contact: Raheliamanga Marie	Building of common grainary, dams	Centre, East and Far-North Provinces	Funded by Catholic Cooperation Agency in Belgium and Germany	Training villagers in soil protection. Tree nursery management. Water erosion control.	MIJARC is an International Panafrikan Movement of Catholic Agricultural and rural youth in Africa. It opened its doors in Cameroon in 1969 (22yrs). The seat of its sub-regional office for West Africa is in Yaounde, Cameroon. Its action in Cameroon aims at touching the different aspects of life of the rural world: economic, social- cultural and spiritual. It has an extension staff but most do not have sufficient training. 80% are Primary School Leavers.
Jeunesse Agricole Chretienne (JAC) B.P. 1963 Yaounde	Elected Contact: Abega Martin	Train young villagers in soil protection and to maintain indigenous culture. Subsistence agriculture, Primary Health Care.	Centre, East and Far-North Provinces	Funded by Catholic Cooperation Agency in Belgium and Germany	Training villagers in soil protection. Tree nursery management. Water erosion control	JAC is the national chapter of MIJARC and so their activities and outlook are very similar.
Living Earth B.P. 373 Buea Tel : 32-21-95 Fax : 32-21-95	Appointed Contact: Sammy Lysonge	Working with teachers in primary and secondary schools to develop environmental awareness in the youths.	South West and North West Provinces	Britain and Project subvention from international funding agencies	Cameroon Environmental Education Programme (CEEP)	A young indigenous NGO established 2 years ago in the anglophone sector of the country. It has developed a good network for working with Primary and Secondary school teachers in geo-cluster groups to raise awareness in and to stress the limited use of natural resources. It has qualified men on its staff.
Institut Africain pour le Développement Economique et Social (INADES) FORMATION B.P. 11 Yaounde Tel : 23-15-51	Appointed Contact: Jean Baptiste Tandjeu	Creation and Promotion of environmental awareness among rural communities through - Radio programs - Newsletter - Training session	The entire nation	Public and Private African agencies cover an important part of training costs for their agents entrusted to INADES Formation. Funds are also sought in several European Countries, Canada and USA	Environmental awareness among rural communities through formal and informal training programmes.	INADES - FORMATION is an International Organization working directly with the rural populations and has a solid infrastructure in the principal ecological zones of Cameroon. The staff has extensive experience in training including the areas of agriculture, environmental protection and health. The organization started functioning in the country in 1981.

**Table 1 : LIST OF YAOUNDE COUNTRY WORKING GROUP MEMBER ORGANIZATIONS
PVO-NGO/NRMS/CAMEROON PROJECT - PHASE I**

ORGANIZATION NAME AND ADDRESS TEL.FAX, TELEX	LEADERSHIP	OVERALL ACTIVITIES	REGION OF INTEREST	FINANCING	TECHNICAL FOCUS IN NATURAL RESOURCE MANAGEMENT	REMARKS
CARE CAMEROON B.P. 422 Yaounde Tel : 21-17-14 Fax : 21-20-54	Appointed Contact: Judith Collins	Agroforestry; erosion control; soil conservation ; women in development water resource management; Primary Health Care	East Province and Far North Province	CARE CANADA Subventions for projects for USAID and other interna- tional bodies.	Agroforestry. Erosion control Soil conservation; water resource management	Care International has been in Cameroon for about 13 years. It is about the biggest NGO in Agriculture and Natural Resource Sector in Cameroon.
World Wildlife Fund P.M.B. 1 New Bell Douala Fax : 43-06-64	Appointed Contact: Steve Gartlan	Integrated develop- ment and management of Korup Park	Korup Park in the South West Province	WWF International	Management of Korup Park	WWF is an International NGO project assisting the Cameroon Government in management of Korup Park and Rural Development in the surrounding areas. Its been in the country since 1988.
Association Française de Volontaires de Progrès (AFVP) B.P. 1616 Yaounde Tel. : 23-17-96	Appointed Contact : Jean Paul MAIER	Intergrated rural development. Provide assistance in the domain of health arts, hydraulic and NRM	10 Provinces of Cameroon	The Gov't of France and subven- tions for projects from international funding agencies.	Assistance in hydraulic and NRM	AFVP is a Voluntary Organization of French Gov't which has been functioning in Cameroon since 1977. It has a very good knowledge of the grassroot organi- zations in virtually all geo-ecological zones of the Cameroon.
Centre Rural d'Appui Technique (CRAT) B.P. 71 SAA	Appointed Contact: Sr Marguerite Marie	Organisation of the rural people for self-help. Support for small agricul- tural and poultry enterprises. Train- ing and develop- ment of women in the rural areas of SAA	In the Saa region of Central Province	CEBEMO in Netherlands	Technical, material and financial support for small agricultural and poultry enterprise.	CRAT was created in 1974 by the Catholic Mission. Technical and financial support was initially wholly from West Germany. At present it has the status of an indigenous NGO and is staffed mainly by trained Cam- eroonians with management assistance from three international religious women. In addition CRAT has infrastructure for training and residential facilities for long term refresher courses. This organizations has great potentials for leading NRM initiatives in its geo- graphic area of operation.
Catholic Relief Services B.P. 1851 Yaounde Tel : 22-30-39	Appointed Contact: Douglas Green	Reforestation water sanitation Methods of soil fertilization organic with matter	National territory	CRS, United State Catholic Conference Baltimore ; and the Gov't of USA	Reforestation ; water resource management. Soil fertilization methods	This is about the oldest international NGO in Came- roon having signed its protocol agreement with Cameroon Gov't in 1960. CRS supports organizations which works directly with peasant populations. Its program covers not only Cameroon but includes Tchad, Central African Republic and Equatorial Guinea. CRS has an important role to play in NRMS in Cameroon in general given that it has already em- barked on activities in this sector and can share its experiences collected over the years with other orga- nizations.

OBSERVERS

REMARKS

Africa 2000 Network
B.P. 836
Yaounde
Tel : 22-41-99
22-50-35

Appointed
Contact:
Bessingi
Timothy

Responds to and
reinforces grass-
roots organization
in environmental
protection

National

UNDP

Ecologically sustaina-
ble development.

PVO-NGO/NRMS/CAMEROON Project and UNDP's
Africa 200 Network have very good working relations.
They sit in each other's selection committees. The rela-
tionships and complementarity of the two projects have
been used to further their respective objectives in Came-
roon.

USAID
B.P. 817
Yaounde
Tel : 23-05-81

Appointed
Contact:
J.Johnson

Supports develop-
ment initiatives
in the following
areas:
- Health
- Agriculture
- Education
- Research
- NRM

National

Gov't of USA

Korup Park and NRM
Assessment.

USAID/Cameroon mission enjoys an observer status in
PVO-NGO/NRMS CWG meetings.

6	Association for Creative Teaching (ACT) B.P. Box 510 Bamenda	Appointed Contact : Patric Mbunwe-Samba	Environmental Education and Leadership Training Micro-Enterprise and Women Cooperative. The association's main focus is on Primary Education creativity	North West Province	Contributions from members subvention for specific projects. Canadian assistance.	Raising awareness of the youths on environmental issues through training and documentation and publishing of environmental pamphlets.	Membership consists mainly of teachers with practical experience in handling youths. ACT was created in November 1981.
7	LOCOCAM B.P. 154 Bamenda	Appointed Contact: Jacob Ngang	Transformation of waste.	North West	Contributions of members and project subvention	Production of organic manure	An indigenous organization founded in 1988
8	Centre de Développement des Commu-Villageoises (CDCV) Tel:42-70-11 fax: 43-04-13	Elected Members	Promotion of local development initiatives. Safe guard of Natural equilibrium	West Province	Contributions of members	Biological agriculture. Fight against erosion; Agroforestry.	Created in 1990
INTERNATIONAL NGOs				INTERNATIONAL NGOs			
9	HELVETAS P.O. Box 467 Bamenda	Appointed Contact: Martin Spp	Water supply systems; community halls, bridges and other self-help project All activities are concentrated in rural areas.	West,S.W. N.W. Head Office in Bamenda	Helvetas Switzerland	Water resource management	Helvetas is a Swiss Association for development and cooperation. It became operational in Cameroon in 1961.
10	RTC Mfonta Presbyterian Rural Training Centre P.O.Box 72 Bamenda	Appointed	Agricultural Training	N.W. Province	Swiss Gov't	Animal breeding Production of fruit trees.	RTC Mfonta trains young men in improved agricultural technics. It is rural based centre headed by Swiss trainers. A good number of Cameroonians are on the staff.
11	HPI B.P. 467 Bamenda	Appointed Contact: Moppoi Nuwanyakpa	Livestock breeding. Livestock feed production Traditional herbal medications for livestock.	N.W. Province	Heifer Project International	Agroforestry (Etho-veterinary medicine) Pasture improvement	This is a livestock project. Has been very active in rural areas of the N.W. Province. Started operating in Cameroon in 1974.

6	Association for Creative Teaching (ACT) B.P. Box 510 Bamenda	Appointed Contact : Patric Mbungwe- Samba	Environmental Education and Leadership Training Micro-Enterprise and Women Cooperative. The association's main focus is on Primary Education creativity	North West Province	Contributions from members subvention for specific projects. Canadian assistance.	Raising awareness of the youths on environmental issues through training and documentation and publishing of environmental pamphlets.	Membership consists mainly of teachers with practical experience in handling youths. ACT was created in November 1981.
7	LOCOCAM B.P. 154 Bamenda	Appointed Contact: Jacob N'gang	Transformation of waste.	North West	Contributions of members and project subvention	Production of organic manure	An indigenous organization founded in 1988
8	Centre de Développement des Commu-Villageoises (CDCV) Tel:42-70-11 fax: 43-04-13	Elected Members	Promotion of local development initiatives. Safe guard of Natural equilibrium	West Province	Contributions of members	Biological agriculture. Fight against erosion; Agroforestry.	Created in 1990
INTERNATIONAL NGOs				INTERNATIONAL NGOs			
9	HELVETAS P.O. Box 467 Bamenda	Appointed Contact: Martin Spp	Water supply systems; community halls, bridges and other self-help project All activities are concentrated in rural areas.	West,S.W. N.W. Head Office in Bamenda	Helvetas Switzerland	Water resource management	Helvetas is a Swiss Association for development and cooperation. It became operational in Cameroon in 1961.
10	RTC Mfonta Presbyterian Rural Training Centre P.O.Box 72 Bamenda	Appointed	Agricultural Training	N.W. Province	Swiss Gov't	Animal breeding Production of fruit trees.	RTC Mfonta trains young men in improved agricultural technics. It is rural based centre headed by Swiss trainers. A good number of Cameroonians are on the staff.
11	HPI B.P. 467 Bamenda	Appointed Contact: Moppoi Nuwanyakpa	Livestock breeding. Livestock feed production Traditional herbal medications for	N.W. Province	Heifer Project International	Agroforestry (Etho-veterinary medicine) Pasture improvement	This is a livestock project. Has been very active in rural areas of the N.W. Province. Started operating in Cameroon in 1974.

12	Kilum Mountain Forest Project B.P. 442 Bamenda	Appointed Contact: Simon Tame	Environmental Education ; Forest conservation ; Agriculture:soil conservation and agroforestry; livestock management;forest industries,research.	Oku in Bui Division	British Overseas Dev't Administration International Council of Bird Preservation WWF International	Environmental protection : Management of Kilum Mountains Natural Resources.	This project which was started in 1985 has been very instrumental in banning exploitation of <i>Pygaeum africanum</i> in Cameroon. A rural based project that has succeeded in raising environmental awareness in its zone of activity.
13	Centre International Pour la Promotion de la Creation(CIPCRE) B.P.1256 Bafoussam	Appointed Contact: Jean Blaise Kenmogne	Information,sensitization and research on environmental protection	West Province	Holland	Environmental protection.	Created 1990. Staffed by Cameroonians. Religious outlook.
14	Centre polyvalent Formation	Appointed	Training;technical assistance,apiculture	North NW,West Centre Littoral	Holland	Agroforestry; apiculture	A well established NGO; especially in the West Province where it has good infrastructure for boarding and training.
<u>GOVERNMENTAL ORGANIZATION</u>				<u>GOVERNMENTAL ORGANIZATIONS</u>			
15	Projet Reduction des Pertes après Recoltes B.P. 1002 Bafoussam		Reduction of lost after harvest in the hope of securing	Bafoussam			Governmental organizations
16	Ministry of Livestock, Fisheries and Animal Industries		Animal production	National territory			A regular government institution
17	Forestry Department		Conservation of forest	National territory			Cameroon government forest service

G-34

544

ANNEX H

PLAN D'ACTION ET CRITERES DE SELECTION DES PROJETS

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 486-5340 or 293-1176
Fax: (202) 331-2202
ITT Telex: 1440381 CHNC UT**

142

ANNEXE H
PLAN D'ACTION ET CRITERES DE SELECTION DES PROJETS

I. CONTEXTE DU PROJET ONG/GRN AU MALI

La prise en compte des problèmes de l'environnement naturel ou de la gestion des ressources naturelles apparaît aujourd'hui comme une dimension importante, voire centrale, des actions à conduire en matière de développement socio-économique au Mali. En effet, le constat est amer surtout là où la désertification détruit de façon irréversible des terres jadis consacrées à l'agriculture et à l'élevage. Dans de nombreuses régions du pays la destruction des arbres, l'érosion des sols, la dégradation des terres arables et la disparition des espèces animales sont des problèmes dont l'acuité s'amplifie. Cette situation a entraîné une chute de la production de la production vivrière et une crise énergétique aiguë (ex: bois de chauffe). Dans l'optique d'atteindre l'autosuffisance alimentaire, de nombreuses activités ont été entreprises par le gouvernement du Mali, les Partenaires au développement et les populations. Citons entre autres le programme national de lutte contre la désertification qui vise une utilisation "rationnelle" des ressources naturelles du pays. Dans le cadre de l'exécution de ce programme national de lutte contre la désertification, les ONG, de par leurs activités dans les domaines suivants:

- protection des sols, maîtrise et conservation des eaux,
- défense et restauration des sols,
- conservation des formations naturelles,
- protection de la faune (réserves),
- alphabétisation - formation/encadrement des paysans.

sont et demeureront des partenaires privilégiés car elles sont en étroite collaboration avec les populations.

A travers leurs interventions on voit donc que les ONG interviennent dans le cadre des plans de développement nationaux, régionaux et locaux et par là complètent l'action de l'Etat dans le respect de la stratégie de celui-ci tout en gardant leur autonomie, leur spécificité dans leur philosophie et leurs méthodes. Toutefois, si elles sont très sensibles aux préoccupations nationale et apportent leurs appuis aux populations, véritables bénéficiaires, nombreuses sont celles d'entre elles qui n'ont ni le potentiel technique ni financier qui leur permettrait d'aider encore plus efficacement les populations cibles. C'est fort de cela et dans l'optique de renforcer les capacités d'intervention des ONG surtout locales (autochtones) que le projet ONG/Gestion des Ressources Naturelles se fixe comme but de renforcer les actions des ONG internationales et africaines en matière de gestion des ressources naturelles par l'apport d'appuis institutionnels (aux ONG) dans les domaines de la formation, l'assistance technique, l'échange d'information.

II. QU'EST-CE QUE LE PROJET ONG/GESTION DES RESSOURCES NATURELLES VISE REELLEMENT?

En cherchant à promouvoir les capacités d'intervention des ONG (surtout locales) auprès des populations, le projet ONG Gestion des ressources naturelles vise à mobiliser et à soutenir les efforts des ONG tant nationales que internationales dans le domaine de la gestion des ressources naturelles, de manière à susciter un développement écologique durable. Cet objectif pourrait être atteint à travers les deux domaines prioritaires qui cadrent bien avec les termes génériques du projet à savoir:

1. Fournir un lieu pour l'échange des informations et un point de contact entre les ONG (partenariat), entre les ONG et les instituts de recherche et services techniques nationaux ou gouvernementaux, entre les ONG et les individus et enfin entre les ONG et les populations. . Pour tous ces différents agents de développement opérant dans le domaine des ressources naturelles, l'échange d'information crée l'émergence d'idées nouvelles pour asseoir une base solide pour un développement écologique durable.

2. Permettre aux acteurs de développement au niveau local et plus fondamentalement aux ONG nationales qui opèrent dans un secteur géopolitique donné de partager l'expérience d'autres praticiens faisant face à des besoins similaires dans des pays voisins (cas du sahel Ouest-africain dans son entité) ou plus éloignés et d'en tirer un enseignement (cas de pays ayant beaucoup d'expérience en gestion des ressources naturelles).

Le projet ONG/GRN vise donc dans son but ultime à agir comme catalyseur sur les problèmes de la gestion des ressources naturelles qui se posent en Afrique au Sud du Sahara et cela en découvrant qui fait quoi où et comment et aussi en mettant les gens en contact avec des collaborateurs. Il s'agit donc d'un programme à échelle relativement modeste 210.000 \$ pour deux ans (9/89-9/91). Qui pourrait avoir un important effet multiplicateur grâce aux nombreuses actions possibles en son sein dans des domaines aussi riches et variés tels que:

- l'information
- la communication
- la recherche
- la formation
- la collaboration - partenariat
- et la formulation de politiques d'intervention
- les initiatives de base

III. TYPES DE PROJETS

Nous ne saurions de façon exhaustive énumérer tous les types de projets ici, mais dans les lignes qui suivent, nous ferons une certaine classification selon les groupes cibles. Mais avant cette classification un résumé des termes génériques de GRN nous paraît important en guise d'orientation des uns et des autres.

Toute activité ou tout projet soumis pour financement à GRN devrait répondre à plusieurs (sinon à tous!) des critères génériques suivants:

1. Sensibiliser les techniciens et/ou populations sur les problèmes de la Gestion des Ressources Naturelles.
2. Renforcer les capacités techniques de ou des ONG(s) impliquée(s).
3. Consolider les capacités institutionnelles et gestionnaires.
4. Consolider et approfondir les projets GRN en cours d'exécution.
5. Avoir un effet multiplicateur.
6. Promouvoir la collaboration entre ONG. Partenariat entre ONG locales et internationales.
7. Correspondre aux priorités identifiées par le groupe de travail national (Novembre 1989 - atelier de Bamako).
8. Avoir une base technique solide,

Sur la base de ces termes génériques ci-dessus mentionnés on peut faire la typologie en deux classes de projets qui sont selon les acteurs intéressés et impliqués:

1. Les projets qui serviront à renforcer les différentes structures allant du CCA-ONG et ses membres ONG aux ONG non membres du CCA-ONG. Cet appui d'ordre institutionnel vise donc l'assistance technique, la formation, la recherche, l'information, la collaboration, le partenariat et l'échange d'expériences. A ce niveau les ONG constituent le groupe cible.

2. Les projets terrain ou encore micro réalisations ou encore initiatives à la base. Il s'agira d'actions à mener sur le terrain avec les populations qui deviennent le groupe cible.

A. Les projets du type renforcement de la structure (capacité institutionnelle)

De nombreux (petits) projets peuvent être soumis pour financement et renforceront d'une manière qualitative la compréhension qu'ont les ONG (nationales et internationales) et leur participation dans les questions de l'environnement. Les domaines d'intervention de ces projets pourraient couvrir:

1. La formation

La formation du personnel des ONG devra constituer un volet majeur de la Coopération. En effet trop souvent ce personnel présente une très grande volonté et disponibilité mais manque de compétences techniques indispensables ou nécessaires à

l'efficacité de son action. C'est pourquoi dans le cadre de GRN, le groupe de travail confiera à une commission technique quelconque ou à l'ADD de faire un inventaire de besoins prioritaires en formation. Ces domaines prioritaires pourraient couvrir les champs d'actions suivants:

2. La gestion

A ce niveau l'accent devrait être mis sur la formation des agents des ONG à différents niveaux (conception et exécution) et cela en matière de:

- **L'identification des projets (dialogue avec les populations).**
- **La gestion (gestion financière, gestion personnel, gestion du temps).**
- **La vulgarisation.**
- **Le suivi/évaluation.**

3. La communication

- **La dissémination des matériaux pouvant aider les ONG à exécuter leurs programmes d'assistance aux villages (diffusion de manuel de formation).**
- **Conception/élaboration de matériels didactiques adaptés aux conditions des populations rurales impliquées.**
- **Les média (photo, radio, vidéo/film).**

4. La recherche

- **Inventaire et collecte du "savoir" et savoir faire des populations.**
- **Motivations/priorités des bénéficiaires.**
- **Recensement des textes juridiques et fonciers et des travaux et manuels sur les feux de brousse et la régénération et les plantations d'arbres, etc.**

5. Information - échange

- **Organisation soigneuse de séminaires ou d'ateliers pour l'échange de données d'expérience.**
- **Traduction de bons matériaux d'information.**
- **Banque de données.**

- Recensement des activités des ONG et diffusion des résultats des projets.

6. Echange entre ONG

- Echanges entre différentes ONG nationales et sous régionales qui pourraient permettre aux uns et aux autres de mieux tirer profit de leurs expériences propres acquises dans tels ou tels aspects de la gestion des ressources naturelles et autres.
- Mise en commun des expériences, des approches méthodologiques ou de techniques ou technologies appliquées.
- Echange de technicité (esprit pouvant être développé par le partenariat).

B. Projet de terrain ou micro réalisations

En considérant que les objectifs de développement à long terme que vise le projet ONG/GRN sont la réalisation dans les zones rurales d'un développement écologiquement durable, la prévention et la réduction de la dégradation de l'environnement et enfin un accroissement de la production vivrière et de la production de bois de feu par une gestion efficace des ressources naturelles on s'aperçoit aisément que les projets de terrain ou micro-réalisations pourraient jouer dans une certaine mesure un rôle dans le renforcement des capacités d'intervention des ONG sur le terrain. Cependant en admettant ces micro réalisations quelques considérations préalables sont à mentionner:

- Toute micro-réalisation doit être initiée à la base par les populations et sa réalisation devra aboutir au bien être et à l'épanouissement de la majorité des bénéficiaires.
- Les bénéficiaires doivent avoir sur place un système d'organisation ou une structure interne (coopérative, association - tons) comprenant une instance de décision et une instance d'administration.
- La micro réalisation devrait toucher quand même à plusieurs des thèmes génériques indiqués ci-dessus.
- La participation volontaire et consciente des bénéficiaires à la réalisation dudit projet est un préalable au financement.
- Les bénéficiaires prennent un engagement de mobiliser toutes les énergies et ressources locales disponibles pour la réalisation de la micro-réalisation.

Les domaines d'intervention possibles pour les micro-réalisations sont:

- Conservation des sols
- Conservation des eaux
- Aménagement des vallées/petits barrages et retenues d'eau

- Agro-foresterie
- Pépinières villageoises
- Reboisement/plantation d'arbres
- Régénération
- Phyto stabilisation des dunes
- Promotion du savoir et savoir faire des paysans
- Echanges villageois
- Inventaires des petites réalisations ou réalisations pilotes
- Alphabétisation

IV. STRATEGIE DE MISE EN PLACE

La stratégie de mise en place s'articulera sur deux composants sur la base des préoccupations du groupe de travail lors de l'atelier de Bamako au mois de Novembre 1989 et sur les 8 critères génériques du GRN (ci-dessus rappelés). Les deux composantes sont:

- L'appui aux institutions ONG (surtout ONG du Sud nationales)
- Les micro-réalisations

Ainsi compte tenu du fait qu'il est apparu de plus en plus nécessaire et urgent d'appuyer les ONG sur le plan organisationnel pour élever leur capacité d'intervention auprès des populations, la stratégie privilégiée a les appuis institutionnels par rapport aux interventions à la base. De cette manière 70 % du financement total disponible pour le pays seront programmés pour les appuis institutionnels et 30 % pour les micro-réalisations. La première sélection sera prévue après la journée de réflexion du comité de gestion de la CATF prévue pour la fin du mois de Mai 1990. Dans cette sélection il sera tenu compte fondamentalement des conditions préalables énumérées ci-dessus (section micro-réalisations). Ces projets de type intégré mettant en synchronisation des projets complémentaires ou au moins deux organisations (consortium) seront vite retenus pour financement.

Après cette première sélection, une priorité sera accordée aux projets de types atelier ou séminaires pour niveler les compréhensions des uns et des autres sur les problèmes environnementaux ou pour leur permettre d'avoir une certaine vue commune des approches méthodologies, politiques d'interventions et enfin leur ôter d'éléments de base pour leur permettre de travailler au consortium et dans le partenariat. La définition des thèmes de réflexion et la programmation de ceux-ci seraient à réaliser par une commission technique à identifier ou par l'ADD.

V. PROCEDURES

Le Comité de Gestion de la CATF sera chargé de faire la sélection des projets selon les procédures retenues. Pour permettre aux différents membres de prendre connaissance des dossiers de projet suivant le modèle en vigueur par le Comité de la CATF; ceux-ci devront parvenir au plus tard au Secrétariat de la CATF le 1er du mois précédent le mois de sélection.

ANNEX I

**REFLECTIONS ON PVO-NGO/NRMS PROJECT/PLANS
FOR THE FUTURE IN CAMEROON**

CHEMONICS

**2000 M St., N.W.
Suite 200
Washington, D.C. 20036**

**Tel: (202) 462-5340 or 202-1178
Fax: (202) 331-8202
ITT Telex: 1440361 CHNC UT**

14/99

REFLECTIONS ON PVO\NGO\NRMS PROJECT/PLANS FOR THE FUTURE in CAMEROON.

**Ndeso Atanga Ada and Enoh Tanjong
PVO-NGO\NRMS/CWG Cameroon**

**A paper presented at the PVO-NGO\NRMS Planing meeting in Uganda.
October 1991.**

REFLECTIONS ON PVO-NGO\NRMS PROJECT/PLANS FOR THE FUTURE IN CAMEROON

Introduction:

The PVO-NGO\NRMS (private Voluntary Organization and Non-governmental organization in Natural Resources Management Support) project in Cameroon is a project funded by USAID through a consortium of USA based PVOs including EIL, CARE and WWF. The project in Cameroon primarily funds (1) collaborative training, (2) technical assistance and (3) information exchange activities. Under its Africa wide mandate, PVO-NGO\NRMS also funds activities with a regional thematic interest, including buffer zone management workshops, pastoral sector assessments and workshops in research station/farmer linkages.

To structure, prioritize and select specific activities, the following organizational structures were put in place in the late 1989.

- (1) Country Working Group (CWG)
- (2) The Country Coordinator (CC)
- (3) Country Lead Agency (CLA)

PROJECT REVIEW Committee (PRC)
Over the last two years (comprising phase 1 of the project) these structures have been busy in the field developing frequency of contact between NGOs, the quality of information available for NGOs, and strengthening the capacity of NGOs to undertake NRM activities through training workshops and seminars.

Yaounde Country Working Group (CWG)

The CWG was the first structure put in place in September 1989 by PVO-NGO\NRMS Cameroon project to implement its objectives. The CWG was intended to recruit groups from across Cameroon. A restrained membership of 15 International, Indigenous, Rural and Village Ngos constituted the Yaounde CWG for a start. In all, efficiency, consistency, effective management, availability and responsiveness were the basic considerations for membership of the CWG.

But overtime, the situation has evolved to the point where the Yaounde national CWG has developed regional "chapters" regrouping NGOs from different geo-ecological zones. Three regional chapters of CWG:

- (1) Savanna NRMs Group
- (2) Tropical Highlands NRMs Group and
- (3) Dense forest NRMs Group.

This decision was necessitated by the fact that since the Yaounde CWG is based in Yaounde and the members head offices are clustered around the Yaounde environs, the potential danger of over-concentration in the capital and reinforcing distance from the grassroots appeared very real.

Regarding the specific modus operandi of the CWG, it was agreed that the CWG structure be as grassroots oriented as possible in order to maximize contact between NGOs operating at the grassroots level. The first task of CWG was to develop a global NRM plan of action during the first phase of the PVO-NGO\NRMS project.

The CWG was given the responsibility to define and develop criteria for the funding of projects and the Project Coordinator the responsibility to implement the specific goals of PVO-NGO\NRMS project in Cameroon.

PROJECTS REVIEW COMMITTEE (PRC)

The Project Review Committee (PRC) was recently created comprising members from the three regional CWG chapters with the main purpose of studying, reviewing and approving projects based on laid down criteria defined by the PVO-NGO\NRMS CWG.

It is hoped that the PRC approval of funding proposal based on the identification of pertinent issues and needs of different geo-ecological zones would be most effective in meeting the needs of NGOs and grassroot organizations in natural resources management.

PHASE 1 PVO-NGO\NRMS ACTIVITIES.

During the first phase of the project, a total of 13 projects including workshops for training as well as information sharing across the three geo-ecological zones were funded:

Organization	Time and Place	Focus
1. EIL (CLA)	Mvoiye, 13-14 Nov 1989	NGOs working in NRM
2. AFVP	Garcua, 18-20 Sept 1990	Workshop on NRM in the Sudano-Sahelien zone of Cameroon.
3. ICBP	Elak-Oku, 18-22 Feb 1991	Workshop on NRM in the Highlands of Cameroon.
4. Living Earth	Bamenda, 11-22 March 1991	Workshop on Environmental Education in-service training programme for primary and secondary schools teachers.
5. CRAT	SAA, 9-12 April 1991	Workshop on NRM in the Dense Forest zone.
6. Savanna NRMS	Maroua, 6th May 1991	meeting of organizations involved in NRM in the Sahel region of Cameroon.
7. OCSD/ABF	Maroua, 22nd May 1991	Improved stove day for effective use of fuelwood.

- | | | |
|-----------------------------|--|---|
| 8. ICBP | Oku, 6-24 May 1991 | Agroforestry and management Training for Women's group in NW. |
| 9. PVO-NGO\NRMS and SASH | Bamenda, 18th May 1991 | meeting of organization involved in NRM in the Highlands of Cameroon. |
| 10. PVO-NGO\NRMS and CERFAP | Mbalmayo, 24th June 1991 | meeting of organizations involved in NRM in the Dense forest zone. |
| 11. PVO-NGO\NRMS | Bafut Fondom, 24th June-9th July, 1991 | Participatory Rural Appraisal Training Workshop |
| 12. PVO-NGO\NRMS | Mbalmayo, 26-30 Aug 1991 | Training Course on Project management. |
| 13. PVO-NGO\NRMS and UGCE | ESSE, 26-27 Sep 1991 | Preliminary workshop on project design. |

*abbreviations of organizations.

CRAT - Centre Rural à l'Appui Technique

OCSO - Organisation Canadienne pour la Solidarité et Développement

ABF - Association Bois de feu

SASH - Sustainable Agriculture and Self-Help

CERFAP - Centre d'Etudes, de Recherche et de Formation A l'Auto-Promotion

ICBP - International Council for Bird Preservation

PHASE 2 OF PVO-NGO\NRMS PROJECT

Guided by the principle of grassroot involvement in natural resources management, the Yaounde CWG will coordinate and allow the three geo-ecological NRMS groups develop local initiatives based on needs this will enable these regional groups to generate plans of actions relevant to the needs and expectations of NGOs and grassroot organizations involved in natural resources management activities.

So far, evidence suggest a drive toward local initiative. For instance, the Tropical Highlands NRMS group has proposed to bring both farmers and grazers of this region together with the objective of creating a forum for exchange of ideas, discussion and examination of issues pertinent to them. This will be the first of its kind in Cameroon where traditional hostility between farmers and grazers has often led to wanton destruction of property and in some cases death.

Another proposal by the Tropical Highlands chapter of NRMS during the second phase is to solicit from PVO-NGO\NRMS to support the funding of the publication and distribution of technical reports resulting from experimental projects.

Phase 2 will essentially consolidate the gains of the first phase and reinforce the organizational structures and skills put in place.

Women in development is an area where the savanna NRMS groups is lacking, the second phase of the project should offer the opportunity for NGOs in the Savanna region to come up with concrete proposals on how this issue can be best tackled.

Parks development is an important aspect of natural resources management in the Savanna region. Again, the second phase of PVO-NGO\NRMS should provide the opportunity for NGOs And GOs to incorporate parks development and buffer zones management in particular into their plan of Action.

As for the Dense forest zone, timber exploitation and its devastating effect on the vegetation and soils are among some of the issues to be address in its program of agroforestry activities during the second phase. Erosion control is another important issue being examined.

PLANS FOR THE FUTURE

During the first phase of the PVO-NGO\NRMS project in Cameroon, over 120 NGOs and GOs active in environmentally related activities have been identified.

With an eye to the future and the realization that efforts by PVO-NGO\NRMS project to develop the potential of NGOs and local grassroots organizations to effectively identify and implement sustainable development in natural resources management cannot be a one shot deal, PVO-NGO\NRMS Cameroon proposes to embark on a long term project of developing NGO skills and/or activities in:

- project identification; developing feasibility analytical skills,**
- developing of project proposals, writing proposals,**
- project management (including evaluation and monitoring)**
- organisational management**
- participatory rural appraisal training**
- empowering indigenous NGOs and Village level organizations to prioritize needs and opportunities, design projects and seek funding.**
- technical skills training in soil and water conservation**
- sustainable beekeeping as an aspect of environmental protection**
- water delivery systems**
- applied research in collaboration with IARCs(International Agriculture Research Center), and NGOs to identify potentially innovative technologies for either testing, demonstration or extension**
- information sharing through national thematic conferences**
- continued information sharing through newsletters.**

During this period, the existing structures of PVO-NGO\NRMS will require minimal expansion to allow project objectives to be achieved. For instance, the regional chapters will be developed to take full responsibility in the execution of regional projects. This will require regional coordinators for effective monitoring and supervision. This implies the availability of funding to maintain the momentum generated during the first phase of the PVO-NGO\NRMS project.