

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE

A = Add
 C = Change
 D = Delete

Amendment Number
3

DOCUMENT CODE
3

COUNTRY/ENTITY
AFRICA REGIONAL

3. PROJECT NUMBER
698-0467

4. BUREAU/OFFICE
AFR

5. PROJECT TITLE (maximum 40 characters)
Natural Resources Mgmt. Support

6. PROJECT ASSISTANCE COMPLETION DATE (PACD)

MM DD YY
09 30 98

7. ESTIMATED DATE OF OBLIGATION
(Under "B." below, enter 1, 2, 3, or 4)

A. Initial FY 87 B. Quarter 3 C. Final FY 93

8. COSTS (\$000 OR EQUIVALENT \$) =

A. FUNDING SOURCE	FIRST FY			LIFE OF PROJECT		
	B. FX	C. L/C	D. Total	E. FX	F. L/C	G. Total
AID Appropriated Total	8,710	--	8,710	27,870	--	27,870
(Grant)	(8,710)	(--)	(8,710)	(27,870)	(--)	(27,870)
(Loan)	(--)	(--)	(--)	(--)	(--)	(--)
Other U.S.						
1.						
2.						
Host Country						
Other Donor(s)						
TOTALS	8,710	--	8,710	27,870	--	27,870

9. SCHEDULE OF AID FUNDING (\$000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH CODE		D. OBLIGATIONS TO DATE		E. AMOUNT APPROVED THIS ACTION		F. LIFE OF PROJECT	
		1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan	1. Grant	2. Loan
(1) DFA				12,035	--	14,710		27,060	--
(2) EN				810	--	--		810	--
(3)									
(4)									
TOTALS				12,845	--	14,710		27,870	--

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code
B. Amount

13. PROJECT PURPOSE (maximum 480 characters)

To increase the quality and level of natural resources management activity in A.I.D.'s country and related regional programs in Sub-saharan Africa and in PVO programs supported by A.I.D.

14. SCHEDULED EVALUATIONS

Interim MM YY MM YY NONE Final MM YY

15. SOURCE/ORIGIN OF GOODS AND SERVICES

000 941 Local Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a _____ page PP Amendment.)

This project amendment increases life-of-project funding from \$13.160 million to \$27.870 million.

I concur in the proposed methods of implementation and financing for this project as summarized in Section III of this document.

AFR/CONT:Mroga1: /DRAFT

17. APPROVED BY

Signature

Title

Director, AFR/TR

Richard Cobb

Date Signed

MM DD YY
5/28/91

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION

MM DD YY

NATURAL RESOURCES MANAGEMENT SUPPORT PROJECT

(698-0467)

PROJECT PAPER SUPPLEMENT

AFRICA BUREAU

OFFICE OF TECHNICAL RESOURCES

MARCH 29, 1991

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

DATE: April 8, 1991
FROM: AFR\PD, Timothy J. Bork
SUBJECT: Amendment of the Natural Resources Management Support (NRMS) Project (698-0467)

A. Proposed Action:

Your approval is requested to amend the Natural Resources Management Support (NRMS) Project (698-0467) to increase the life of project (LOP) funding from \$13.16 to \$27.87 million. Within this \$14.71 million increase, an amount of \$8.71 million is requested for FY 1991 to continue project activities until new project support is designed in line with the Africa Bureau reorganization. The remaining \$6.0 million of the authorization is to accommodate Mission buy-ins and contingencies until the PACD. Funding for this increase will come from the Development Fund for Africa (DFA) appropriation account.

The Project Assistance Completion Date (PACD) of September 30, 1993 remains the same. This amendment is to increase the funding level only.

These additional funds are required to continue support vital to implementing the Africa Bureau Natural Resources Strategy, "Plan for Supporting Natural Resources Management" (PNRM) in Sub-Saharan Africa, and to meeting Congressional concerns for the environment under the Development Fund for Africa (DFA).

Per A.I.D. Handbook 3, Chapter 13, a Project Paper Supplement has been prepared for this amendment since there is a substantial increase in the funding level. The original project goal and purpose are not changed.

B. Background:

1. Project History and Accomplishments.

The NRMS Project was authorized on August 11, 1987 for three years with a life of project funding of \$8.51 million. There were two subsequent project amendments. The first project amendment was in March 1989 to increase funding levels to \$8.66 million for additional evaluation costs. The second project amendment, in June 1989, added funding for biological diversity activities and extended the Project until September 30, 1993. This second amendment brought the total funding to \$13.16

million.

The NRMS Project has been the primary modality for the Africa Bureau to support the expansion of natural resources programming in accordance with Congressional guidance under the DFA. Bureau strategy guidance for natural resources was established by the PNRM in February 1987 and was most recently updated in January 1990. This guidance establishes a balanced overall program by which the Bureau can address Congressional concerns and focus resources on areas of greatest potential impact.

The priority technical areas under the PNRM are: (1) soil erosion/loss of soil fertility, (2) loss of vegetation, and (3) biological diversity. The NRMS Project has provided a mechanism for undertaking strategic/sector analysis and information exchange that is needed by the Africa Bureau, by field Missions, and by Private Voluntary Organizations (PVOs) and Non-Governmental Organizations (NGOs) in Africa to develop, implement, and measure the impact of programs under the PNRM and the DFA.

Since authorization, the Project has supported efforts in the following areas:

- (1) Assistance to Africa field Missions in natural resources management assessments, programming and policy development, information exchange, and training that has increased the quality and quantity of programming for natural resources;
- (2) Assistance to Africa Bureau offices in AID/W in technical coordination and networking, database development and information exchange that has guided implementation of the PNRM and established a basis for measuring impact;
- (3) Assistance to host country and U.S.-based PVOs and NGOs through institution building, technical coordination and networking, information exchange, workshops, and small grants that have increased their capacities to implement natural resource activities;
- (4) Provision of direct grants to PVOs and other organizations to initiate pilot programs for natural resources management, particularly the conservation of biological diversity; and,
- (5) Provision of short-term training, workshops and special studies to improve the exchange and use of technical information and analysis in the natural resources sector.

The NRMS Project has contributed to the improved institutional and natural resources programming capacity of over 50 local NGOs in Africa, especially in Mali, Cameroon, Uganda and Madagascar. The Project has also positively contributed to enhancing the livelihood of rural inhabitants living adjacent to biologically important and protected areas in countries such as Cameroon, Niger, Kenya and Tanzania. Of equal importance has been the reliance of field Missions on the expert analytical assistance provided during the development of Mission Country Program Strategic Plans (CPSPs), non-project assistance design and Assessment of Program Impact (API) documents.

2. Project Evaluation and Strategy Review.

The Mid-Term Evaluation of the NRMS Project, which was completed in February 1990, concluded that the Project had been successful in reaching its objectives and that assistance in natural resources should be continued and increased. Similar conclusions were reached by the 40 participants of the AID-sponsored workshop on Natural Resources Management in Sub-Saharan Africa, which was held in Lome, Togo in May 1990. The participants, from AID missions, the private sector, and the PVO community, endorsed the NRMS Project as a viable means of channeling natural resources assistance to the field.

With the January 1990 Review of the Natural Resources Strategy, the Africa Bureau likewise concluded that the NRMS Project remains an important transitional vehicle for the implementation and monitoring of progress in natural resources management under the PNRM and the DFA.

3. Africa Bureau Reorganization.

The transitional nature of this NRMS amendment stems from the recent Africa Bureau reorganization and the plans for future analytical and research activities in natural resources to be assumed under a larger analysis and research effort for the agriculture and natural resources sector, namely, the Policy Analysis, Research and Technical Support (PARTS) Project. The PARTS Project will be managed by the Food, Agriculture and Resources Analysis Directorate (FARA) in the newly formed Office of Analysis, Research and Technical Support (AFR/ARTS). This new Project will fund natural resource analytical activities starting in FY 1992, along with other activities such as food security, agribusiness and marketing.

Increased funding is required for the NRMS Project prior to approval and authorization of the PARTS Project, since there are many pending requests from Africa field Missions and the Bureau for analytical and research assistance in natural resources

management which cannot be met within existing funding levels nor delayed until the PARTS Project comes on line. In addition, funds are required now in order 1) to continue meeting Congressional initiatives and earmarks in natural resources management, and 2) to maintain continuity and prevent disruption of current and planned analytical activities.

Based on the above recommendations, and on specific guidance from the Bureau-wide NRMS Project Committee, AFR/TR has prepared an amendment to increase funding for the NRMS Project so that continued analytical and research support in natural resources management may continue to be provided to Missions and the Africa Bureau.

C. Discussion:

1. Africa Bureau Natural Resources Strategy Review

The Bureau Review of the Natural Resources Strategy was undertaken in January 1990. Within the framework of the approved PNRM and the DFA Action Plan, the Bureau approved ten action steps necessary to support increased activity in the natural resources sector and further development of the PNRM (per 90 STATE 078897). While action is underway on all these steps, timely and effective implementation of many of the steps requires additional resources that are to be provided by the NRMS Project through this amendment. Most importantly, NRMS Project resources are needed for the following action steps:

- (a) Concentrating analysis on problems and in countries where it can make a difference;
- (b) Developing and testing program indicators of natural resources under the DFA and PNRM;
- (c) Strengthening policy analysis for natural resources programming in Africa;
- (d) Establishing programs to address Congressional concerns for tropical forestry, biological diversity, African elephant conservation, and global climate change;
- (e) Strengthening natural resources and environmental monitoring through appropriate use of remote sensing and geographic information systems (GIS);
- (f) Continuing natural resources assistance that is responsive to broad environmental concerns and focused on development impact.

- (g) Providing the funding and the technical assistance necessary to effectively complete the transition from the NRMS Project funding rubric to that of the future PARTS Project.

2. Basis for Preparation of a Project Amendment:

During several Project Implementation Review (PIR) meetings in the past calendar year, the issue of a NRMS extension was considered and deemed appropriate. Based on this, funds were approved for design analyses and a revised project description was included in the FY 1992 Annual Budget Submission. In addition, guidance for the preparation of the project amendment has been provided by several meetings of the NRMS Project Committee, which consists of representatives from the Project Development, Development Planning, General Counsel, Technical Resources Offices within the Africa Bureau, and from the Contracts Office and the Bureau of Science and Technology.

Using the recommendations and guidance provided by the Bureau and the Project Committee, AFR/TR engaged the services of a contracting firm, from September to November 1990, to assist in completing the analytical work necessary to prepare a NRMS Project Paper Supplement. The analysis included a detailed assessment of the most technically and managerially feasible options for continuing the successful project activities to date, while addressing new priority areas, such as natural resources policy, impact monitoring and measurement, GIS and information management for natural resources management analysis, PVO strategies, and regional assistance. Of equal importance within this analytical work, was a presentation of suggestions and options on the administrative and contractual modalities of future NRMS project implementation.

3. Project Modifications:

This amendment will increase the authorized funding level by \$14.71 million for FY 1991, of which \$8.71 million will be total new core funding and \$6.0 million will be for possible additional assistance to Missions and contingencies. This will increase the total LOP authorization to \$27.87 million. In addition, the project outputs will be modified to bring them more in line with the needs for natural resources management programming under the DFA and to facilitate natural resources analysis, monitoring and impact evaluation. The amended project will incorporate the principal recommendations of the 1990 Mid-Term Evaluation and the Africa Bureau's Natural Resources Strategy Review.

Within the existing Project goal and purpose, the output elements of the Project have been re-formulated to support new areas of

analytical assistance and research started during the last year, in response to the 1990 Bureau Natural Resources Strategy Review. These output elements will also continue selected initiatives previously started and underway. The five reformulated output elements of the Project are:

1. Assistance to Africa field Missions in research and analysis in sustainable agriculture and natural resources, natural resources policy and program analysis, database development, and information exchange, and research exchange to increase the quality and quantity of programming for natural resources management;
2. Assistance to Africa Bureau offices in AID/W in research and analysis in sustainable agriculture and natural resources, natural resources policy and program analysis, database development, information and research exchange, to guide implementation of the PNRM and to establish a basis for measuring impact under the DFA;
3. Assistance to host country and U.S.-based PVOs and NGOs through pilot program development, technical coordination and networking, developing capabilities in natural resources policy dialogue, information exchange, workshops, and small grants to increase their capacities to implement natural resource activities (It is proposed that this element be implemented by the new Africa Bureau regional implementation support office, AFR/ONI);
4. Provision of direct grants to PVOs, universities and other organizations to initiate innovative research grants for natural resources involving sustainable agriculture, tropical forestry, and biological diversity; and;
5. Establishment of methodologies and systems for improved impact measurement and analysis, information sharing, and understanding of the inter-sectoral relationships and development impacts of natural resources management.

The project goal and purpose remain unchanged. Specific areas of natural resources assistance, such as Bureau analytical support, and support to missions in completion of assessments and action plans and project and program design, implementation and monitoring will continue. The necessary changes in input levels and the corresponding output revisions are fully described in the Project Paper Supplement. This Supplement also includes detailed

analysis and justification for the future natural resources analytical agenda to be implemented under the PARTS Project.

Program (DFA) funds will be utilized under this amendment for supporting AID/Washington-based technical assistance in natural resources management analysis and research. The results of implementing the Africa Bureau's analytical agenda in natural resources through this assistance will be used directly by field Missions in their foreign assistance programs, and most importantly, will be utilized by African institutions and rural dwellers to increase sustainable agricultural productivity and income of Africans.

4. Relationship with the S&T Bureau:

Through this Project amendment, the Africa Bureau will continue to strengthen its working relationship with the S&T Bureau in the natural resources sector. Emphasis will be placed on further developing more innovative and mutually beneficial relationships in technical areas of natural resources and sustainable agriculture. The NRMS Project will rely heavily on buy-in mechanisms to S&T projects that can access resources to provide analytical and research services that are critical to implementing DFA Action Plan targets and objectives.

5. Congressional Concerns.

The funding for this amendment will insure that the Africa Bureau continues to meet Congressional earmarks and initiatives in the natural resources sector through the NRMS Project. The Project will continue to address tropical forest conservation and maintenance of biological diversity mandated in Sections 118 and 119 of the Foreign Assistance Act. The NRMS Project will continue to be a primary mechanism to facilitate the meeting of the ten percent congressional earmark in the Africa Bureau for natural resources management. Additional priority areas of congressional concern are global warming, conservation of African elephants and debt-for-nature swaps. Funding under this amendment will insure that these concerns will be included in the analytical and research agenda of the Africa Bureau.

6. Financial Summary:

A budget summary is presented below which outlines the current project budget and the proposed financing of this amendment.

	(\$000)		
	Current Budget	Proposed Increase	Revised Budget Total Incl. Buy-ins.

1. Analytical Support to Field Missions: Mission Buy-ins:	\$4,920,000	\$300,000 850,000	\$5,220,000 850,000
2. Analytical Support to Africa Bureau, AID/W:	2,566,000	2,660,000	5,226,000
3. NRMS Project Adm. Support: Administrative Services	-----	2,000,000	2,000,000
4. Programming Support to PVO/NGOs in Africa: Mission Buy-ins:	2,060,000	2,515,000 200,000	4,575,000 200,000
5. Innovative Research Grants to Universities, IARCS, and PVO/NGOs:	3,323,000	1,000,000	4,323,000
6. Impact Measurement and Analysis:	51,000	235,000	286,000
7. Evaluations:	240,000	-----	240,000
8. Unfunded Contingencies		4,950,000	4,950,000
9. Total Project Funding:	\$13,160,000	\$8,710,000	\$21,870,000
10. Total Unfunded Buy-ins, and Contingencies:		\$6,000,000 ¹	\$6,000,000
11. TOTAL AUTHORIZATION LEVEL:	\$13,160,000	\$14,710,000	\$27,870,000

¹ It is anticipated that the FY 91 obligation level will be \$8.71 million and that FY 91 will be the final year of obligation. In FY 92, NRM research and analysis will be done under the new PARTS Project. Notwithstanding this intent, an additional \$6.0 million contingency is being proposed in this NRMS amendment as a fall-back in the event that the PARTS Project does not come on stream in FY 92 and/or there are unanticipated needs for NRMS core or buy-in funding in FY 92.

7. Environmental Considerations:

This project amendment is a continuation of current project activities, with an increased emphasis on analysis and research in natural resources management. A new Categorical Exclusion (CE) has been approved which reflects the increase in funding under this amendment. This CE is located in Annex 2 of the amendment.

8. Congressional Notification:

A Congressional Notification for this amendment was submitted to Congress on March 22, 1991 and expired without objection on April 5, 1991.

D. Issues Meeting:

On March 13, 1991 the NRMS Project Paper Supplement was reviewed in AID/W. Attending, among other Bureau personnel, were members of the NRMS Project Committee. The attached Project Review Issues Paper outlines topics that were discussed. The paragraphs below summarize the outcome of the meeting.

Regarding NRMS Project costs in relation to the future PARTS Project, it was agreed that the funds requested in this amendment were required regardless of whether or not the PARTS Project is to be designed in the future and that funding needs for the proposed NRMS amendment are based on needs and activities identified at this time. It was also agreed that the role of the Africa Bureau geographic desks in terms of monitoring NRMS Project activities would be clarified in the Project Paper Supplement.

Regarding project implementation, the project committee discussed the concept of a separate contract for administrative support services to replace including such services in the RSSA. As described in the PP Supplement, such a contract would include such services as: procurement of office space and office equipment for Washington-based project personnel, including RSSA advisors; and administrative staff to handle tasks such as clerical work, project implementation paperwork (e.g., PIOs), report preparation, and maintaining an implementation database. GC/AFR is concerned that separation of these services from the technical assistance services necessary to achieve project objectives gives these administrative functions "a life of their own" and, in the Washington context especially, this raises the OE versus DFA funding issue. GC\AFR's view: if a separate administrative support contract is necessary, it should be OE-

funded (possibly invoking the DFA's 5% clause); alternatively, the TA contractor should be selected on the basis (in part, at least) of its ability to provide its own administrative support (i.e., the minimal amount necessary to enable it to perform the required DFA assistance services); only as a last resort should A.I.D. determine the Washington administrative support requirements and contract for them directly using program funds.

Concerning the buffer zone management concept, it was decided that the Project supplement would clarify the necessity for continued research, evaluation and validation of this concept before general acceptance as a successful management practice.

The issue of attribution of funds in regional projects also was discussed at the review meeting. There was some discussion on whether or not non-bilateral funds lose their identity in the OYB transfer or buy-in process and thus cannot be attributed to specific earmarks. Subsequently, it was clarified that DFA funds do not lose their identity in the buy-in or OYB transfer process, so that NRMS funding from the DFA account can be tracked and attributed to the Congressional earmark for natural resources management. The NRMS Project Committee agreed that generally the attribution issue transcended the NRMS Project and should be addressed within the context of all regional projects.

All changes and clarifications proposed at the issues meeting have been incorporated into the project document.

E. Recommendation:

It is recommended that you approve the amendment of the NRMS Project by signing: 1) this Action Memorandum below, and 2) the attached Project Authorization Amendment No. 3 to increase the LOP authorized funding from \$13.160 million to \$27.870 million.

Approved Langlain

Disapproved _____

Date 4/19/91

Attachments: Project Authorization Amendment No. 3
Project Paper Supplement
NRMS Project Review Issues Paper

CLEARANCES:

AFR/DP: MBonner (DRAFT)
AFR/EA: DLundberg (DRAFT)
AFR/SWA: JHicks (DRAFT)
AFR/SA: LDean (DRAFT)
AFR/CCWA: MGolden (DRAFT)
AFR/CONT: MRogal (DRAFT)
MS/OP/OS: JHacken (DRAFT)
ST/FENR: CGallegos (DRAFT)
AFR/PD/EAP: SMeyer (DRAFT)
AFR/TR: RCobb (DRAFT)
GC/AFR: ESpriggs ES Date 4/9/91
DAA/AFR: ELSaiers ES Date 4/17/91

PROJECT AUTHORIZATION AMENDMENT
(Amendment No. 3 to the Project Authorization)

COUNTRY: : Africa Regional
PROJECT NAME : Natural Resources Management Support
PROJECT NUMBER : 698-0467

Pursuant to the Foreign Assistance Act of 1961, as amended, the Project Authorization for the Natural Resources Management Support (NRMS) Project for Africa, as approved on July 2, 1987 is hereby amended as follows:

A. Section 1. as amended is deleted in its entirety and a new Section 1 is substituted as follows:

1. Pursuant to the Foreign Assistance Act of 1961, as amended, I hereby authorize the Natural Resources Management Support (NRMS) Project, involving planned obligations not to exceed twenty-seven million eight hundred and seventy thousand United States dollars (\$27,870,000) in grant funds over an eight year period from the date of authorization, subject to the availability of funds in accordance with the Agency for International Development OYB/allotment process, to assist in financing costs for the NRMS Project.

B. Delete paragraph 4a and replace it with the following paragraph:

4a. Source and Origin of Commodities, Nationality of Services

Commodities financed by A.I.D. under the Project shall have their source and origin in the United States or in countries included in A.I.D. Geographic Code 935, except as A.I.D. may otherwise agree in writing. Except for ocean shipping, the suppliers of commodities or services shall have the United States or countries included in A.I.D. Geographic Code 935 as their place of nationality, except as A.I.D. may otherwise agree in writing. Ocean shipping financed by A.I.D. under the Project shall, except as A.I.D. may otherwise agree in writing, be financed only on flag vessels of the United States or countries included in A.I.D. Geographic code 935.

C. The Project Authorization cited above remains in force in its entirety except as hereby amended.

12

Raydon
APPROVED

DISAPPROVED
4/17/91
DATE

CLEARANCES:

AFR/DP:	MBonner	(DRAFT)	
AFR/EA:	DLundberg	(DRAFT)	
AFR/SWA:	JHicks	(DRAFT)	
AFR/SA:	LDean	(DRAFT)	
AFR/CCWA:	MGolden	(DRAFT)	
AFR/CONT:	MRogal	(DRAFT)	
MS/OP/OS:	JHacken	(DRAFT)	
ST/FENR:	CGallegos	(DRAFT)	
AFR/PD/EAP:	SMeyer	(DRAFT)	
AFR/PD:	TBork		Date <u>4/1/91</u>
AFR/TR:	RCobb		Date <u>5/20/91</u>
GC/AFR:	ESpriggs		Date <u>4/1/91</u>
DAA/AFR:	ELSaiers		Date <u>4/17/91</u>

PROJECT PAPER SUPPLEMENT

NATURAL RESOURCES MANAGEMENT SUPPORT PROJECT

Executive Summary

The purpose of this Project Paper Supplement is to modify the project to (1) address recommendations made by the 1990 mid-term evaluation and the 1990 Africa Bureau review of the Plan for Supporting Natural Resources Management in sub-Saharan Africa, and (2) provide continued analytical and research support in the natural resources sector to Africa field Missions and the Bureau by providing justification for the additional \$14.71 million which is being added to the project, and (3) provide the background, analysis and justification for the Africa Bureau's analytical and research agenda in natural resources management for the next several years.

This supplement incorporates major recommendations from the evaluation team, A.I.D. field Missions and the Africa Bureau: The proposed funding (1) initiates and continues promotion of the Africa Bureau's analytical agenda in natural resources -- areas such as policy, impact measurement, monitoring and information management systems; (2) establishes an analytical framework for effectively capitalizing on past experiences and successes in natural resources interventions; (3) it addresses the requirement for increased AID/Washington analytical capacity in natural resources management and sustainable agriculture and (4) assists the Africa Bureau in addressing Congressional initiatives and earmarks in the natural resources management sector.

The Project goal, purpose and PACD remain unchanged. The necessary changes in input levels and the corresponding output revisions are described in the document.

Much of the detailed justification and background for the project modification is provided in the attached annexes, and in the key supporting documentation listed in Annex 6. This document should therefore be read in conjunction with this background material, which provides additional rationale for the extension of the project.

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Annexes:

1. Revised Project Logical Framework
 - 1.(a) Project Output Comparison Framework
2. Initial Environmental Examination
3. Summary of Background Analyses
4. Report on Status of Implementation of the Africa Bureau
Natural Resources Strategy
 - 4.(a) State Cable 078897: Africa Bureau Review of the Natural
Resources Strategy
 - 4.(b) State Cable 164052: Africa sub-Saharan Workshop on Natural
Resources Management, Lome, Togo, April 30 - May 4, 1990
 - 4.(c) State Cable 271422: Natural Resources Indicators Under the
Development Fund for Africa
 - 4.(d) Africa Bureau Natural Resource Obligations for FY 1990 and FY 1991.
5. Statutory Checklist 5c(2): Project Checklist
6. Bibliography
7. NRMS Project Review Issues Paper

Bulk Files in AFR/TR/ANR/NR:

1. NRMS Project Mid-term Evaluation, February 1990
2. Project Design Options Study for the NRMS Project, November 1990

I. BACKGROUND AND RATIONALE FOR THE NRMS PROJECT AMENDMENT

A. Background

Effective management of natural resources is a fundamental requirement for achieving sustained, broad-based economic growth in Africa. It is fundamental because African economies are generally very dependent on their natural resources base to provide subsistence and income for their populations. It is also fundamental because effective natural resources management is a critical part of the agricultural sector, in which there is potential for improvements in productivity. This potential is recognized by the Development Fund for Africa (DFA) action plan as one of the four strategic objectives, namely Strategic Objective Three -- "Developing the Potential for Long-term Increases in Productivity."

The DFA recognizes the essential role of the natural resources sector in the development of sustainable agriculture systems, and has included improved natural resources management (NRM) as Target 3.1 -- one of the Bureau's targets in achieving Strategic Objective Three. The DFA supports the need to encourage better and more efficient resource use as a way of increasing African productivity and incomes.

The natural resource base in Africa continues to be seriously threatened and degraded at an alarming rate, resulting in declining agricultural productivity and food security in many regions of the continent. Only about 19 percent of African soils are arable, and many of these are continually threatened by loss of topsoil and of fertility. In addition, the closed tropical forests of Sub-Saharan Africa have been disappearing at a rate of about 1.3 million hectares annually, and vast tracts of economically valuable species of flora and fauna and their habitat are quickly disappearing.

Progress in promoting sustainable agriculture and increasing productivity through reducing soil erosion, conserving tropical forests, restoring lost vegetative cover, and protecting valuable natural resources has been slow, but is visible in some areas. However, much of the progress is still localized and dependent on technologies, policies, institutions, and customs that have not yet been widely adopted. Nonetheless, African governments and donors are beginning to give greater priority to sustainable agricultural development through conservation of the natural resource base.

A.I.D. has played and can continue to play an important leadership role in developing, testing, and promoting better approaches to natural resources and sustainable agriculture. The primary objective of these efforts is to improve the potential for long-term productivity increases by slowing and eventually reversing natural resources degradation.

The Natural Resources Management Support (NRMS) Project is the principal modality being utilized by the Africa Bureau to support the implementation of the Bureau's Plan for Supporting Natural Resources Management in Sub-Saharan Africa (PNRM) and of natural resource concerns within the DFA. The PNRM was approved in February 1987 and last reviewed and updated in January 1990. This plan provides a strategic framework that establishes technical and geographical areas of focus for A.I.D. natural resources programs. The PNRM also presents specific guidelines for sector assessment and program analysis to be undertaken to support natural resources programming by the Africa Bureau and its Missions under the Development Fund for Africa.

The PNRM establishes a balanced overall program by which the Bureau can address Congressional concerns and focus resources on areas of greatest potential impact. The priority technical areas under the PNRM are: (1) soil erosion/loss of soil fertility, (2) loss of vegetation, and (3) biological diversity.

The NRMS Project has provided a mechanism for undertaking strategic/sector analysis and information exchange that is needed by the Africa Bureau, by field Missions, and by Private Voluntary Organizations (PVOs) and Non-Governmental Organizations (NGOs) in Africa in order to develop, implement, and measure the impact of programming under the PNRM and the DFA.

Since authorization, the NRMS Project has provided support in the following areas:

- (1) Assistance to Africa field Missions in natural resources assessments, programming and policy development, information exchange, and training that has increased the quality and quantity of programming for natural resources management;
- (2) Assistance to Africa Bureau offices in AID/W in technical coordination and networking, database development and information exchange that has guided implementation of the PNRM and established a basis for measuring impact;
- (3) Assistance to host country and U.S.-based PVOs and NGOs through institution building, technical coordination and networking, information exchange, workshops, and small grants that has increased their capacities to

implement natural resource activities;

- (4) Provision of direct grants to PVOs and other organizations to initiate pilot programs for natural resources management, particularly the conservation of biological diversity; and,
- (5) Provision of short-term training, workshops and special studies to improve the exchange and use of technical information and analysis in the natural resource sector.

In the semi-arid agro-ecological zone (the Sahelian region), which was one of two priority zones in the PNRM, programs have generally addressed two of the PNRM's technical foci, namely loss of soil fertility and loss of vegetation. The Niger, Mali Burkina Faso, Senegal, Gambia, and Guinea Missions are all starting or planning new natural resource activities using NRMS Project support. The technical focus in Sahelian West Africa generally includes:

- Soil and water conservation/soil fertility maintenance interventions;
- Small scale forestry/agroforestry interventions at the field, farm, and village levels;
- Institutional reforms to improve dissemination of soil conservation and forestry/agroforestry technologies; and,
- Policy reforms to give local communities greater control over common property forest and range land resources.

In the tropical highlands (second priority agro-ecological zone) and in East and Southern Africa in general, natural resource programs have concentrated on wildlife conservation and on the preservation of biological diversity. The primary activity has been habitat conservation through the buffer zone management concept--that is, integrating conservation and rural development activities in, or adjacent to, critical areas of biological importance. Activities in Eastern and Southern Africa include:

- Institutional reform to improve national park/protected area management;
- Development activities for buffer zone populations;
- Biodiversity inventory and research;
- Wildlife management, particularly elephant conservation;
- Policy reforms, particularly for improved management of protected areas, tax and revenue generation reforms, and ecologically sound tourism development (eco-tourism).

The Africa Bureau participated in an evaluation of world-wide buffer zone projects with the World Bank and the World Wildlife Fund. This evaluation concluded that although there has been success in several countries implementing the buffer zone management concept, more research and validation of this concept is necessary. The NRMS Project will continue to support additional research and analysis in this area, and monitor on-going programs for lessons learned.

B. Experience to Date

Experience to date has been very positive. The NRMS Project is successfully achieving its purpose of increasing the quality and level of natural resources management activity in A.I.D.'s programs in Sub-Saharan Africa, and in PVO and NGO programs supported by A.I.D. The Mid-Term Evaluation, completed in February 1990, acknowledged that the NRMS Project has facilitated an increase in natural resources programming in the Africa Bureau and has also provided PVOs with funds to increase their natural resource activities in Africa. There is evidence that African NGOs are also beginning to respond favorably to Project-funded efforts to strengthen their capacities in natural resources.

Through the NRMS Project, the Africa Bureau is meeting its goals in providing analytical assistance to field missions in sector and program assessment and the development of NRM action programs and plans. The congressional target of ten percent of DFA funds for natural resources has meant increased funding from the FY 1987 level of \$55 million to \$80 million in FY 1991. Mission obligations in natural resources have also increased steadily. Annex 4.(d) provides detailed listings of NRM obligations in the Africa Bureau for FY 1990 and FY 1991.

These impacts have demanded the types of activities and support currently provided under the NRMS Project. Additional assistance is now underway for policy analysis, impact measurement, and database/information system development. Outlined below is a brief summary of project activities that have been completed and/or are currently underway.

- Mission and host country government capability in NRM analyses and implementation of NRM programs has increased through the provision of analytical assistance. Eleven African field Missions have incorporated NRM elements and concerns into country strategy papers (CPSPs and Action Plans). NRMS assistance has been critical in identifying positive experiences upon which natural resources activities, particularly policy-based assistance programs, can be built. Missions such as Niger, Gambia, Senegal, Mali, and Guinea have relied heavily on NRMS Project expertise for the developing of NRM indicators and incorporating NRM concerns into their agriculture portfolios

--thus assisting these countries to address the critical area of sustainable, economic production.

- Ten Africa Missions have developed natural resources projects within their strategies. NRMS analytical assistance has been particularly valuable in establishing a strong collaborative analytical and pilot program base with PVOs and indigenous NGOs and in coordinating analysis and program development with other donors. This collaboration with PVO/NGOs and donors, particularly with the World Bank through Environmental Action Programs, has improved the design of NRM programs in numerous African countries.
- Greater understanding of the role and importance of biological diversity, and its relation to rural development has been achieved through the initiation of 18 biological diversity grants in Sub-Saharan Africa. These efforts are now testing new methodologies and approaches for conserving and preserving areas of biological importance, while addressing the development and economic welfare needs of Africans living in or around these areas. Uganda, Rwanda, Burundi, Kenya, and Cameroon are among the key countries whose biodiversity projects have relied heavily on NRMS assistance.
- Approximately 100 indigenous African NGOs are now increasing their institutional capacity to propose and implement natural resource projects and programs in technical areas such as soil conservation, agroforestry and natural forest management. Pilot activities to strengthen indigenous NGOs in Mali, Uganda, Cameroon and Madagascar are showing success.
- Numerous special studies, analyses, and workshops have been undertaken by the Project for African Missions, and PVO/NGOs (including many Africans), concerning: agroforestry, women in natural resources development, wildlife management, natural forest management, natural resources economics; data base development, and geographic information systems (GIS).
- Key analytical work has been undertaken for the Africa Bureau to develop natural resources indicators under the DFA, to assess NRM impact, and to establish a better understanding of linkages between better natural resources management and long-term increases in productivity.

The Project has provided the modality necessary for the Africa Bureau to address and meet Congressional initiatives and earmarks in tropical forestry and biodiversity, global climate change and African elephant conservation. Assistance is to be provided by the Project to support Section 466 of the Foreign Assistance Act with regard to the inventory of severely degraded natural

resources and the feasibility of debt-for-nature programs in Africa. New relationships with the international conservation and environmental community, both profit and non-profit have been forged. These relationships have provided AID with valuable support in Congress with regard to the way the Africa Bureau is addressing natural resources management needs in Africa and is meeting the above mandates and earmarks in conservation.

Annex 4 provides additional output-oriented detail on successful Mission projects and programs in the NRM sector, implemented through the NRMS Project.

C. The First NRMS Evaluation

The first NRMS Project Evaluation, which was completed in February 1990, made a number of recommendations which have been accepted by the Africa Bureau. The Evaluation strongly endorsed the NRMS Project as the appropriate vehicle for implementing the PNRM, and the analytical support provided was deemed most useful. Finally, the need for a follow-on project was endorsed by the evaluation, in order to consolidate achievements and provide a modality for increasing requests for analytical assistance to the field and the Africa Bureau. Following are the major modifications recommended by the Evaluation:

- There is a clear need for a follow-on project, in order to consolidate the gains of NRMS, to continue increases in activity programming, and to expand the scope of activities. Given the continued requirement for NRM assistance and analyses in the Bureau and Missions in natural resources, a project amendment is recommended.
- Future project design should consider more effective linkages with other A.I.D. endeavors, such as those with S&T and develop better implementation modalities dealing with provision of technical assistance. There were no efficient ways for Missions to buy-in to the Project, which resulted in lack of Mission commitment and ownership in some cases. In addition, more efficient administrative and implementation procedures will result in more timely and effective Mission input into assistance activities.
- Political realities and reasonable levels of success to date indicate that continuing the PVO biodiversity grants and assistance to African NGOs in general is both advisable and feasible. PVO/NGO strengthening should continue where there is a comparative advantage and the Bureau should consider working with PVO/NGOs through the current Cooperative Agreement mechanism in the future.
- Lack of institutional memory under the current Project is a

broad concern. There is an expressed need for better information gathering procedures and monitoring efforts. A.I.D. should have a long term commitment to making NRM information available through the development of information management procedures and application of available data and geographic information systems (GIS).

- AFR/TR should provide leadership, encouragement and funding to facilitate development of impact indicators. The importance of developing natural resources indicators was stressed.
- The PNRM should be reviewed within the context of a future extension of the Project. The Bureau should widen the scope of the PNRM while maintaining its prime technical focus and objectives. Other areas that individual Missions might not be able to cover should be considered under the Project, such as natural resources economics, policy analysis, application of GIS and common regional themes in natural resources.

In conclusion, the evaluation team endorsed the NRMS Project and presented A.I.D. with suggestions on improving implementation and investigating new critical areas that have become increasingly important within the DFA.

D. Africa Bureau Review of Natural Resources within the PNRM and the DFA.

The conclusions of the Africa Bureau natural resources review were communicated to the field in March 1990 (See State 078897, Annex 4.a). The review concluded that: (1) the PNRM remains a valid initial strategy under the DFA; and (2) several action steps need to be undertaken to implement the natural resources program more effectively. These action steps are also intended to provide the Bureau with a more effective analytical agenda for further Bureau activity that is more in line with the DFA Action Plan of May 1989.

Through these action steps, the Project will better assist Africans in achieving Target 3.1 under Strategic Objective Three through adoption of better natural resource management practices. Validating the linkages between more effective natural resources management and increased agricultural productivity and income will continue to be a priority within the DFA framework.

The action steps resulting from the review are outlined below:

- Concentrating analysis on NRM and sustainable agriculture problems in countries where it can make a difference;

- Testing and applying guidance for program indicators of natural resources within the context of the DFA;
- Strengthening policy analysis for natural resources and sustainable agriculture programming in Africa;
- Capitalizing on past success regarding NRM interventions in the field.
- Establishing programs to address Congressional concerns for tropical forestry, biological diversity, African elephant conservation, and global climate change;
- Strengthening natural resources and environmental monitoring through appropriate use of remote sensing and geographic information systems (GIS);
- Expanding the Bureau's collaborative work in natural resources with the PVO community, host country and U.S.-based;
- Continuing natural resource assistance that is responsive to broad environmental concerns, and focused on development impact.

These steps were endorsed by the second conference on Natural Resources Management in sub-Saharan Africa, which was held in Lome in May of 1990. Annex 4.(b) contains the reporting cable for this conference.

Full and effective implementation of the above action steps requires additional resources that are to be provided by the NRMS Project through this amendment. The review finally concluded that AFR/TR would prepare background analyses to support the modification of the Project.

A "Status Report on the Implementation of the Africa Bureau Natural Resources Strategy", completed in January 1991, is included in this Supplement as Annex 4.

E. Re-organization of the Africa Bureau and the PARTS Project

The Africa Bureau is currently undergoing a re-organization effort. As part of this effort, the new Analysis, Research and Technical Support Office (AFR/ARTS), which will replace AFR/TR, will be consolidating project-funded analyses and research in the agriculture, food security and natural resources sectors with the goal of (1) streamlining management of these activities, and (2) providing a single project mechanism for the Food, Agriculture and Resource Analysis Directorate (FARA) to access resources to implement the Africa Bureau's analytical agenda in and across

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these sectors.

AFR/ARTS/FARA plans to design the new Policy Analysis, Research and Technical Support (PARTS) Project to provide for funding all Directorate activities, including natural resources starting in FY 1992. For this reason, this Project amendment does not include a PACD extension beyond the current date of September 30, 1993. The PARTS Project organization is depicted in Figure 1, page 10.

Besides providing justification for additional funding, this Supplement also presents the background analyses which sets in place the analytical agenda for natural resources management under the DFA and PNRM for the 1990s. Thus, this Supplement also provides the analysis and implementation planning for the natural resources management research and analytical agenda that will be included under the proposed PARTS Project. This NRM analytical agenda will be reviewed and evaluated at appropriate times.

Until other Africa Bureau mechanisms are in place (i.e. the PARTS Project and a new PVO Support Project in AFR/ONI) to implement natural resources activities, the NRMS Project will continue to be the principal modality for implementing natural resources within the PNRM and DFA frameworks.

F. Analyses for the PP Amendment

The NRMS Project has been obligating funds at an increasing rate, averaging approximately \$4 million yearly since approval, and life of Project (LOP) funds are now exhausted. Meanwhile, with increases in DFA target funding levels and new congressional mandates for African elephant conservation, global climate change, and debt-for-nature swaps, there are increasing requests both from the field and within the Africa Bureau for natural resources analytical and research assistance. Using the recommendations and guidance provided by the Bureau and the NRMS Project Committee, AFR/TR engaged the services of a contracting firm from September to November 1990, to assist in completing the analytical work necessary to prepare this NRMS Project Paper Supplement.

The analysis included a detailed assessment of the most technically and managerially feasible options for continuing the successful project activities to date, while addressing new priority areas, such as, natural resources policy, impact monitoring and measurement, GIS and information management for NRM analysis, PVO strategies, and regional assistance. Of equal importance within this analytical work, was a presentation of suggestions and options on the administrative and contractual modalities of future NRMS project implementation.

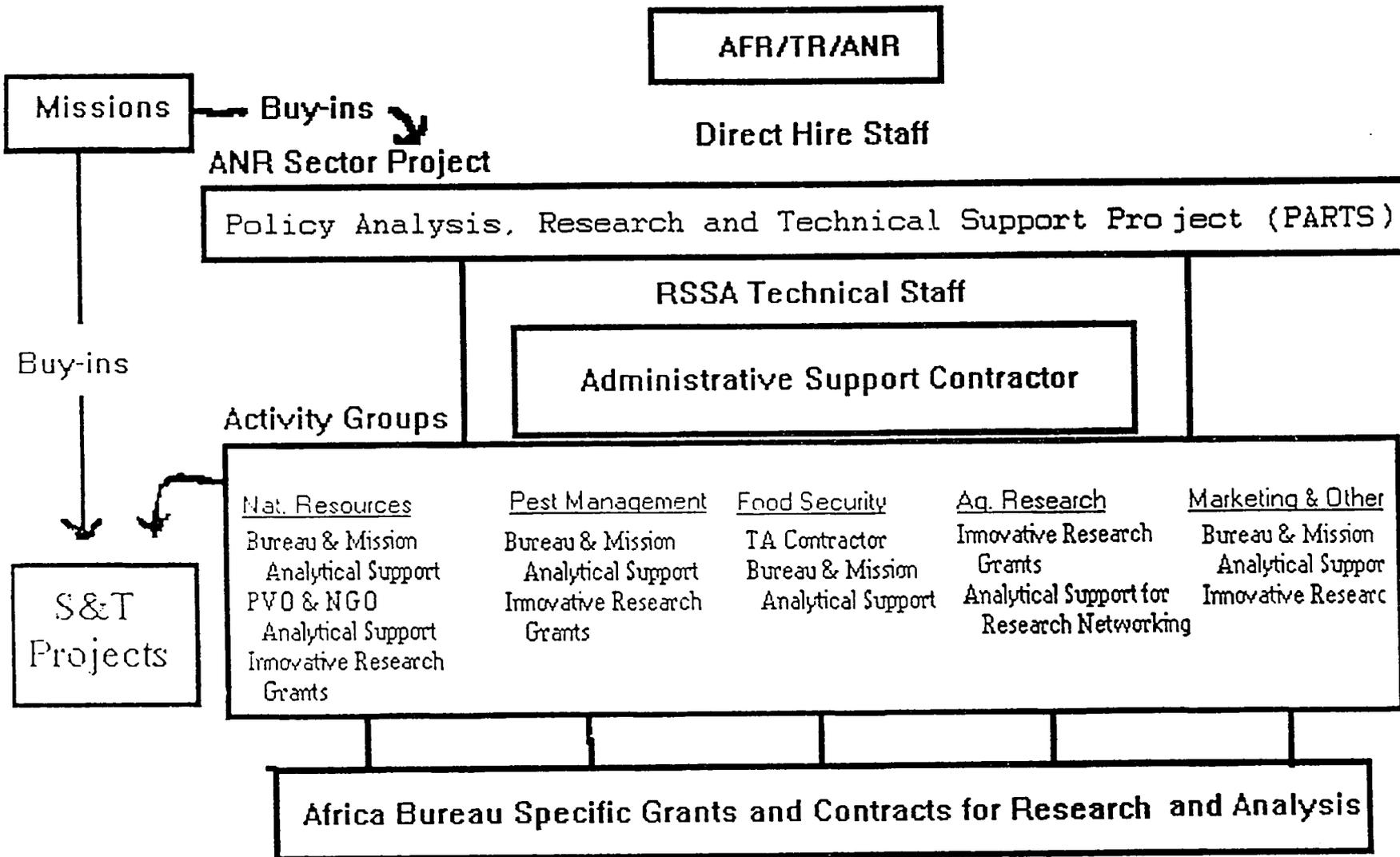


Figure 1

The results of the above analyses are discussed in Section IV, Summary of Analyses, and are summarized in Annex 3. The complete document entitled "Project Design Options Study for the Natural Resources Management Support Project -- November 1990" is also included as supporting documentation for this supplement.

II. AMENDED PROJECT DESCRIPTION

A. General Description

This Project Paper Supplement modifies the NRMS Project to incorporate the recommendations of the Mid-Term Evaluation and the Africa Bureau PNRM Review and provides justification for the additional funding which is being requested. The Project goal and purpose remain the same.

The Project goal is to improve policies and programs to restore and maintain environmental stability and the natural resource base in Sub-Saharan Africa, especially in support of sustainable agricultural development.

The purpose of the Project is to increase the quality and level of NRM activity in A.I.D.'s country and regional programs in Sub-Saharan Africa and in PVO/NGO programs supported by A.I.D.

To achieve the project's purpose and goal, the human-level objective is the same: To achieve widespread and sustainable increases in yields and income through better management of natural resources. To achieve this, the project focuses on four groups -- resource managers, host governments, Missions/other donors and the Africa Bureau in the following ways:

- **Resource Managers** (smallholder, communities, or host governments): Adopt NRM practices that increase productivity and income while maintaining the productive capacity of the natural resource base and protecting habitat for biological diversity. (This is the DFA people-level impact and the ultimate measure of the PNRM and this project.)
- **Host Governments:** Adopt practices and institutional orientations that increase the incentives for resource managers to adopt appropriate NRM practices.
- **Missions, PVO/NGOs and Other Donors:** Support host governments in developing and implementing effective NRM

policies and institutional orientations.

- **Africa Bureau and Other A.I.D. Offices:** Support natural resources sector and policy analysis.

The activities under the NRMS and future PARTS projects will assist the above groups by collecting, analyzing and diffusing relevant NRM information so that each group can make informed decisions about various options. And, to increase the amount of analysis that is conducted by host-government specialists, research exchange in analysis of information and impact monitoring will be supported.

It has been found so far that the collective knowledge upon which each of the above groups could capitalize is vast, and that substantial amounts are continually produced. However, little of this knowledge is captured and even less is used to make meaningful inferences for programming. Not only, then, have we crippled ourselves by failing to make use of past lessons learned, but we fail to capture, on a regular basis, those lessons bought and paid for by a multitude of NRMS Project activities. To assist decision makers at all levels make informed decisions, activities are aimed at collecting, consolidating, and capitalizing on the vast knowledge base. Toward this end, activities will concentrate on the following targets:

1. **Collect and Organize Information.** The Project will establish systems to collect and hierarchically organize the collective knowledge base. The system will be designed for capturing and organizing the future as well as the current body of knowledge.
2. **Analysis.** Using data that has been hierarchically organized in the first step, analysts in the host governments, Missions and the NRMS Project will identify (a) the array and impact of NRM practices and technologies with respect to Target 3.1, (b) the tenure, financial, and institutional conditions that contributed to the adoption of various practices, and (c) the actions that established the above conditions. Using these data, the analysts will develop various scenarios for widespread dissemination of appropriate NRM practices.
3. **Programming and Iterative Testing.** The results of the above analyses will assist Missions in the development of bilateral projects and programs. This type of analysis should become more important as the Missions move toward program support and require more extensive analytical work to identify policies to monitor and

measure results. The information collection and organizational system set up in step one, will assist the Missions to monitor the impacts from policy changes and identify lessons learned on a timely basis. In addition, the lessons learned in one Mission will be disseminated to other Missions.

4. **Research Exchange.** One of the major lessons learned from the NRMS Project is that those who collect information and conduct the analyses are more likely to use the results of those analyses. Consequently, more opportunities will be provided for considerable exchange of appropriate methodologies of information management to individuals at all levels in collecting, organizing and analyzing NRM information.

B. Reformulated Output Elements

The NRMS Project will continue funding for a portfolio of Mission and Bureau analytical assistance, PVO/NGO assistance, and innovative analysis and pilot program grants outlined in the original project paper. Additional funding under this Supplement will fund on-going components and support new analytical and research initiatives that have been started within these components.

However, these activities are being reformulated and regrouped under five new elements or output categories. This is being done to clarify expected results and to facilitate future progress reporting and evaluation.

The five reformulated output elements of the NRMS Project are:

1. Assistance to Africa field Missions in research and analysis in sustainable agriculture and natural resources, natural resources policy and program analysis, technical coordination and networking, database development, and information exchange, and research exchange to increase the quality and quantity of programming for natural resources;
2. Assistance to Africa Bureau offices in AID/W in research and analysis in sustainable agriculture and natural resources, natural resources policy and program analysis, technical coordination and networking, database development, information and research exchange, to guide implementation of the PNRM and to establish a basis for measuring impact under the DFA (see Annex 4.(c) for more background on DFA indicator

development);

3. Assistance to host country and U.S.-based PVOs and NGOs through pilot program development, technical coordination and networking, developing capabilities in NRM policy dialogue, information exchange, workshops, and small grants to increase their capacities to implement natural resource activities;
4. Provision of direct grants to PVOs, universities and other organizations to initiate innovative research grants for natural resources management, involving sustainable agriculture, tropical forestry and biological diversity, and;
5. Establishment of methodologies and systems for improved impact measurement and analysis, information sharing, and understanding of NRM inter-sectoral relationships and development impacts.

Each of these new output elements, the expected results and indicators to be used to measure progress are summarized below, and in the Project Logframe (Annex 1). Also, a logframe comparing previous NRMS Project inputs, outputs and indicators with those of this amendment is located in Annex 1.a.

1. Analytical Assistance to Africa Field Missions

Natural resources sector planning, programming and monitoring in Africa field Missions will be improved by providing support in research, analysis, technical coordination and networking, database development, and information and research exchange.

The types of assistance to be provided include:

- a. Establishment of country and regional data bases of knowledge about successful and promising NRM initiatives. This base will include an inventory of practices being used in the country and in other similar agro-ecological zones, the location of sites, and the conditions contributing to adoption of practices. Toward increasing both the knowledge base and the appreciation of the value of that base for decision makers, support for additional NRM assessments and site visits for host-government personnel will continue.
- b. In the context of the Country Program Strategy Paper (CPSP) and in collaboration with the host governments, development or further elaboration of NRM Action Programs that use available knowledge to identify the potential for sustainable increases in income and

productivity (DFA Strategic Objective Three) through better management of natural resources. Assistance will be provided to help Missions work with appropriate host government personnel in using field-based information to (1) identify conditions that contribute to widespread adoption of NRM practices and (2) the cost and benefits of establishing those conditions.

- c. Development and testing of program indicators and appropriate systems to monitor the short, medium and long-term impacts of Mission's NRM activities.
- d. Identification of policy constraints to widespread adoption of better NRM and sustainable agriculture practices, and development (in collaboration with the host government) of an approach to address these constraints through policy-based assistance programs.
- e. Use of relevant field-level and regional experiences in collaborating with host governments and other donors in development of national plans such as Environmental Action Plans (EAPs) and Tropical Forestry Action Plans (TFAPs).
- f. Workshops and "field day" activities in NRM research exchange and methodology, focussing on state-of-the-art applied research in the NRM sector.

The focus of analytical assistance will be to capture, organize, and consolidate the knowledge base that exists in the various agro-ecological regions of Africa. One of the main lessons learned so far is that there is much knowledge and experience upon which to build. One of the other lessons is that few resources are being put toward capturing those lessons.

The indicators of success of this element will be the number of Missions which move toward effective program impact monitoring for NRM activities, through the assessment of natural resource conditions; analysis of problems and opportunities; preparation of strategies, plans and programs; and development and implementation of monitoring and impact measurement systems.

2. Analytical Assistance to Africa Bureau Offices

Natural resources sector planning and programming in the Africa Bureau will be improved by providing analytical support services for sector strategy analysis, technical liaison and coordination, information sharing, impact measurement, and staff research exchange. This assistance will be directed through the ARTS Office of the Africa Bureau.

The types of assistance to be provided include:

- a. **Technical advisors to supplement A.I.D. expertise and enable the Natural Resources Branch to provide technical support in the areas of natural resources, environment, and sustainable agricultural for the overall development program of the Africa Bureau. These advisors will be obtained through interagency agreements with the appropriate U.S. Government agency. Currently identified needs are in soil conservation/fertility, tropical forestry and biological diversity, natural resources and energy policy, and environmental monitoring.**
- b. **Technical liaison and coordination within the U.S. Government, with other donors, and with technical experts in universities, private voluntary organizations, and private firms in order to keep the Bureau abreast of scientific and programmatic work of relevance to A.I.D.'s natural resource programs in Africa. This includes support for technical experts groups, research exchange, natural resources policy and information systems, workshops and seminars, appropriate databases and information systems, and newsletters and other communication tools.**
- c. **Special studies and analyses in order to improve: the understanding of problems and probable solutions in achieving Strategic Objective Three through better NRM practices; Bureau or Mission strategies and programs; and, the impact of current strategies and programs. These studies will also address broad issues like tropical deforestation, biological diversity conservation, and global climate change.**
- d. **Research exchange workshops and seminars to disseminate research findings and promote information sharing among A.I.D. staff and their professional counterparts in government, private for profit and nonprofit, university and other nongovernment organizations.**

The indicators of success of this element will be the improved overall quality of: assessment of natural resource conditions; analysis of problems and opportunities; preparation of strategies, plans and programs; and, development and implementation of monitoring and impact measurement systems. This output element will also assure that appropriate NRM and sustainable agriculture guidance is developed and technical expertise is available to assist Missions.

3. Programming Support to PVO/NGOs

Pending transfer of this component to AFR/ONI, the NRMS project will continue funding to improve the analytical and technical capacity of PVOs and African NGOs to implement their development activities, where major components include the maintenance or improvement of the natural resource base and promotion of sustainable agriculture production systems. The particular importance of this element lies in the fact that PVO/NGOs often are the most active players in implementing NRM activities and often are the best sources of empirical data as well as being most appropriately placed to capitalize on the growing NRM knowledge base. Information from this element will feed back into the impact and information systems for analysis and dissemination.

The types of assistance to be provided include:

- a. Analytical and technical assistance provided through the PVO/NGO NRMS Project currently implemented by the three party consortium of the Experiment in International Living (EIL), CARE and the World Wildlife Fund (WWF). This cooperative agreement will be extended to include additional countries beyond the four in which it is presently active.
- b. Analytical assistance and collaboration through new partnerships, projects and regional activities dedicated to strengthening African NGOs working in the field of natural resources management.
- c. Technical assistance to support African-based NGO coordinating bodies such as the African Non-governmental Environmental Network (ANEN); the Environmental Liaison Center (ELC) based in Nairobi, Kenya; and Kengo, a Kenya-based NGO with a growing experience in working regionally.
- d. Workshops, seminars, short-term applied NRM research and technical assistance to assist A.I.D. in strengthening PVO/NGO capabilities in project information management, monitoring, tracking, evaluation, information sharing and impact assessment.

The indicators of success for this element will be the level and quality of increased NRM programming by PVOs and African NGOs, particularly activities that are financed at the local level, combining A.I.D. and other donors contributions, government agreements, and self-help financing.

4. Innovative Research Grants

This output element will facilitate the provision of direct grants to PVOs, universities and other organizations to initiate innovative research in natural resources management, particularly the conservation of biological diversity and development of sustainable agriculture. These grants will follow lines of enquiry established from analyses of the lessons learned from the field. In this respect, most grants will not be free-standing; rather, they will contribute to the Bureau's analytical and impact monitoring objectives.

The types of assistance to be provided could include such things as:

- a. Biological Diversity Research Grants, which will be given through a buy-in to the S&T managed Biodiversity Support Program (BSP), to support innovative research and pilot program grants in biological diversity. The BSP is implemented through a cooperative agreement with the World Wildlife Fund in partnership with the World Resources Institute and the Nature Conservancy. With direction from the Africa Bureau, the BSP would establish selection criteria, solicit, evaluate and rank proposals and make sub-grants.
- b. Sustainable Agriculture Research Grants, which will be managed through the new Sustainable Agriculture CRSP or other appropriate S&T buy-ins, to support innovative research in sustainable agriculture that are of direct interest to Africa Bureau strategy and program objectives. These grants will be initiated in FY 1992 with funding for the new PARTS Project.

The indicators of success for this output element will be the quality and usefulness of the innovative research. This will be measured in terms of use by field Missions and AID/W offices to modify and expand NRM programming. Thus, the results of this element link back indirectly to expand and enrich the direct analytical assistance presented in output elements 1 and 2, above.

5. Impact Measurement and Analysis

Since the design of NRMS Project, there has been an increased awareness of the considerable quantity and quality of knowledge and information about Africa's natural resource base. Under the Project, a number of country and regional assessments were conducted to analyze promising approaches to the management of natural resources. Specifically, constraints to achieving sustainable increases in income and productivity were identified in terms of how various resource managers addressed those constraints. A number of lessons learned were produced from these assessments.

First, there is a considerable body of knowledge that is not being captured, analyzed and fed back into the programming cycle. And, secondly, there was no ready system to organize the various bits and pieces of information in order to make meaningful inferences. The Africa Bureau needs this information for both programming and to be able to summarize better continent-wide impacts in the sector. Missions and PVOs are already finding that these systems are especially useful in managing field activities and evaluating program impacts. Therefore, considerably more assistance will be provided to the Bureau and Missions than was originally planned to meet this need.

The types of assistance to be provided include:

- a. NRM Impact Monitoring Systems will be further developed. Assistance will support the refinement and testing of the NRM Impact Indicators Organizational Framework in several countries. Spatial and temporal issues will be considered to ensure that the Framework is a more effective planning tool. Its relevance outside of the Sahel, and for biodiversity, will also be addressed. This Framework was designed initially for the Africa Bureau, so that NRM activities undertaken by Missions could be evaluated in terms of their potential impact on increased income at the farmer level, based on the hypothesis that only such NRM innovations would be sustainable.
- b. GIS utilization for monitoring and analysis of natural resources conditions, management practices, and development impacts will be developed. In this regard, a GIS Expert's Group has already been initiated. This Group will be able to provide guidance to Missions on GIS applications of particular relevance to NRM, and assist them and the Bureau in technical oversight of ongoing programs. The Group, under the leadership of the World Resources Institute, will organize a series of case studies, special analyses, and country programs with participating Missions. As needed, the Group may

advise on special studies or activities designed to develop specific tools or manuals that would assist in the integration of GIS technologies with AID's NRM programs in Africa.

- c. Information support for field Missions and PVO/NGOs through database development and sharing, technical information sharing and communications. The capturing, storage and presentation of information of relevance to NRM is a key objective, and as is deemed necessary, bibliographic, computer-based or other systems not duplicative of existing programs will be supported.

The indicators of success of this output element will be established country-level databases on natural resource conditions and programs; established GIS utilization for NRM analysis and monitoring; information sharing and technical collaboration in NRM analysis, and impact monitoring.

C. Budget and Financial Summary

Table 1 on page 21 presents the revised project budget, incorporating the \$14.71 million in additional funds. This table: (1) breaks down the estimated funding to continuing activities and new initiatives, and (2) provides the total estimated amount for Mission buy-ins and unfunded contingencies. The \$14.71 million total represents:

FY 91 New Core Funding:	\$ 8,710,000
FY 92 Unanticipated Mission Buy-ins:	1,050,000 ¹
<u>FY 92 Unfunded Contingencies:</u>	<u>4,950,000</u>
Total Additional Request:	\$14,710,000

Considerable funds have been allocated as unfunded contingencies due to several factors. Congressional initiatives and earmarks, including additional activities for elephant conservation, global climate change and debt-for-nature programs are a continuing responsibility. Additional funds are required for possible new congressional mandates and interests in the natural resources management sector. The NRMS Project had to be previously amended in FY 1989 due to a large, unforeseen demand in biological

¹ We do not plan any FY 92 obligations under the NRMS Project. Rather, all natural resources research and analysis is to be done under the new PARTS Project. However, \$6 million in funds for unanticipated Mission buy-ins and unfunded contingencies are included in the proposed authorization level to be used in the event that the PARTS Project is delayed or there are unanticipated needs in FY 92.

Summary Budget - Natural Resources Management Support Project

1/ These are Mission buy-ins to S&T which are tracked by NRMS for coordination of Bureau analytical work.

	Original NRMS Project Budget	Continuing Activities FY91-92	New Initiatives FY91-92	Total New Core Funding	Mission Buy-ins FY91-92	Grand Total Project Authorization
1. Analytical Support to Africa Bureau and Missions	7,486,000	2,430,000	530,000	2,960,000	850,000 ^{1/}	11,296,000
a. Research & Analysis	4,998,000	1,230,000	500,000	1,730,000	850,000	7,578,000
1. S&T -- FSP		110,000		110,000		110,000
2. S&T -- EPM with WRI		580,000		580,000	200,000	760,000
3. S&T -- BSP (GCC)			300,000	300,000		300,000
4. S&T -- ACCESS II - LTC		300,000		300,000	150,000	450,000
5. S&T -- SARSA		280,000		260,000		260,000
6. S&T -- DFMP			200,000	200,000	500,000	700,000
7. S&T -- EPAT			0	0		0
b. Research Exchange	1,160,000	180,000	0	180,000		1,340,000
1. S&T-- FSP		40,000		40,000		40,000
S&T-- EPM with WRI		140,000		140,000		140,000
c. Technical Staff	1,330,000	1,020,000	30,000	1,050,000	0	2,380,000
1. USDA/OICD -- RSSA	1,200,000	900,000	0	900,000		2,100,000
2. AAAS -- Ecologist	130,000	70,000	0	70,000		200,000
3. Administrator's Fellow	0	50,000	0	50,000		50,000
4. AAAS - Nairobi	0	0	30,000	30,000		30,000
2. NRMS / PARTS Admin. Support Contract	0	0	2,000,000	2,000,000	0	2,000,000
3. Programming Support to PVO/NGOs	2,060,000	2,516,000	0	2,516,000	200,000	4,776,000
--- Transitional Funding by NRMS; To be managed by AFR/IDS						
a. NRMS PVO/NGO Grant		800,000		800,000	200,000	1,000,000
b. Bridging Grants - Kenya Uganda, The Gambia		915,000		915,000		915,000
c. Unsolicited Proposals		800,000		800,000		800,000
4. Innovative Research (Sustainable Ag; Forestry; and Biodiversity)	3,323,000	1,000,000	0	1,000,000	0	4,323,000
a. S&T-- BSP		1,000,000		1,000,000		1,000,000
b. S&T -- ICRAF				0		0
c. S&T -- Sustainable Ag.				0		0
d. S&T -- Tropsoils/Other				0		0
5. Impact Measurement and Analysis	51,000	150,000	85,000	235,000	0	286,000
a. S&T -- EPM with WRI		150,000		150,000		150,000
b. FEWS -- USGS/NASA			85,000	85,000		85,000
6. Evaluation	240,000	0		0		240,000
7. Unfunded Contingencies						4,950,000
TOTAL	13,160,000	6,095,000	2,615,000	8,710,000	1,050,000	27,870,000

diversity research activity, and a contingency is required to react to this historical trend and continued progression of demand for this and for other Project related activities. Also, the NRMS Project is mandated to fund activities in Global Climate Change and has initiated research and analysis in this priority area. The process of programming funds for Global Climate Change is continuing, based on the latest research results. Therefore, contingencies for future activity is wise, though no contingency funds will be obligated unless or until actually required for one of the purposes stated. The \$4.95 million figure represents our best estimate based upon recent experience with funding requirements associated with new Congressional initiatives.

The bridging grants listed in Table 1 are biological diversity grants that were previously initiated with NRMS Project funding. This bridge funding is "one time only" and assists the Missions in the transitional stage until these activities are funded bilaterally.

For S&T and other regional projects, Missions will continue to buy-in directly to S&T for these activities. The Project may provide technical liaison for some of these activities, but will not have financial management responsibilities. The budget also shows unfunded line items with the S&T TROPSOILS, ICRAF and sustainable agriculture programs. These line items have been entered as a recommendation for future PARTS programming in these activities.

As shown in Table 1, funding is proposed for one year, FY 1991. For FY 1992, all natural resources management research and analysis will be further funded by the PARTS Project.

Specific funding for the NRMS Project components and Mission buy-ins are summarized by budget line item as follows:

1. Analytical Support to Africa Bureau and Missions. Analytical and research assistance will include technical assistance to the Bureau and Missions by AFR RSSA staff, and through a number of S&T buy-ins and grants. The Project will be considering several buy-ins to S&T projects from core funds in policy, GIS, impact indicator development, and research and analysis and special studies in priority areas. Research exchange will consist of major conferences and/or study tours in Africa and Bureau-specific workshops and conferences.

2. NRMS/PARTS Project Administrative Support. Current NRMS RSSA administrative support will be phased out. The administrative support contract, described in detail on pages 24 and 25, will be initially provided NRMS funding for two years. This contract will then be turned over to the PARTS Project in the first quarter of FY 1992, and continue as the primary administrative

entity for PARTS.

3. Programming Support to PVO/NGOs. As shown in the budget table, PVO/NGO programming support and pilot project funding will be continued for one year while management responsibility is transferred to the proposed Office of Operations and New Initiatives (AFR/ONI). In order to provide continuity and keep activities moving, the NRMS Project will provide the transitional funding for this element. The current PVO/NGO NRMS Cooperative Agreement will continue to be funded, and expanded to other priority countries. In addition, two or three buy-ins, amounting to \$200,00, to Bureau regional PVO/NGO outreach programs are anticipated. The third item of \$800,000 is to fund two support grants which already have been submitted and reviewed by the Africa Bureau.

4. Innovative Research Grants. Grants will be given to universities, IARCS, and PVO/NGOs to implement innovative research and analysis in biological diversity, sustainable agriculture, tropical forestry, land tenure, policy and impact assessment.

5. Impact Measurement and Analysis. Technical assistance in the application of information management methodologies, and applied research and analysis in information systems for Mission and Bureau support will be funded. Primary emphasis will be given to impact assessment and monitoring of attaining progress in achieving the DFA Strategic Object Three.

III. IMPLEMENTATION PLAN

A. A.I.D. Project Management

Principal project management responsibility for A.I.D. shall rest with the Natural Resources Analyst in AFR/ARTS/FARA. This analyst will monitor project implementation and expenditures, and will insure conformity to A.I.D. regulations, and will approve all project work plans, technical assistance and contracts. He/she will be assisted by the present Project Committee, consisting of representatives from the Development Planning, Implementation Support, Research and Analysis, and General Counsel Offices within the Africa Bureau, and from the Forestry, Environment and Natural Resources Office of S&T, and the Contracts Office.

The Africa Bureau geographic desks will play a more critical role in monitoring NRMS Project activities and assisting the Natural Resources Analyst in coordinating design, implementation and evaluation of natural resources management activities in field Missions. Technical assistance to the field will be coordinated within a collaborative mode between AFR/ARTS/FARA and the geographic desk country development officers.

Output element number 3 of the Project -- PVO/NGO Programming Support will be transferred to AFR/ONI and will be managed there.

Project operations will be supported by technical advisors, some of whom are already in place through a RSSA with the Office of International Cooperation and Development (OICD) of USDA, and by an administrative support contract which is to be hired through 8-A procurement procedures.

B. Procurement Plan and Methods of Financing

The methods of financing Project activities under this amendment will be the same as in the original Project. The PVO/NGO NRMS component will be a Federal Reserve Letter of Credit (FRLC). Direct payments will be made under the existing RSSA and IQC mechanisms. In addition, the new administrative support contract will be an A.I.D. direct contract through an 8-A set-aside procurement and direct payment method of financing.

Under the NRMS Project, analytical services and administrative support will be procured through several different mechanisms. These contracts fall into three main categories that generally

correspond to the output element categories of the Project. These are: (1) Mission and Bureau Analytical Assistance; (2) PVO/NGO Programming Support; and (3) Innovative Research Grants. The planned procurement, rationale, and management plan is described below for each of these three categories.

1. Mission and Bureau Analytical Assistance

a. RSSA Agreement with USDA/OICD (the U.S. Department of Agriculture/ Office of International Cooperation and Development)

The use of RSSA staff has provided an effective and efficient mechanism for increasing the technical capacity of the Natural Resources Branch in AFR/TR, so that it can effectively manage implementation of the Bureau's natural resources strategy through analytical leadership and technical networking within A.I.D., other donors and with environmental PVOs.

There will be four positions continued under the RSSA with OICD. These are: a natural resources and energy policy advisor; a tropical forestry and biodiversity advisor; an agroforestry and sustainable agriculture advisor, and a natural resources /environmental monitoring advisor. These positions may be modified to respond to changing needs under the Bureau reorganization. Short-term technical assistance will also be continued under the RSSA. However, other types of support (data/information management, administrative support, communications, logistical support) will be provided through a new administrative support contract, as described below.

b. Washington-based Administrative Support Contract

An administrative support contractor will be hired through 8-A procurement procedures to provide administrative support for Project operations, including the RSSA technical advisors. The contract will be for a period of two years. The administrative contract staff will include a supervisory Contract Director (one-third time of a senior officer within the contracted firm), an Operations Officer, a Monitoring/Information Officer, an Analysis and Liaison Officer (subject to later determination) and administrative support staff.

The Contract Director will manage the contract, supervise contract staff and will handle logistical matters, reporting to the direct-hire Natural Resources Analyst. The Operations Officer will be responsible for the processing, routing and follow up on implementation actions (e.g., PIO/Ts, status of contract amendments, and status of actions taken on field requests for services), for the monitoring and drafting responses

to requests, for identifying bottlenecks within A.I.D. or A.I.D. intermediaries, and for tracking of reporting requirements and status of cables or replies to the field.

The Monitoring/Evaluation Officer will be responsible for the review of the substance and timeliness of all activity reports by NRMS grantees, contractors, etc., for the comparison of actual activity progress with plans, for monitoring evaluation activities, for attending activity debriefings, and for the preparation of regular NRMS-wide status reports, identifying major problems, achievements and impacts. This officer is responsible for maintaining the NRMS project implementation database and for organizing substantive data on the impacts and/or results of Project activities, particularly as they relate to DFA objectives.

Subject to verification as to the need during the first six months of the contract, the Analysis and Liaison Officer will assist in planning and organizing workshops, conferences and seminars and publishing a NRMS Project newsletter relating to the exchange of research results and how such findings can benefit on-going and future Project programming. This Officer will also assist the NRMS Natural Resources Analyst in networking with other offices in AID/W, other donors and with natural resource organizations in the U.S., Europe and Africa.

The administrative contract will provide administrative support, including office space and office equipment for all Washington-based project staff, including the RSSA technical advisors. This contract has been determined appropriate for a Grey Amendment or 8-A firm. The administrative support contract will be utilized for administrative support services only and will not be accessed for technical assistance services nor be utilized for implementation support.

The use of DFA monies to fund administrative support services has given rise to questions about the use of program funds for what may appear to be operating expense-type expenditures. There is no question that the NRMS Project, with its purpose of increasing the quality and level of natural resources management activity in AID's country and regional programs in sub-Saharan Africa and in PVO/NGO programs supported by AID (see page 11 for details), is an appropriate use of DFA funds. Further, as noted in the project evaluation, administrative support is necessary to implement the NRMS Project effectively and is essential to achievement of project objectives. In the past, such support services have been provided by the technical assistance contractor, also a common practice in field-implemented projects. However, AFR/ARTS is of the view that its current RSSA for technical assistance under the NRMS Project is not working as well as it could if administrative support were supplied separately from the RSSA and by the private sector. Accordingly,

the use of a separate administrative support contract is simply a means to that end, i.e., a better mechanism to provide the necessary support to implement the Project. Thus, the use of foreign assistance monies to fund an administrative support contract is considered an appropriate use of funding which supports meeting the objectives of the DFA.

c. Buy-ins to S&T .

For FY 1991, the NRMS Project will increase utilization of buy-ins to S&T projects. The buy-ins to these projects will provide analytical services needed by the Africa Bureau and Africa Missions and will facilitate linkages and communication among technical offices in Washington and between Washington and the field Missions. Whenever possible, the NRMS Project will encourage Missions to directly access other relevant A.I.D. projects. The NRMS Project Design Options Study identified the following projects and programs as being of relevance to assistance in the NRM sector:

- Environmental Planning and Management Project (EPM) for work with the World Resources Institute (WRI) in NRM indicator development, GIS, NRM policy, NGO and donor coordination;
- Forestry Resources Management Project (FRM) for work with the Forestry Support Program (FSP) in NRM assessments, agroforestry, Mission strategies, and NRM workshops;
- Environmental Policy and Training Project (EPAT) for work to provide support to the Africa Bureau and Missions in NRM policy and training;
- Development Strategies for Fragile Lands Project (DESFIL) for work through the project contractors in NRM assessments, special studies and technologies in fragile lands management;
- Access II Project for work with the Wisconsin Land Tenure Center in special studies and training dealing with the NRM and land and tree tenure policies;
- RSSA Agreement with the U.S. Geological Service (USGS) and NASA for GIS support, remote sensing and special technical studies and workshops in information management;
- Famine Early Warning System (FEWS) Project, implemented by Tulane University and the USGS for GIS and remote sensing support, climate change and monitoring and

vegetation and crop analysis mapping methodology.

- Human Settlements and Natural Resource Systems Analysis Project (SARSA) for support in NRM assessments, new lands settlement, river basin development and rural/urban linkages;
- Decentralization: Finance and Management Project (DFM) for support in the formulation and implementation of decentralization strategies and activities.
- Indefinite Quantity Contracts (IQCs) for special studies and analytical support when needed.

2. PVO/NGO Programming Support

Pending transfer of PVO/NGO activities to AFR/ONI, the NRMS Project will continue to support the NRM PVO/NGO Grant to Experiment in International Living (EIL), CARE, and World Wildlife Fund (WWF) to strengthen indigenous NGO activities for NRM in several African countries. Once these activities leave the NRMS Project rubric, it is suggested that AFR/ONI explore the possibilities of working with several other PVO groups. These include:

- Coordination in Development/Environment and Development Program (CODEL) for PVO/NGO programs and institutional strengthening;
- Private Agencies Collaborating Together (PACT) for PVO/NGO programs and institutional strengthening;
- African PVO Initiatives Project for PVO/NGO programs and institutional strengthening, managed by the Africa Bureau's Development Planning Office for which Datex is the primary contractor;
- Biological Diversity Support Project (BSP) managed by S&T for which World Wildlife Fund is the primary contractor, for operational support grants in biological diversity and protected area management.

Continued PVO/NGO programming is essential to support implementation experiences in the field that can feed lessons learned and impact information to on-going and proposed innovative research grants and other analytical activity. AFR/ARTS/FARA therefore will require continued linkages with these programs.

3. Innovative Research Grants

The NRMS Project will initiate innovative research grants only with the S&T Biological Diversity Support Project within the next year. Project analyses recommended that a new sustainable agriculture research grant program be established under the new S&T sustainable agriculture research program (to be established in FY 1992). Analysis conducted so far under the Project has identified a number of lines of enquiry about constraints to achieving sustainable increases in income and productivity through better management of natural resources. Focused and coordinated research is needed to move these lines of enquiry forward to achieving the project's objective. While this element is needed to provide specific expertise for a multitude of questions, the answers to those questions need to be put in the context of PNRM and DFA objectives by a core team of analysts.

The number of these innovative research grants could be increased under the PARTS Project through the new S&T sustainable agriculture program.

This element is iterative; as research produces answers, it, in turn, will produce promising new lines of enquiry. Resources should be devoted to collecting and organizing research results in the natural resources Organizational Framework. In this sense, few innovative research grants will be "stand alone." Examples of practical research questions already developed under the NRMS Project include:

- * What is the full array of NRM technologies and practices now employed by resource managers in each agro-ecological zone and how well do they address short, medium and long-term constraints to soil productivity, range and forest management, and biological diversity?
- * What would be the expected benefits and costs in the short, medium, and long term if current technologies and practices were diffused on a wide scale in each agro-ecological zone?
- * What are the biophysical constraints that have not been well addressed by currently used technologies? (What are the research priorities?)
- * What are the major policy, institutional and financial constraints to the wider diffusion of currently available technologies?
- * Where have these constraints been overcome and what are the actions and strategies developed to overcome them?

- * What would be the expected cost to the host government of establishing conditions to address those constraints over the short, medium and long-term?

The innovative research grant program in natural resources will be managed through buy-in arrangements with appropriate S&T projects. In cases where S&T projects are not appropriate, this element will be implemented through direct grants managed administratively by the administrative contractor with technical direction and focus provided by AID/W technical staff.

Following are examples of future research grants that might be undertaken:

- Biodiversity Support Project (BSP) for the management of innovative research grants in biological diversity, tropical forestry and protected area conservation and rural development. Tropical forest ecology and plant community dynamics will be studied, along with the critical nutrient recycling processes of the tropical forest. Subjects such as natural forest management and arid and semi-arid forests and woodlands will be covered.
- Sustainable Agriculture Collaborative Research and Support Project (CRSP) for the management of innovative research grants in soil management and sustainable agriculture. It is expected that this CRSP will bring together various types of expertise such as agronomists, tenure policy specialists, economists and credit and market specialists so that complex questions can be addressed by an integrated team;
- IARCS and universities for support in sustainable agriculture and soils programs in Africa and specialized research studies. This program can incorporate the present natural resources components of the Africa Bureau's Strengthening African Agriculture Research and Faculties of Agriculture (SAARFA) Project.
- TROPSOILS CRSP for examining specific soils problems in the context of sustainable agriculture, such as soil fertility, nutrient recycling in tropical humid forests and soil erosion under intensive agriculture. TROPSOILS can provide the means for implementing collaborative research programs in soils with host country counterparts, while linking African soil scientists with the University community in the U.S.
- International Council for Research in Agroforestry (ICRAF) for addressing agroforestry problems and opportunities in the context of sustainable

agriculture. The Project will provide modalities of assistance which will enable ICRAF to further develop and refine off-station research programs, and provide ICRAF with additional resources to address more of the agronomic constraints related to agroforestry and tree species trials.

- International Fertilizer Development Corporation (IFDC) for addressing mineral fertilizer opportunities in the context of sustainable agriculture. The IFDC will address the constraints of and problems with fertilizer use on problem and fragile soils and lands.

Information from and results of innovative research grants will be fed into ongoing and proposed PVO/NGO implementation activities, regardless of where the PVO/NGO activities are based managerially. As one links the grant efforts with the implementation of NRM activities, a circle of knowledge is engaged and completed -- a necessity for capitalizing on lessons learned and developing institutional memory. This amendment will provide funds only for the Biodiversity Support Project. This grant program could be expanded under the future PARTS Project and will be related to the ARTS analytical agenda.

C. Implementation Schedule

The NRMS Project will continue to function in a responsive mode to Mission and Bureau needs and requests while providing leadership through a more proactive role with respect to natural resources analysis and research, research exchange, program strategy and policy matters, information systems, impact assessment and dealing with new and emerging issues. Mission requests for analytical assistance will continue to be prioritized and approved through a combination of (1) criteria already established under the NRMS Project, and (2) emerging priorities and activities that require attention. This leadership in natural resources will be maintained in AFR/ARTS/FARA under the Africa Bureau reorganization plan.

The following implementation plan covers both the year being funded under this amendment (FY 1991), as well as activities continuing into FY 1992. Key implementation sections are outlined below:

1. Mission and Bureau Analytical Assistance:

- * Continue implementation of the natural resources analytical agenda through current research and analysis activities. Continue the process of prioritizing NRM research and analysis with respect to DFA objectives.

Timing: Continuous.

- * Convene NRMS Project Committee to discuss Project status and obtain recommendations on incorporating activities into the PARTS Project. (FY91-third quarter)
- * Complete the process of direct-hire and RSSA staffing for NRM-based staff in AFR/ARTS. (FY91-third quarter)
- * Finalize World Resources Institute/AFR Bureau Natural Resources Policy Working Group and initiate Mission and Bureau analytical and case studies, and initiate S&T BSP Program support. (FY91-third quarter)
- * Complete and facilitate approval of contract for the NRMS Administrative Contract. (FY91-fourth quarter)
- * Insure common office arrangements for both RSSA and Administrative Contract staff. (FY91-fourth quarter)
- * Obtain input from REDSO scheduling conferences on natural resources assistance requests. (FY92-first quarter)

2. PVO/NGO Programming and Pilot Grant Support:

- * In cooperation with AFR/OMNI, finalize threshold decision on continuation of the PVO/NGO NRMS component based on completed evaluation. (FY91-third quarter)
- * If threshold decision positive, complete detailed plan in cooperation with AFR/ONI, EIL, CARE and WWF for geographic expansion and extension of the PVO/NGO NRMS component. (FY91-third quarter)
- * Complete transfer of all PVO/NGO programming and implementation activities to AFR/ONI. (FY92-first quarter)

3. Innovative Research Grants:

- * Establish AFR Bureau committee and subsequent criteria to plan and assist the implementation of research grant program to universities, IARCS, PVOs and the private sector. (FY91-fourth quarter)
- * Complete buy-in to the BSP for the management of innovative research grants in biological diversity and protected area management and conservation. (FY91-fourth quarter)

4. Impact Measurement and Analysis:

- * Initiate Mission and Bureau case studies and special analyses in GIS and remote sensing under guidance from the WRI/AFR Bureau GIS Working Group. (FY91-fourth quarter)
- * Undertake field testing of the Framework in key field missions, with special emphasis on relevance to East and Southern Africa. (FY91-third quarter)
- * Complete NRM Impact Indicators Organizational Framework development. (FY92-first quarter)
- * Publish and distribute the Framework Africa-wide as a basis for impact monitoring and assessment under the DFA. (FY92-second quarter)
- * Work closely with field Missions in the development of appropriate GIS utilization for the purpose of natural resources and agricultural monitoring. Timing: Continuous

IV. SUMMARY OF PROJECT ANALYSES

A. Technical Analyses

The analysis of technical issues pertaining to the techniques and modalities of assistance to sub-Saharan Africa in the NRMS Project Paper remain valid. This has been confirmed by the technical recommendations resulting from the Africa sub-Saharan Workshop on Natural Resources Management, Lome, Togo in May, 1990, and by the analyses undertaken for the preparation of this PP Amendment.

The Lome workshop brought together A.I.D. employees, technical specialists, contractors and PVO representatives to review A.I.D.'s experience in implementing the PNRM. Specific technical guidance was included in the workshop's final recommendations, which are included in Annex 4.(b). The summary areas where further Project work is recommended are:

- * capitalizing on localized field experiences and refining economic and non-economic criteria;
- * integrating biodiversity and development and integration of range and livestock management principles into NRM;
- * increasing linkages between wildlife management and local community economic development;
- * continuing the emphasis on natural forest, soil and water management and low-impact tourism, and;
- * increasing efforts in NRM policy, monitoring and evaluation.

The analyses undertaken for this PP Amendment further validated the original technical analysis for the Project. These analyses covered four general areas: (1) information management for analysis and technical networking; (2) NRM programming with PVOs; (3) improving natural resources policy analysis and design of policy-based assistance programs; and, (4) efficient provision of analytical assistance to priority countries for NRM. A summary of the PP Amendment Analyses is attached as Annex 3. The full report of the consultants is available in the Natural Resources Branch of AFR/TR.

B. Social and Economic Analyses

This section reviews both the social and economic rationale for supporting improved natural resource management as well as the cost effectiveness of the particular approach being proposed for the NRMS Project under this amendment.

In sum, the socio-economic rationale initially embodied in the Project -- that effective, sustainable natural resource management depends upon the commingling of national and ecological concerns with the perceived self-interest of individuals -- has been verified in several studies and project activities initiated or monitored by AFR/TR under the Project. Since the NRMS Project is intermediate in nature, and designed to expand NRM activities by USAID missions and PVO/NGOs, it is not always possible to ascribe these advances directly to the Project. However, it is possible to evaluate the cost-effectiveness of the specific actions and contracting mechanisms within the Project, compared with alternative activities.

1. The Economics of Improved Natural Resource Management.

The Project Paper tied the Economic and Social Soundness sections to the parallel text within the PNRM. The basic premises embodied in these sections remain valid and supportive of this proposed amendment. The NRMS Project by definition is designed to promote natural resource management that is economically and socially sound. As the PNRM notes, however, these efforts imply considerable trade-offs and conflicting interests on the part of farmers, pastoralists, and future generations. In addition, the concerns of the international community about biodiversity and climate change issues may not be as central to local populations, leading to a divergence of objectives.

Inter-generational issues, the continuing difficulties faced in managing common property resources, equity issues caused by gender and other differences in land and tree access and control, and the impact from high population growth on otherwise rational and sustainable economic decisions in rural areas all conspire to make the economics of natural resource use particularly difficult and complex.

However, opportunities exist for improved natural resource management; the general tendency for rural producers to be risk adverse and spread risk through diversification and off-farm activities may provide the type of economic and social incentives which can lead to more sustainable use of the resource base. This then directs research and action towards issues of land tenure, pricing policies, and other socio-economic, institutional and legislative policies.

Under the first phase of the Project, activities have been supportive of, and have built upon, the summary of natural resource management experience as noted in the PNRM. In addition, several studies have been undertaken to more fully validate and expand upon the existing knowledge of the economic and social issues related to natural resources management. These activities have included:

- * Natural resources and biological diversity assessments and background documentation for CDSSs/CPSPs in over 25 countries;
- * Study and training workshop of Economic Incentives for Natural Resource Management (prepared by Kjell Christophersen of E/DI);
- * Various studies by the Land Tenure Center on land tenure and rights at the farm level in the Sahel and East Africa, and land tenure and biodiversity management in Madagascar.

Project activity in Niger over the last decade appears to validate the role of economic and social incentives to promote sustainable natural resource management. The Agricultural Sector Development Grant II (ASDG II) PAAD includes a detailed economic justification for many of the activities being promoted through the NRMS Project (see bibliography). Once farmers are permitted to control the resource base (in the case of Niger, through permitting farmers to harvest tree products), it appears that they are willing to invest considerable amounts of time and effort into soil conservation and agroforestry interventions.

In the case of Lesotho, the promotion of control of range rights by local groups is leading to the long term improvement and sustainability of higher quality pasture and range condition (See bibliography).

While these and other examples appear to show that innovations designed to promote sustainable use of the natural resource base can be stimulated through donor, government and PVO actions, much needs to be done (1) to more rigorously evaluate the successes so far, (2) to monitor a variety of case examples over time to see if the changes now being noted are in fact sustainable, and (3) to evaluate the long term national impact caused by local changes.

One area of NRMS Project focus over the first years of implementation has been the grants and other support to biodiversity programs, which in most instances has emphasized activities by U.S.-based PVOs with local farmers and groups in the periphery of parks and protected areas. The economic issues related to these biodiversity activities are perhaps the most

intractable of all to be covered by the Project, since a portion of the rationale behind activities in biodiversity relate to the perceived importance of biodiversity on the part of the international community, which is often not matched by the local communities.

Most efforts therefore, have attempted to focus on ways to increase the economic incentives of protected area management, through the promotion of locally controlled tourism and the sustained exploitation of secondary forest products, as well as the intensification of agricultural areas away from protected areas.

During the next period of activities under the amendment, the NRMS Project will be addressing socio-economic issues through a number of mechanisms including:

- * Focus on economic and socio-cultural variables involved in the NRM indicators framework;
- * Expand work on land tenure and gender issues affecting natural resources enhancement;
- * Incorporate multi-disciplinary teams, including emphasis on socio-economic variables, into GIS and Policy Experts Groups, and;
- * Undertake a detailed review of all biodiversity programs to consider the factors affecting sustainability.

2. The Cost Effectiveness of NRMS Project Components.

The NRMS Project is catalytic, designed to stimulate and support NRM activities by Missions and PVO/NGOs in Africa. A cost benefit analysis of the project itself is therefore inappropriate, as was noted in the original Project Paper. However, it is possible to evaluate the cost effectiveness of the approach followed under NRMS, in comparison with other approaches to providing the services identified.

One alternative approach would be not to have a project at all, and to allocate funds instead to interested Missions, and to the REDSOs if necessary. Initially, the primary rationale in opting for a regional approach was to ensure the promotion of NRM activities at a time when very few Missions had the subject matter identified as a priority, and few had staff with the requisite skills. Most Missions needed advice and assistance in developing the initial information base upon which to evaluate natural resource intervention opportunities. It was perceived, therefore, that this could be accomplished most effectively through a regional program, given the lack of country-based field staff.

Since Project authorization, there has been a substantial growth in NRM programs and several key Missions have developed a depth of understanding in the subject areas covered under the Project. However, continued central support is still necessary in large part due to the need to share and build upon experiences regionally, and to ensure that program impact, supportive of the requirements of the Development Fund for Africa (DFA), are properly monitored.

In most instances, the activities implemented under the Project are to be continued under this supplement at or near previous yearly funding levels. The following describes the cost effectiveness of some of the components not previously included under the Project, or which have been expanded significantly.

a. Administrative support contract.

The original project design included a level of effort technical assistance contractor. Given the wide-ranging nature of Project activities, the Design Options Study concluded that it is more cost effective to rely upon existing contracts and grant mechanisms through Africa Bureau and S&T buy-ins and PD&S contracts than to focus technical assistance through one firm.

While the administrative support contract will require sufficient resources to ensure high quality and responsiveness to Mission, PVO and Bureau requests, no other mechanism reviewed capable of delivering similar levels of services was as cost effective.

b. Field staff

Although long-term field staff will not be funded under this NRMS Project amendment, the following information is provided as background justification for funding field staff under the future PARTS Project.

Technical staff in REDSOs and Missions have played a key role in the definition of project opportunities in natural resources over the years and, with few relevant technical staff in missions, have often been the primary AID technical backstop during implementation.

The role of AID/W is to provide policy guidance and regional oversight; AID/W staff, however, cannot be expected to develop the operational rapport between government, PVO/NGO and Mission personnel, which can only be accomplished over time through the type of relationships normally developed by REDSO staff.

The African Development Support (ADS) Project has been funding the natural resource-related technical staff based with REDSO/WCA and REDSO/ESA, as well as technical staff in USAID/Uganda. These

positions remain critical to the effective implementation of the PNRM by Missions, and it is more appropriate that such technical staff be funded through the NRMS/PARTS Project rather than ADS, thus promoting more effective technical networking among staff. While a significant amount of the additional funds requested under this amendment are required for these positions, the ability of the Africa Bureau to implement the PNRM would be significantly hampered without regional staff. The use of AID/W staff on TDYs may be marginally less expensive, but the quality of impact from regional staff makes this cost a valid and necessary investment.

c. Innovative Grants

Grants to PVOs and NGOs in the field of biodiversity will continue as planned since 1989. Additional funds are going to be allocated for grants to universities, IARCS, PVOs and NGOs related to tropical forestry, sustainable agriculture and biodiversity. In addition, grants presently being implemented under SAARFA and other regional programs in support of agricultural and agroforestry research would be subsumed under the NRMS Project.

While these additional types of activities are largely responsible for the expanded yearly level of allocations to innovative grants, they are critical to the overall implementation of the Africa Bureau's analytical agenda in natural resources and sustainable agriculture. Relying on one or two level of effort, long term contractors to implement the various activities represented by these grants is an unreasonable alternative, since one or two firms would not have the technical or institutional capacity to provide the analytical and research expertise required for these activities. Therefore, the proposed system of multiple grants makes the cost and administrative time a valid investment, given Project goals and objectives.

C. Institutional Analysis

The basic institutional framework for project implementation will change under this Project Paper Supplement in accordance with the re-organization of the Africa Bureau. The modalities of project management and of networking with other implementation agents in Washington remain valid, as outlined in the implementation and management sections of the NRMS Project Paper. Because the NRMS Project is regional in nature and based in AID/Washington, direct assistance and interfacing with host country institutions will continue to be implemented by A.I.D. Missions overseas, and through long and short-term technical assistance.

D. Environmental Analysis

This NRMS Project Paper Supplement increases assistance and efforts that address environmental and natural resources degradation in sub-Saharan Africa. All facets of the Project are designed to improve the environment and natural resource base in target areas, countries and regions in sub-Saharan Africa. There will be no major procurement or construction that will have any adverse effects on the physical or cultural environment of the target population in Africa. A new Categorical Exclusion (CE) which reflects the increase in funding under this amendment was approved and included as Annex 2 of this document.

E. Administrative Analysis

With assistance from RSSA staff, other direct hire staff in AFR/ARTS, the Africa Bureau and the administrative support contract, the Natural Resources Analyst will monitor all buy-in mechanisms and Project grantees with respect to their ability and progress in achieving activity goals and objectives. Aside from this new structure, the administrative procedures, buy-ins and contracting mechanisms under this extension will remain similar to those outlined in Section III of the NRMS Project Paper.

V. MONITORING, REPORTING AND EVALUATION

A. Project Monitoring

Effective and timely project monitoring is essential to successful implementation. The NRMS Project will continue the lead role in facilitating the monitoring and tracking of all natural resources related activity funded by A.I.D. and other donors in Africa, along with specific project-related activity. Monitoring of natural resource inputs and impacts will be assisted by computerized databases and the use of GIS if needed, including maps based on satellite images.

The NRMS Project will initiate activities to facilitate the availability to Africa Bureau of the following categories of information:

- * Overview and directory of all NRM work planned (CPSPs, ABSS) and supported by A.I.D., in or related to Africa;
- * Impacts, technical achievements and lessons learned from all NRMS Project and A.I.D. funded NRM work;
- * Environmental status and year to year trends in priority nations or sub-regions;
- * Principal environmental and natural resources problems/issues in priority countries, regions and sub-regions, and;
- * Projects with major negative environmental impacts in sub-Saharan Africa.

NRMS Project specific information will be managed so as to facilitate yearly reporting to Congress on Bureau-funded NRM activity in Africa and to foster integration of experiences. Project inputs as well as outputs, verifiable progress indicators, and general interim progress will be tracked, organized on a database, and cross-referenced to hard copies of studies and reports and to related databases. Inputs and outputs should be linked to the NRM Organizing Framework so as to facilitate later overall reporting.

Management of information on NRMS Project inputs (PIO/Ts, obligations, new activity starts, components, etc.) will be accomplished within the NRMS project management structure with assistance from the administrative contract.

B. Project Reporting

To ensure that the objectives of the NRMS Project are attained, the following planning documents and reports will be produced:

1. A Project annual report will be prepared. This annual report will specify the objectives, targets, outputs and impacts of A.I.D. funded activity. The report will also outline problems in implementing project components and steps to be taken to remedy the situation.
2. A NRM quarterly newsletter will be issued specifically targeted to Field Missions, host governments and PVO/NGOs. The newsletter will provide an outlet for the exposure of innovations and new ideas in natural resource management issues, techniques and policy.
3. Activity workplans and annual reports will be required from all NRMS Project funded contracts, grants and cooperative agreements.

C. Project Evaluation

Since all NRM activities will be funded under the PARTS Project beginning in FY 1992, project activities will be evaluated as part of the first evaluation of the PARTS Project, the timing of which will be established by the PARTS Project Paper. The PARTS Project evaluation will insure adherence to activity objectives, in order to capitalize on lessons learned and information obtained on natural resources interventions and their impact.

The first PARTS evaluation will include a critical review of the five output elements in the revised NRMS Project Logframe. Special emphasis will be given to the output indicators presented in the logframe for each of the five output elements, and whether these indicators have been monitored and measured throughout NRMS and PARTS Project implementation.

In addition, the evaluation will focus on the capabilities of new implementation mechanisms set in place. For example, buy-in procedures with S&T and the administrative contract will be evaluated as to whether they have permitted effective and timely delivery of technical assistance in research and analysis, in line with DFA objectives as originally envisioned.

ANNEX 1

LOGICAL FRAMEWORK ANALYSIS

Narrative Summary	Objectively Verifiable Indicators	Means of Verification	Assumptions
<p>GOAL:</p> <p>To improve policies and programs to restore and maintain environmental stability and the natural resource base in sub-Saharan Africa, especially in support of agricultural development.</p>	<p>Improved and increased host-country and non-governmental policy and program commitment to effective NRM.</p> <p>Improved natural resource base through sustainable and equitable increases in welfare.</p>	<p>Number and quality of policy and program statements and documentation.</p> <p>Government and non-government budget allocations in the NRM sector.</p> <p>Impact evaluation of policies and programs.</p>	<p>Ability to determine where and to what extent the NRMS Project has contributed to changes.</p> <p>Policy and program changes produced by project will improve NRM management.</p> <p>Sustained economic development and maintenance of the natural resource base are mutually interdependent.</p>

<p>PURPOSE:</p> <p>To increase the quality and level of NRM activity in AID's country and regional programs in SSA, and in PVO/NGO programs supported by AID.</p>	<p>Mission and Africa Bureau strategies incorporate NRM through existing and planned projects, policy dialogue and donor coordination.</p> <p>Improved planning and implementation of NRM activities (programs, projects and grants) by AID, host-country and PVO/NGO personnel.</p> <p>Improved donor planning and coordination.</p>	<p>Mission and Bureau strategies and program documents (CPSPs, APIs, APs).</p> <p>Project, program and grant documents.</p> <p>NRM activity reports and case studies.</p> <p>Donor meeting proceedings and implementation documentation.</p> <p>NRMS Project evaluations.</p>	<p>Program and project documents are effective measures of the quality and level of NRM activity.</p> <p>Localized knowledge and experience contributes to improved NRM planning and activities.</p> <p>NRMS can objectively evaluate activities to which NRMS project has contributed.</p> <p>National, multi-sectoral planning contributes to better NRM management.</p>
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<p>OUTPUTS:</p> <p>ANALYTICAL ASSISTANCE TO AFRICA FIELD MISSIONS:</p> <ul style="list-style-type: none"> -Improved capability for NRM planning and programming -Establishment of NRM impact indicator and monitoring/evaluation systems -Revision and design of new CPSPs -Assistance in APIs -Establishment of policy and institutional reform activities -NRM assessments and action plans -Assistance in development of mission NPA activities 	<p>Assessment of natural resources base conditions completed, and NRM problems and opportunities analyzed in priority countries.</p> <p>NRM impact indicators established and monitoring and impact measurement systems in place in priority countries.</p> <p>Effective DFA program impact monitoring for NRM activities achieved.</p> <p>Achievement of mission project and program targets in NRM.</p> <p>Mission access to NRM technical expertise.</p>	<p>Project and program documents and special studies.</p> <p>NRM country reports and cables.</p>	<p>Sufficient project funding.</p> <p>Sufficient mission staffing to track project assistance.</p> <p>Missions request services from the NRMS project.</p>
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<p>ANALYTICAL ASSISTANCE TO AFRICA BUREAU OFFICES:</p> <ul style="list-style-type: none"> -Revised NRM Bureau strategy -NRM incorporation into other Bureau and Agency strategic plans/studies (agr.research, private sector, policy) -Operational framework for monitoring DFA impacts in NRM. 	<p>Assessment of natural resources base conditions completed in priority countries.</p> <p>Effective DFA program impact monitoring for NRM activities achieved in AFR Bureau.</p> <p>AFR Bureau NRM strategies based on planned analytical agenda.</p> <p>Use of NRM indicator framework and achievement of Bureau targets and earmarks.</p>	<p>Revised PNRM.</p> <p>Bureau and Agency program and strategy documents.</p> <p>Mission and other field reports.</p>	<p>Successful consensus building in the Africa Bureau.</p> <p>Sufficient budget and staff under the NRMS Project.</p>
<p>PROGRAMMING AND PILOT GRANT SUPPORT TO PVOs AND NGOs:</p> <ul style="list-style-type: none"> -Improved/strengthened capability of PVO and African NGOs to develop, implement and monitor NRM activities. -Expansion of existing support networks to PVOs and NGOs. -Innovations supported in the field 	<p>PVO/NGOs effectively monitoring NRM activities.</p> <p>Capacity to assess project impacts is increased, and monitoring and evaluation systems are institutionalized in PVOs and NGOs.</p> <p>Establishment of non-governmental networks.</p> <p>Implementing of innovative and new NRM interventions based on research exchange networking.</p>	<p>Field and contractor reports and activity monitoring.</p> <p>Proceedings of collaborative meetings, membership directories.</p>	<p>National governments amenable to NGO formation and implementation of NRM and development activities.</p> <p>Sufficient absorptive capacity of PVO/NGOs to manage current and increased activity.</p>

<p>INNOVATIVE RESEARCH GRANTS IN BIODIVERSITY, VEGETATION LOSS, SUSTAINABLE AGRICULTURE AND SOILS:</p> <ul style="list-style-type: none"> -Biodiversity further incorporated into the DFA and the PNRM. -Grants and support for the conservation of biological diversity to the private sector, PVO/NGOs and international programs. -Incorporation of soil conservation and sustainable production techniques into new and on-going Mission agriculture development programs and projects. -Incorporation of reforestation and agroforestry components into new and on-going biodiversity and buffer zone activities and agriculture programs and projects. 	<p>Shared consensus regarding the role of biodiversity in Africa Bureau.</p> <p>Increased capacity of PVO/NGOs, universities and IARCS to implement, monitor and assess impact of NRM interventions.</p> <p>AFR Bureau expansion and enrichment of NRM analytical base.</p> <p>AID and field Mission incorporation of sustainable agriculture technologies and protection of natural resource base into agriculture portfolios.</p>	<p>PNRM and ANR strategies.</p> <p>Grant and contractor reporting.</p> <p>Africa Bureau and Mission agriculture and natural resource strategies and Mission agriculture sector assessments.</p>	<p>Continued requests for biodiversity support.</p> <p>Consensus on strategic role of biodiversity.</p> <p>Mechanisms for implementing grants continue to exist.</p> <p>Availability of expertise in soils and sustainable agriculture.</p>
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<p>IMPACT MEASUREMENT AND ANALYSIS:</p> <ul style="list-style-type: none"> -Information sharing through communication and site visits. -Collection and analysis of local NRM interventions and impacts of actions. -Increased and better Bureau, mission and PVO/NGO use of state-of-the-art information/impact monitoring technologies. 	<p>Site visits, newsletters and research and mass media exchange.</p> <p>Country-level databases on NR conditions established.</p> <p>Established GIS systems for NRM analysis and monitoring established.</p> <p>Systems established to collect, organize, analyze and present NRM activity data.</p> <p>Information generated by the above systems used in development of Mission, Bureau, PVO/NGO, university and IARC strategies.</p>	<p>Project reports and documentation.</p> <p>Workshop proceedings.</p> <p>Better use of NRM data through available technologies.</p>	<p>Existence of economical technologies for information management.</p> <p>Technologies sufficiently developed so AID may apply knowledge and technology.</p>

<p>INPUTS:</p> <p>(1) AID Management/Personnel. AFR/TR/ANR/NR: -Direct hire project manager-75% -RSSA Project Assistant-100% -RSSA Agroforester-75% -RSSA Forestry Advisor-75% -RSSA Policy Advisor-60% -RSSA Computer Expert</p> <p>S&T: -Project Officers for buy-ins.</p> <p>(2) Project Committee Staff</p> <p>(3) Contractible Tasks: -Administrative Contract -Innovative Research Grants -S&T Buy-Ins -IQC mechanisms -Project Annual Report -Newsletters</p> <p>(4) Financial</p> <p>1. Analytical Support to Missions:</p> <p>2. Analytical Support to AFR Bureau:</p>	<p>\$5,220,000</p> <p>\$5,226,000</p>	<p>NRMS Project monitoring and reporting.</p> <p>NRMS Project Evaluations.</p> <p>RSSA staff trip reports and site visits.</p> <p>Contractor and grantee reports.</p>	<p>Continued funds available for RSSA staff funding.</p>
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tot.

3. NRMS Project Admn. Support: Admin. Contract	\$2,000,000		
4. PVO/NGO Technical Program Support:	\$4,575,000		
5. Innovative Research Grants:	\$4,323,000		
6. Impact Measurement and Analysis:	\$ 286,000		
7. Evaluations:	\$ 240,000		
8. Unfunded Contingencies/Buy-ins	6,000,000		
TOTAL AUTHORIZATION LEVEL:	\$27,870,000		

ANNEX 1A

LOGICAL FRAMEWORK ANALYSIS
COMPARISON OF INITIAL AND REVISED LOGFRAME GOAL, PURPOSE, INPUTS
AND OUTPUTS

Initial Logframe	Revised Logframe
<p>GOAL:</p> <p>To improve policies and programs to restore and maintain environmental stability and the natural resource base in sub-Saharan Africa, especially in support of agricultural development.</p>	<p>GOAL:</p> <p>To improve policies and programs to restore and maintain environmental stability and the natural resource base in sub-Saharan Africa, especially in support of agricultural development.</p>
<p>PURPOSE:</p> <p>To increase the quality and level of NRM activity in AID's country and regional programs in SSA, and in PVO/NGO programs supported by AID.</p>	<p>PURPOSE:</p> <p>To increase the quality and level of NRM activity in AID's country and regional programs in SSA, and in PVO/NGO programs supported by AID.</p>
<p>OUTPUTS:</p> <p>MISSION SUPPORT:</p> <ul style="list-style-type: none"> -Revised CDSSs. -CDSS Background documents. -Policy dialogues defined in NRM. -Definition of training and other institutional development needs. -Revised or new projects. -Improved basis for planning, programming and implementing NRM in Missions. 	<p>OUTPUTS:</p> <p>ANALYTICAL ASSISTANCE TO AFRICA FIELD MISSIONS:</p> <ul style="list-style-type: none"> -Improved capability for NRM planning and programming -Establishment of NRM impact indicator and monitoring/evaluation systems -Revision and design of new CPSPs -Assistance in APIs -Establishment of policy and institutional reform activities -NRM assessments and action plans -Assistance in development of mission NPA activities

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<p>AFRICA BUREAU:</p> <ul style="list-style-type: none"> -Improved basis for planning, programming and implementing NRM in AID/Washington. 	<p>ANALYTICAL ASSISTANCE TO AFRICA BUREAU OFFICES:</p> <ul style="list-style-type: none"> -Revised NRM Bureau strategy -NRM incorporation into other Bureau and Agency strategic plans/studies (agr.research, private sector, policy) -Operational framework for monitoring DFA impacts in NRM.
<p>PVO CAPABILITY STRENGTHENING:</p> <ul style="list-style-type: none"> -Planning and design assistance through S&T projects. -Support program designed, following close consultation with Missions, PVOs. -Possibly an entity for managing PVO strengthening. 	<p>PROGRAMMING AND PILOT GRANT SUPPORT TO PVOs AND NGOs:</p> <ul style="list-style-type: none"> -Improved/strengthened capability of PVO and African NGOs to develop, implement and monitor NRM activities. -Expansion of existing support networks to PVOs and NGOs. -Innovations supported in the field
<p>BIOLOGICAL DIVERSITY</p> <ul style="list-style-type: none"> -Africa Bureau Plan for supporting biological diversity. -Grants and support for the conservation of biological diversity to PVOs. -Special Africa program supplement to the IBPGR. 	<p>INNOVATIVE RESEARCH GRANTS IN BIODIVERSITY, VEGETATION LOSS, SUSTAINABLE AGRICULTURE AND SOILS:</p> <ul style="list-style-type: none"> -Biodiversity further incorporated into the DFA and the PNRM. -Grants and support for the conservation of biological diversity to the private sector, PVO/NGOs and international programs. -Incorporation of soil conservation and sustainable production techniques into new and on-going Mission agriculture development programs and projects. -Incorporation of reforestation and agroforestry components into new and on-going biodiversity and buffer zone activities and agriculture programs and projects.

<p>INFORMATION SUPPORT</p> <ul style="list-style-type: none">-Improved information in AID and among PVOs about their NRM activities and related NRM news.	<p>IMPACT MEASUREMENT AND ANALYSIS:</p> <ul style="list-style-type: none">-Information sharing through communication and site visits.-Collection and analysis of local NRM interventions and impacts of actions.-Increased and better Bureau, mission and PVO/NGO use of state-of-the-art information/impact monitoring technologies.

INPUTS:

(1) AID Management Personnel

AID/AFR/TR:

- Direct hire project manager - 100%
- Direct hire assistant - 40%
- RSSA Forestry Advisor - 75%
- RSSA Natural Resources Officer - 75%
- Direct hire Natural Resource Liaison Officer - 75%
- RSSA Program assistant - 50%
- Energy advisor - 25%

S&T:

- Project officers for buy-ins

REDSO:

- To be determined, but possibly technical and financial management of sub-regional and PVO activities.

(2) Project Committee Staff

(3) Contractible Tasks (Probable):

- IQC contractor to AFR/TR for background Programming Support.
- Biological diversity grant manager.
- Newsletter contractor.

(4) Financial

- Programming support services
- Project support services
- PVO capability strengthening
- Special studies/analyses

INPUTS:

(1) AID Management/Personnel.

AFR/TR/ANR/NR:

- Direct hire project manager- 75%
- RSSA project assistant- 100%
- RSSA Agroforester- 75%
- RSSA NRM Advisor- 75%
- RSSA Policy Advisor- 60%
- RSSA Computer Expert- 35%

S&T:

- Project Officers for buy-ins.

(2) Project Committee Staff

(3) Contractible Tasks:

- Administrative Contract
- Innovative Research Grants
- S&T Buy-Ins
- IQC mechanisms
- Project Annual Report
- Newsletters
- Mission and Bureau Support

(4) Financial

1. Analytical Support to Bureau
2. Analytical Support to Missions
3. NRMS Admn. Contract

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Biological diversity support (special fund) (Illustrative)

TOTAL AUTHORIZATION: \$13,160,000

4. Support to PVO/NGOs

5. PVO/NGO Technical Program Grants

6. Innovative Research Grants

7. Impact Measurement and Analysis

8. Evaluations

TOTAL AUTHORIZATION: \$27,870,000

ANNEX 2

INITIAL ENVIRONMENTAL EXAMINATION
or
CATEGORICAL EXCLUSION

PROJECT COUNTRY: Regional
PROJECT TITLE AND NO.: Natural Resources Management Support
(698-0467)
FUNDING: FY(s) 87-93 US \$27,870,000
IEE PREPARED BY: Gary R. Cohen

ENVIRONMENTAL ACTION RECOMMENDED:

Positive Determination _____
Negative Determination _____
Categorical Exclusion XXXXX
Deferral _____

SUMMARY OF FINDINGS:

This activity meets the criteria for Categorical Exclusion in accordance with Section 216.2 (c) (1) and 216.2 (c) (2) (XIV).

This project amendment is a continuation of current activities, and the new areas of assistance under the amendment will actually contribute to enhancing the natural resource base of sub-Saharan Africa. Therefore the project does not have a harmful effect on the environment. The purpose of the project is to increase the quality and quantity of natural resources and environmental management activity in AID's country programs in sub-Saharan Africa.

CONCURRENCE:


Bureau Environmental Officer:
John J. Gaudet, AFR/TR/ANR/NR

APPROVED:
DISAPPROVED:
DATE: 2/24/91

CLEARANCE:

GC/AFR: 

DATE: 3/20/91

ANNEX 3
Summary of Consultant Analyses for the PP Supplement

1. Analysis for the design of the information management elements of the NRMS Project for improving NRM analysis and technical networking.

Technical information concerning natural resources management in Africa is needed to support work at the Bureau, Mission, private and PVO/NGO levels. Information must be collected, organized and managed so as to facilitate the management of activities as well as measuring and assessing impact as mandated by the DFA. In order for natural resources information to be valuable, processing is needed within the following broad categories of operations:

- * compilation or collection
- * organization and management to facilitate access and manipulation
- * analysis and interpretation, and
- * appropriately presented communication.

Within the four step information 'cycle' outlined above, the Project must give particular attention to interpretation and communication of data and information. There is already much data in the field on how NRM interventions have positively contributed to increases in the natural resource base and productivity in general. A priority task is to interpret this information for Mission and Bureau use, especially for the purpose of documenting and measuring impacts.

Assessment and reporting to Congress on the overall impact of natural resource assistance is an important Congressional requirement attached to the DFA. Strategic Objective Three and its target 3.1 involves achieving 'increases in productivity through better management of natural resources', thereby orienting the reporting requirement. In reporting on Project impacts, a number of information categories must be satisfied, particularly in regards to how the information is organized for analysis and report writing. These categories include (1) information on the activity, (2) the environmental, socio-economic and institutional contexts of the activity, and (3) related development support.

The Africa Bureau is currently refining the NRM Impact Indicators Organizational Framework which attempts to organize NRM activities with respect to how they contribute to Strategic Objective Three in the DFA. This Framework will be used as a

tool to assist in monitoring progress and impact, and to establish natural resource indicators to assist in impact assessment. To increase the validity of the Framework, the Bureau needs to incorporate NRM data into the structure of the Framework itself. This information, will insure a more valid and effective measurement of impact.

The NRMS Project should devote increased resources to development of the use of geographic information systems (GIS) for natural resources information management in Africa. GIS technologies allow sophisticated analysis at many data levels and contexts, and can be used at many levels in the Bureau where spatial analysis of data is required. Contexts would be ANR/TR program analysis and information management for reporting and specified analyses; REDSO and mission-level natural resources and environmental reviews (e.g. to study the spatial relationship of a program or project's impacts and resources in the impact area); and mission-level programming. Use of GIS for analyzing project impacts, and more recently for programming are under way in Senegal. Increased information is needed on appropriate utilization of GIS within the Bureau context of indicator development, spatial data analysis and continuity of GIS usage in AID/W and Missions in natural resources.

There is an immediate need for increased capability of PVO, NGO and other organizations to more effectively address NRM information management needs through better monitoring, evaluation, data gathering and presentation. A.I.D. should assist in this effort.

AFR/TR should expand it's activities and capabilities in information collection, management and processing. Specifically, the NRMS Project should do the following:

- * Further develop the NRM Organizational Framework for natural resource indicators;
- * Accelerate efforts in management of project specific information which will facilitate yearly reporting to Congress and the Bureau, especially regarding impacts;
- * Conduct routine and periodic tracking of NRM activities in Africa by other donors and organizations;
- * Enhance PVO/NGO monitoring and reporting capabilities and information exchange;
- * Incorporate the usage of GIS and other technologies into project information management.

Assistance in the areas above should be implemented through contracts and/or cooperative agreements and grants to insure effective provision of technical assistance.

2. Analysis for expansion of Africa Bureau natural resources programming through PVOs in lower priority countries, focusing on biological diversity.

The scope of this analysis was widened during the course of the study to include a review of, and options for PVO/NGO support in general.

The involvement of PVOs and indigenous NGOs in natural resources management and conservation is deserving of continued project support because of their close relationship with rural people, their motivated staff, their cost efficiencies and their flexible, innovative approaches to various aspects of NRM. These strengths generally outweigh their lower level of technical expertise, their lack of clout with host country governments (with exceptions), and weaknesses in management of information and policy analysis. Within the NRMS Project, PVOs are now contributing much to the institutional and technical strengthening of African NGOs. This role can be expanded since PVOs are now quickly increasing their capabilities in management and technical expertise in NRM. PVOs are best placed to provide support to indigenous NGOs.

Indigenous NGOs involved in the natural resource sector have been receiving increased attention and assistance by the donor community since the late 1980s. They are considered to be even more "in touch" with local needs and NRM issues than the U.S.-based PVOs. It is generally recognized that most African NGOs have poor management, book-keeping and proposal writing skills, and often lack technical expertise. Recognized also is the importance of the role the African NGO plays in promoting more equitable land tenure, use of resources and democracy and pluralism in general.

In the NRMS Project, the two general areas of PVO/NGO assistance are:

Biodiversity grants and cooperative agreements. Virtually all of the Project bilateral biodiversity assistance are being implemented through PVOs. The 35 activities let under the Project are all fairly new, and evaluation of these activities will be a priority under the next Project phase. Many of these biodiversity activities center around the buffer zone concept.

More project implementation time (e.g. 3 to 5 years) is needed before meaningful conclusions regarding success can be obtained.

The PVO/NGO NRMS Cooperative Agreement. This component is a major activity under NRMS, and consists of a three-party PVO consortium lead by the Experiment in International Living. This consortium implements African NGO out-reach projects in four pilot countries in Africa. Several hundred local NGOs are participating in this activity. An evaluation of the two-year cooperative agreement is planned for early 1991. Preliminary indications are that excellent relationships have been set up between the consortium and their African counterparts, and there are successes to date especially with regard to NGO institutional strengthening.

The growth and expanding geographic scope of the biodiversity program have outpaced the means of AFR/TR to effectively monitor implementation and impacts. This is especially significant given the positive Bureau response to future regional biodiversity programs, such as the Congo Basin, which cross borders of both DFA high and low priority countries. A buy-in to the S&T Biodiversity Support Program appears to be the most appropriate choice for future implementation. This program has a good record for grant management and would be a less-intensive management option than setting up a new mechanism.

With regard to PVO/NGO outreach programs, such as the NRMS cooperative agreement mentioned above, consideration should be given to possible expansion of the agreement into other countries. Other channels of PVO/NGO assistance should be investigated, such as assistance to other consortia like CODEL (Coordinaticn in Development), and PACT (Private Agencies Collaborating Together).

3. Analysis for design of mechanisms to assist the Africa Bureau in addressing natural resources policy issues and to support the design of NPA programs in the natural resources and environmental sector.

Ill conceived or outdated policies are increasingly being identified as one of the principal constraints of more efficient natural resources management in sub-Saharan Africa. It has become increasingly more evident that a local or national government's policies are a critical factor in determining how well individuals and institutions manage their natural resource base. Such policies include economic policies, such as incentives, but also other political, regulatory and fiscal actions. Much of the legislation, policies and institutional authority structures

governing natural resource use rights in Africa find their origins in the colonial period and are often poorly adapted to local and current conditions. Some examples of policy and institutional constraints to sound NRM include:

- * Fuelwood/charcoal marketing policies that deny local control over woodlands;
- * Policies governing access to rangelands which result in destructive overgrazing and decreased productivity;
- * Policies that give government institutions the right to manage resources (soil, trees, grasslands) in areas where they have little expertise and/or hidden agendas regarding profit from these resources.

The use of non-project assistance (NPA) for policy reform generally rests upon an agreement between donor and host country government outlining a series of reforms to be implemented over time, and tranches of funds are then disbursed to supposedly help the country overcome the additional costs due to dislocations and readjustments engendered by the new policy. Currently, Africa Bureau is assisting Niger in their Agriculture Sector Development Grant II, where there appears to be positive developments in establishing the legal and policy framework necessary for effective natural resources management. These reforms are geared towards the empowerment of rural inhabitants over the use of their natural resources.

Natural resources policy is emerging as an area of great potential, but one for which there are few successful models on which to build. This is clearly one area in which the Africa Bureau needs to play a strategic role. A greater effort toward upgrading natural resource policy analysis capabilities, both in Africa Bureau and the field is required. Currently, the NRMS Project is formulating an experts working group with the World Resources Institute, through an S&T buy-in to the Environmental Planning and Management (EPM) Project. Increased funding for the continuance of this effort is needed in the future, along with added resources for technical assistance support to the Bureau and the field.

The Project should consider policy-oriented services that can be procured from approximately eight consulting firms with IQCs in (1) environment and natural resources, (2) rural and regional income generation and natural resources, and (3) agriculture.

4. Analysis of alternatives for efficient provision of technical services to priority countries for NRM assessments, strategy development, emerging initiatives and program design and evaluation.

The Natural Resources Branch and the NRMS Project Officer should function in a more field-responsive mode, while providing a guidance and leadership function with respect to NRM program strategy, information management needs, monitoring, training and dealing with emerging issues.

In considering alternative mechanisms for implementing the myriad of activities in the Project, a series of plausible choices were evaluated. Among the factors that should be considered are (1) the technical resources currently available to ANR/NR (or soon to be forthcoming) through existing S&T and IQC mechanisms and the ease/difficulty of accessing such resources, (2) the length of time and degree of effort required to put new implementation arrangements into place, (3) the strength and limitations of each choice in relation to the probable needs of ANR/NR and (d) relative costs. The analysis recommended to two broad alternatives:

A Washington-based management support contract is recommended to increase back-stopping capability and to deal with growing analytical, information and training tasks. An initial contract staff of three professionals, an administrative assistant and a secretary is proposed, thereby permitting easier access to resources currently within A.I.D., such as the Bureau of Science and Technology (S&T) buy-ins, Indefinite Quantity Contracts (IQCs) and Resource Support Services Agreements (RSSAs). Implementation arrangements should also leave open the option of competing one or more IQCs for the delivery of technical services if it becomes apparent that existing sources of expertise within A.I.D. are inadequate or overburdened.

Also given consideration was a second implementation option, the award of a "mega" contract with provision for subcontracts and buy-ins. However, it was not clear that the quality and range of services that could be offered through such an arrangement would constitute a substantial improvement over what can be obtained through presently available S&T buy-ins and IQCs. Another disadvantage would be the time and effort required to announce, compete and award such a contract.

ANNEX 3

Meanwhile, pending the award of a management support or "mega" contract, ANR/NR should adopt interim measures to cope with its expanding workload. The AFR/USDA RSSA should be drawn upon to enable the Office of International Coordination and Development (OICD) to provide under contract near term staff support to the NRMS Project officer, specifically an operations officer, a program analyst and a secretary. Such assistance would enable the NRMS Project Manager and his RSSA colleagues to devote more time to substantive issues, tracking program developments and impacts, and facilitating the steps necessary to consummate the award of a new contract mechanisms.

**Status Report on Implementation of
the Africa Bureau Natural Resources Strategy**

This document provides a summary of actions taken by the Natural Resources Branch, AFR/TR/ANR, since the Africa Bureau Review of the Natural Resources Strategy ("Plan for Supporting Natural Resources Management in Sub-Saharan Africa"--PNRM) which was held in January 1990. The Bureau Review established four priority areas and ten action steps which were to be taken to update the Strategy and to bring it more in line with the Development Fund for Africa (DFA). The results of the Bureau Review were transmitted to the field in a reporting cable (STATE 78897), which is attached as Annex 4(a).

Priority Area I: Actions to make ongoing implementation of the PNRM more effective.

Action Step 1: Concentrating AFR/TR efforts in countries where it can make a difference.

AFR/TR assistance for natural resources analysis has concentrated on those DFA Category I countries which are either "on track" with NRM programming or are "moving" towards increasing NRM programming through studies and pilot activities. NRM obligation trends for DFA Category I countries are presented in Annex 4(b). Major Mission programs and types of AFR/TR assistance are summarized below.

A. Countries that are "on track" with NRM Programming--
Niger, Madagascar, Gambia, Lesotho, Guinea, Uganda, Rwanda.

1. Niger

Program Status: The Agricultural Sector Development Grant II (ASDG II) was approved in FY 90. It is based on the premise that substantial progress can be made toward DFA Target 3.1 (sustainable increases in income and productivity through better management of natural resources) by wider diffusion of existing NRM practices. The ASDG II aims to increase diffusion by relieving policy and institutional constraints through five conditions precedent (CP), and by providing resources directly to local communities adopting better NRM practices. During the preparation of the ASDG program, AFR/TR and the NRMS Project provided the Mission with support for sector analysis and identification of the CPs.

Future Plans: Using the analysis undertaken for the ASDG II, the Mission has tentatively identified CPSP indicators for natural resources management. These were reviewed during the October TDY of NR Branch Chief Ben Stoner. Stoner also presented AFR/TR work on a NR Organizational Framework and the Mission is interested in being involved in this work. AFR/TR plans to provide USAID/Niger additional analytical support for NRM indicator development and impact monitoring in conjunction with the preparation of a CPSP, which planned to be completed in December 1991. AFR/TR Agroforester Mike McGahuey will discuss this further assistance during his TDY to Niger in April/May 1991.

2. Madagascar

Program Status: With AFR/TR and NRMS Project assistance, USAID/Madagascar has played a key role in the design and implementation of the World Bank-organized Environmental Action Plan (EAP). A follow-up Tropical Forestry Action Plan, being led by FAO, will be undertaken this year, and will be linked directly in the Mission's programming. In support of the Mission's commitment to take the lead on the biodiversity and institutional components of the EAP, USAID has initiated a \$26.6 million project (SAVEM), which was approved in FY 90, and is designing a \$30 million companion NPA program (KEAPEM), which is due for obligation in FY 91. AFR/TR and the NRMS Project assisted in sector analysis, pilot PVO/NGO programs, and donor technical coordination during the preparation of this major program.

Future Plans: The Mission is completing the design of the NPA program and will prepare a CPSP for submission to Washington in May of 1991. NRM Policy Advisor, Tony Pryor, assisted the Mission with analytical work leading to the NPA program. Further AFR/TR assistance will be for completion of the NPA program design, for preparation of the Mission CPSP, and for indicator development and impact monitoring.

3. Gambia

Program Status: AFR/TR and the NRMS Project supported a Sahelian sub-regional NRM assessment and a NRM action plan for the Gambia. More recently, an Agriculture Sector Assessment was conducted with a strong emphasis on management of soil and vegetation. In this Assessment, AFR/TR/ANR assisted the Mission in the development of the Scope of Work and in providing a NRM specialist for the team who had extensive experience in the Sahelian Subregion. The Mission plans to build on past project experience and the results of the above analytical work to establish a sector program in FY 92 that has strong emphasis on sustainable agricultural development.

Future Plans: AFR/TR and the NRMS Project will provide further analytical support for the development of an FY 92 natural resources program and of appropriate impact monitoring targets and indicators. This assistance will help the Mission to capitalize on the analyses and research conducted elsewhere in Africa. The Mission has requested AFR/TR assistance during Feb./March 1991.

4. Lesotho

Program Status: Lesotho has had a major program emphasis on natural resources, even though it was not initially a Bureau focus country for natural resources under the PNRM. USAID/Lesotho is in the process of designing the PP for the Community Natural Resources Project, which will support community management of range lands. This project is one of the very few in Africa that is addressing ecological degradation of range resources through more efficient local management and government institution building. Lesotho's API specifically addresses NRM as a strategic objective. Within the API, specific ecological indicators have been developed regarding livestock carrying capacity and range condition (e.g. indicator plants and general health of range). This program should be tracked as one of the few APIs which deal specifically with biophysical indicators.

Future Plans: The Mission has requested assistance from TR in developing the final PP to establish an evaluation and monitoring plan for the NRM Project, and in further developing impact indicators for a CPSP which will be submitted to AID/W in May 1991. AFR/TR was planning to send Natural Resources Officer Dwight Walker to provide this assistance, since the Lesotho Project could serve as a model for ecologically sustainable management of upland range resources. However, the lack of environmental travel funds and travel restrictions have resulted in the cancellation of this TDY. AFR/TR will provide, however, more general assistance as part of the CPSP preparation.

5. Guinea:

Program Status: Guinea is moving ahead on both the strategic and project levels. In support this, AFR/TR and the NRMS Project provided analytical support for the PID, for the NRM assessment, and for a PP background paper. The NRMS project also supported a forestry consultant for the Tropical Forest Action Plan in 1989 and the Environmental Action Plan (EAP) in 1990. The findings and analyses of these multi-donor actions were used in the CPSP exercise and will be used in the Mission's NRM project redesign.

Future Plans: With the arrival of a new Mission Director and staff, the USAID/Guinea plans to expand the original NRM project design in both scope and substance. In the recent CPSP planning session in December 1990, AFR/TR Agroforester Mike McGahuey worked with the Mission to identify strategic targets that had strong emphasis on DFA Target 3.1. In response to the Mission's request for additional assistance, AFR/TR will provide further assistance by Mike McGahuey to apply relevant research and analyses for addressing policy, technical, and institutional issues in NRM program redesign and in preparation of a CPSP planned for July 1991.

6. Uganda

Program Status: A Natural Resources Management Country Assessment was prepared in August, 1989 under the NRMS Project. The NRMS Project has also funded pilot PVO biodiversity grants and a program to strengthen indigenous NGOs. The USAID Mission is supporting PVO projects to improve the management of important forest reserves (e.g. Kibale, Bwindi and Ruwenzori reserves) and to simultaneously provide economically based alternatives for the rural poor in or near these reserves. A multi-country workshop was held under the PVO/NGO NRMS project in October 1990 to review these experiences in combining forest conservation with the development of surrounding communities or "buffer zones."

Future Plans: AFR/TR is working with USAID/Uganda to design a new natural resource sector program in FY 91. ANR/NR Tropical Forestry and Biodiversity Advisor Tim Resch will be part of a PAIP team in February 1991, for the development of a seven-year, \$30 million, natural resources sectoral program in coordination with the Government of Uganda and multidonor Environmental Action Plan. ANR/NR Natural Resources Policy Advisor Tony Pryor will also be assisting the Mission with the policy framework and monitoring indicators for a CPSP which is to be submitted to AID/W in June 1991.

7. Rwanda

Program Status: AFR/TR and the NRMS Project provided analytical support for the development of the Rwanda Natural Resources Management Project, which was approved in FY 89. This Project is a comprehensive NRM program involving five major technical components: (1) swampland (marais) management; (2) fish culture; (3) sustainable hillside production; (4) natural forest management; and, (5) natural resource planning and policy. Concurrent with the start of the NRM Project, AFR/TR has also been working with the World Bank, through the World Resources

Institute, to support the preparation of an Environmental Action Plan which is now in draft. A Tropical Forest Action Plan is also being prepared under the leadership of CIDA.

Future Plans: Building on their project experience and work within the Environmental Action Plan, USAID/Rwanda is exploring options for initiating a PAIP/Project Amendment to expand their NRM program. AFR/TR analytical assistance is planned through the Forestry Support Program and a TDY by Natural Resources Branch staff in June of 1991. This assistance will help define a sector strategy and impact indicators for the CPSP planned for August 1991.

B. Countries that are "moving" toward increased NRM Programming--Senegal, Mali, Cameroon, Kenya, Tanzania, Botswana, Ghana, Zaire.

1. Senegal

Program Status: AFR/TR and the NRMS Project have provided analytical support to USAID/Senegal through the NRM Sahel Sub-Regional and the Senegal Country Assessments and through other regional research, data exchange, and PVO collaboration activities. NR Branch Chief Ben Stoner reviewed this work with the Mission in October 1990. This work is reflected in the Mission's draft CPSP, which has two targets that have strong emphasis on natural resources. Based on research and analyses from Sub-regional NRM Assessments, AFR/TR/ANR has sent comments to the Mission on their NRM objective tree indicators. The mission is currently using a Geographical Information System (GIS) to develop a land-use capability map. The Mission has requested that AFR/TR/ANR be involved in ensuring that appropriate data are part of this exercise and that appropriate inferences are made from the exercise.

Future Plans: Building on the CPSP analysis, AFR/TR recommends that USAID/Senegal use its own project experience and that of other Sahelian missions to develop a NRM Action Program that provides a vision of what NRM assistance in the agricultural sector could accomplish. This would serve as the basis for a sector program grant in FY 92/93. AFR/TR's role in the development of this Action Program would include assistance for using Sahel-wide experiences and previous analytical work to identify the costs and benefits of various program options.

2. Mali

Program Status: From ongoing Mission projects and NRMS Project work, a considerable NRM knowledge base exists in Mali upon which USAID/Mali is building and upon which the Sub-region as a whole can capitalize. The Mission supports two projects that are making progress toward DFA Target 3.1--the Village Reforestation Project and the DHV Project--and supports others activities that also contribute the Target 3.1. Mali also was part of the Sahel Sub-regional Assessment and has a tentative NRM Action Program. AFR/TR is working with the Mission to establish a system to track progress against DFA Target 3.1 (Mission Target 2.2). In particular, this system organizes information hierarchically so that policy and institutional changes (GRM-level indicators) are linked to more widespread adoption of better NRM practices (smallholder-level indicators). Recently, AFR/TR received a detailed accounting of progress against NRM indicators for the DHV project that shows considerable localized progress in regions where policy and institutional changes were made.

Future Plans: A next step is to further elaborate the NRM Action Program in order to develop a vision for what is possible in Mali if current NRM practices are more widely diffused through policy and institutional changes. This step would include working with Mission and GRM personnel to use existing data to conduct analyses of costs and benefits of various policy, institutional, and technical changes. AFR/TR recommends that USAID/Mali move toward the development of a major policy-based NRM sector program and revise its strategic focus to better shown the importance of NRM in its development portfolio.

3. Cameroon:

Program Status: With support from the NRMS Project, USAID/Cameroon has several important NRM activities, including: (1) biological inventory and training in the Korup National Park under the NRMS project; (2) tropical root and tuber research including germ plasm collection, tissue culture and training; (3) on-farm testing and demonstration of NRM techniques under the National Cereals Research and Extension Phase II Project; (4) participant training in NRM under the Agriculture Education Project; and, (5) land use planning and mapping activities under the Agriculture Planning and Policy Project. The FY 1992 ABS includes new project Tropical Forest Management (631-0081). Cameroon is one of four countries hosting activities under PVO/NGO component of NRMS. In addition, a TFAP plan completed and an International Multi-donor Round Table was held in April, 1989. African Development Bank, World Bank and World Food Programme are all using elements of Plan to design forestry interventions.

Future Plans: USAID/Cameroon has prepared a Scope of Work for a natural resources management assessment (Yaounde 08975) and has requested AFR/TR support. AFR/TR Tropical Forestry and Biological Diversity Advisor Tim Resch will travel to Cameroon in February 1991 to assist the Mission complete plans for the assessment. Additional assistance will be provided for the assessment and for establishing the Mission's sector program strategy.

4. Kenya

Program Status: USAID/Kenya has established natural resources management as a target of opportunity in its strategic plan. AFR/TR feels that limiting natural resources to a target of opportunity does not do justice to the importance of the area and is inconsistent with the relative importance that the Mission appears to be giving to natural resources. Nonetheless, we are satisfied with the Mission's efforts to appropriately incorporate NR into existing efforts, with its support for special activities (PVO grants, seminars etc.), and with the mission's plans to design a new NRM Project in FY 91.

Future Plans: AFR/TR has recently provided assistance to develop a monitoring plan for the new Mission NRM Project. Additional assistance will be provided, as possible, to strengthen NRM programming by the Mission. AFR/TR feels that the Mission should broaden its NRM efforts into sustainable agriculture and should move toward making natural resources a strategic objective not just a target of opportunity.

5. Tanzania

Program Status: The mission strategy for support to Tanzania centers around activities designed to restructure the economy. Natural resources as such has not been a priority for the Mission, but is supported in a limited degree based on the potential for tourism development and the role tourism could play in a market oriented economy. In addition the mission recognizes the importance of protecting Tanzania's substantial natural resources endowment and its value to Tanzania's future development. In this regard, the Mission has provided \$2.5 million to the African Wildlife Fund (AWF) for training and institution-building for park and wildlife management.

Future Plans: Considering the importance of Tanzania's natural resource endowment (by some standards of measure the most important in Africa) the USAID/Tanzania should continue to support well targeted activities such as the AWF activity. In the near future, the Mission should consider at the very least

conducting a natural resources assessment which would provide a basis for developing a more meaningful natural resources strategy.

6. Botswana

Program Status: USAID/Botswana is addressing natural resources management through the Botswana component of the SADCC Regional Natural Resources Management Project, funding for which is \$7.4 million. The Botswana project elements address the priority SADCC concerns in natural resources management, namely community based resource utilization, planning and applied research, environmental education and information exchange. The project aims to encourage further steps in the devolution of proprietorship to community levels by supporting pilot projects that demonstrate the economic viability of wildlife utilization, and by strengthening the capacity of local and national authorities to monitor and manage the wildlife and plant resources. A.I.D. is the primary donor in Botswana that is addressing this critical process. Botswana is also a key country in the development of strategies and methodologies to address low-impact tourism. Funded by the NRMS Project, the firm DTI has completed preliminary work on implementation of community-based tourism development.

Future Plans: The recently completed Botswana Action Plan, based on an earlier CDSS, treats natural resources management as a target of opportunity. However, AFR/TR feels that the biodiversity assessment and subsequent action plan prepared under the NRMS Project establishes the development potential in the NRM sector and thus recommends that the Mission give greater importance to NRM. AFR/TR plans to begin focussing on Botswana in the areas of GIS and regional database formulation for the purpose of impact evaluation and monitoring Southern Africa regional NRM efforts.

7. Ghana:

Program Status: The Debt for Development Consortium has submitted a second draft of their proposal, for which USAID/Ghana has requested further analysis and AFR/TR/ANR has suggested some redesign. However, strategic/sector analysis for NRM program development has not been undertaken in Ghana. AFR/TR Environmental Coordination John Gaudet reviewed NRM analytical needs for the Mission in January, 1990, and recommended analyses to be incorporated into the preparation of a CPSP planned for the Spring 1991. These included: (1) a tropical forestry and biodiversity review; (2) a study of dryland regions and their potential for sustainable agriculture in relation to the natural

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resource base; (3) an assessment and action plan for agroforestry and sustainable agriculture; (4) a marine/coastal resources action plan; and (5) a review of sustainable agriculture in the Volta Lake Region.

Future Plans: The Mission has not requested any further AFR/TR assistance for further analysis and should be queried as to whether they intend to go forward with any of the actions suggested, particularly since their CPSP is being prepared. AFR/TR does not feel that the Debt for Development Program should go forward without a broader sector program framework.

8. Zaire:

Program Status: Zaire had been tentatively selected as the Bureau's priority country in terms of the Agency's Climate Change Initiative. For this reason, Zaire started preparing a Climate Change Action Plan. However, continued unrest in Zaire has led to a review of the Mission's portfolio, and as part of this review the Bureau has decided to remove Zaire from the list of Climate Change priority countries. The Bureau is now considering a more extensive survey in the Congo Basin region in general (Equatorial Guinea, Gabon, Congo, Cameroon, Central African Republic and Zaire) as an alternative to the more detailed actions planned for Zaire. A Tropical Forestry Action Plan has just been presented, and, while A.I.D. was not involved in its preparation, the Mission continues to meet with the Canadian technical staff involved with the Plan, and has noted the direct linkages between many of the recommended projects within the Plan, and the initial steps that had been considered under the auspices of the Climate Change Initiative.

Future Plans: AFR/TR plans to go forward with analyses for a regional Congo Basin Climate Change Initiative. A plan for this is being prepared for Bureau approval. This will lay the basis for work in several countries and keep alive the possibility of restarting NRM programming in Zaire if the political climate changes.

9. Burkina Faso

Program Status: While Burkina Faso is not a DFA-priority country, its NRM activities are important for research and analysis in the Sahel Sub-Region. Burkina Faso is among the most advanced countries in the number and variety of smallholder-level initiatives in the management of natural resources. In addition to receiving wide-spread support from both international and local NGOs, NRM initiatives are supported by the Government of Burkina Faso (GOBF), especially in the development of policies

aimed at increasing the incentive for smallholders to adopt better NRM practices. Based both on in-country and Sahel-wide experiences, the Mission is moving to develop a NRM project.

Future Plans: In support of the development of this project, the NRMS project has provided teams to conduct an assessment and develop a pre-PID concept paper. In response to a Mission request, AFR/TR Agroforester Mike McGahuey will assist the Mission in completing the NRM program in March 1991.

C. Countries that are not moving--Malawi, Burundi, Togo, Chad, Zambia, Swaziland, Guinea Bissau, Mozambique.

1. Malawi

We continue to be uncertain as to USAID/Malawi's intentions in the natural resources area. The Agricultural Sector Assistance Program PAIP identifies "improved land usage practices" as one of six policy reform theme for the program. The PAIP touches, to a limited degree, on how improved land usage would be accomplished through soil conservation, agroforestry, improved cultural practices and through reduced fuelwood consumption for drying tobacco. We note, however, that even though the Mission incorporates natural resources into the Program, a natural resources specialist was not including on the design team. This seems to be characteristic of the mission's limited ability to focus on and possibly limited dedication to natural resources. Even though the Mission may have some degree of interest in natural resources it may lack the resources and program focus to deal with the area effectively.

Future Plans: Given our impression that the Mission is either not fully cognizant of the role of natural resources in sustainable agriculture or is simply not in a position to properly deal with the issue, no AFR/TR assistance is planned. Nonetheless we feel that, if permitted, NRM could be used to reinforce the agricultural production focus of the Mission by providing the underpinning for a sustainable production effort.

2. Burundi

Program Status: The U.S. Peace Corps is implementing a Biodiversity and Tropical Forest Management Program in Burundi under the NRMS project. The project aims to: (1) institutionalize basic park management functions such as training and park planning; (2) focus on increasing sources of revenue (to cover recurrent park management expenses) through the promotion of tourism; and (3) provide sustainable alternatives to rural

populations surrounding the protected areas. Priority is placed on the development of the Kibira National Park as a model for Burundi's other four protected areas. The Park is the most biologically rich in Burundi and is contiguous with an A.I.D.-supported protected area (Nyungwe Forest in Rwanda). The GOB has requested a TFAP exercise with the intention of adapting the existing Forestry Master Plan, and a FAO preparatory mission has occurred.

Future Plans: A.I.D. and other donor activities are establishing a base for broader NRM program development. However, USAID/Burundi has so far not been interested in further analysis to build on this base. No further AFR/TR assistance is currently planned for Burundi.

3. Togo

Program Status: Mission portfolio and plans in natural resources management are small scale, ad hoc, and disparate. CARE under Rural Institutions and Private Sector project (693-0227) supporting agroforestry in northern Togo, and the PID for the new Togo Private Sector Project (TOPS) includes wood products processing in the export promotion zone. A mini-natural resources sector review was conducted in May 1991 by the Tropical Forestry Advisor Tim Resch. A TFAP is in progress by an external consultant (Mr. R. Larouche) and fulltime national coordinator. A World Bank EAP is also underway with six local consultants contracted for studies, but the TFAP and EAP are under different ministries.

Future Plans: There is a good knowledge base for NRM and Government planning is well advanced. USAID/Togo also has a trained forester on its staff. AFR/TR recommends that USAID/Togo take advantage of these opportunities and undertake broader NRM analyses as part of the CPSP preparation, planned for November 1991.

4. Chad

Program Status: USAID/Chad has recently been reclassified as a Category 1B mission and has received a large OYB increase and is in the process of developing a Programmatic Logframe which concentrates on developing sector-impact-oriented programs in two sectors in which it has a comparative advantage: (1) health and (2) agricultural production and marketing. It has started work on developing a full CPSP. While the recent political changes have introduced some uncertainties, several assessments/reviews and strategy development exercises still are planned to begin in the first half of 1991. One of these is their Agriculture Sector

Review, which is targeted for begin in February 1991, to be coordinated with their CPSP Analysis. This review specifically requires information and analysis on the agricultural strategies and policies of Chad, marketing systems, and natural resources and physical environment management. NR program impact indicators and the experience gained elsewhere in the Sahel will need to be introduced into the review, a function which AFR/TR could fulfill well. Also, regarding a target of opportunity identified -- improving food security -- the proper role of pest management ought to be addressed, in light of the Mission's significant past involvement in this sub-sector. Here also, the NR Branch could assist.

Future Plans: Because it has a substantial NRM potential and an increasing budget, Chad should move to capitalize on NRM progress in the sub-region, especially in development of policies that favor smallholder investments in soil and vegetation management. In particular, its upcoming Agriculture Sector Review should include specialists who have been involved in NRM research and analyses in the Sahel.

Action Step 2: Testing and applying guidance for program indicators of natural resources under the PNRM.

Organizational Framework. In response to the DFA mandate to better monitor people-level impacts, AFR/TR developed a framework that organizes NRM indicators in a chronological continuum. Along this continuum, inputs and outputs are organized hierarchically with respect to how they contribute to DFA Target 3.1 (sustainable increases in income and productivity through better management of natural resources). The continuum is based on analyses of NRM Assessments showing that widespread adoption of better NRM practices by smallholders follows policy and institutional changes by the host-government.

Research and Analysis for Developing the Framework. Under the NRMS project (and with AFR/SWA support in the Sahel), NRM country assessments identified instances where smallholders were increasing income and productivity through better management of natural resources. In addition to identifying a wide range of practices being adopted by smallholders, these assessments also identified policy, financial, and institutional conditions that contributed to smallholders adopting better practices.

Using both the original assessments and subsequent field research to provide an empirical set of data, AFR/TR conducted objective tree analysis and identified the following five levels in the

hierarchy of inputs and outputs to achieving sustainable increases in income and productivity:

- Level V: Sustainable Increases in income and productivity (through better management of natural resources)
- Level IV: Short, medium and long-term biophysical changes that produce the above
- Level III: Adoption of practices by smallholders that address the above biophysical constraints
- Level II: Changes in policy, institutional, and financial conditions that increase the adoption of better NRM practices
- Level I: Actions that establish the above conditions.

Subsequent analyses tested the Framework on 11 Mission Action Plans and tested the plausibility of linkages between the various levels in the continuum.

Current and Future Research and Analysis. Currently, AFR/TR is completing a review of the Framework by experts from the World Resources Institute and will submit the NR Framework for Bureau Review in February 1991. AFR/TR is requesting provisional approval of the Framework with an action plan for further testing the framework while it is applied to monitor NRM impacts in several key Missions. This applied testing is planned to test (a) linkages between levels, (b) the relative availability and costs of data at various levels in the continuum, and (c) the use of the Framework to monitor progress in non-Saharan countries and biodiversity initiatives.

Action Step 3: Strengthening policy analysis for natural resources programming in Africa.

Through NRMS funding, AFR/TR is supporting a variety of policy studies related to land tenure, investment in land, improving institutions, and other issues. In addition, NRMS has funded technical expertise for analysis to support the design of policy-oriented projects in Madagascar, Uganda, Gambia, and Guinea.

AFR/TR has fostered technical collaboration with the Environmental Action Plans (EAPs) by working directly with the World Bank and by also working through the World Resources Institute (WRI). This donor and PVO collaboration is

particularly important in terms of policy since the EAPs tend to become the leading policy-defining process in the natural resource sector in those countries where an EAP has been initiated.

Since the World Bank is now planning to expand the EAF program to include most of the countries of Africa, it will be essential to continue this collaboration with both the Bank and the WRI. WRI has been extremely effective in getting more of a local field-level perspective included during the design and implementation of the EAPs.

In order to continue to provide assistance related to natural resources policy, and to learn from the experiences in countries implementing NR policy reform programs (such as Niger, Lesotho, and Madagascar) the AFR/TR is supporting WRI to initiate a Natural Resource Policy Experts Group. This Experts Group will provide ongoing advise to the Bureau and the Missions related to NR policy issues, oversee and monitor studies, and develop long term interactive relationships with natural resource policy programs in key countries.

Action Step 4: Revising NRM priority country designations.

Based on the Bureau Natural Resources Strategy Review, AFR/TR is now providing analytical assistance to DFA Category I Countries rather than the NR Priority Country Groups which were established by the PNRM. This assistance is based on Mission demand and performance, as is presented in Action Step 1, above.

Priority Area II: Actions to address Congressional requirements for Global Climate Change Programming.

Action Step 5: Undertaking global climate change activities within the PNRM, focusing on tropical forestry.

Bureau priorities for climate change priority have been based on data from a study on climate change issues related to Africa, which was completed for the Bureau by Oak Ridge National Laboratory in September 1990. This study presented the analytic framework needed by the Bureau to define priorities and to develop action plans.

On the basis of that report, the Bureau decided to focus its attention on the tropical rain forest within the Congo Basin, initially within Zaire. As discussed above, the Zaire Mission

with AID/W support began to develop an Action Plan, and was preparing the groundwork during FY 90 for a new program activity in FY 92.

Taking into account the need to limit the A.I.D. portfolio in Zaire, the AFR/TR is now developing a more extensive proposal for the Congo Basin as a whole. This proposal will be submitted for Bureau review and approval. During the next year, it is expected that the analytical base initiated through the Oak Ridge/Goddard activities will be expanded upon as is feasible given the situation in Zaire.

Action Step 6: Strengthening natural resources and environmental monitoring through use of remote sensing and geographic information systems (GIS).

In order to evaluate program impact it is necessary to collect, analyze and present natural resource information. Over the last year, many Missions have requested NRMS assistance in designing, selecting and managing geographic information and other related systems related to NRM.

In response to this demand, the Bureau has worked closely with the USGS and Clark University in tests of systems in Senegal and Niger, and organized an initial training course for AFR staff at USGS headquarters.

In order to expand the assistance that can be provided on NRM applications of GIS and other information systems, the NRMS amendment will include support for an NRM Information Systems Experts Group, also to be managed by WRI. As with the Policy Experts Group, this Group will provide ongoing technical advise to the Bureau and Missions, design and monitor special studies, possibly assist in the design and testing of specialized software subcomponents that will use more effectively commercially available GISs, and develop long term interactive relationships with key missions implementing GIS programs.

Priority Area III: Actions to encourage broad NRM funding, particularly through expanded PVO programs.

Action Step 7: Expanding the Bureau's collaborative work with PVOs, particularly regional and category II country programs.

PVO natural resources activities supported by the NRMS Project and by bilateral projects continue to expand in terms of dollar amount and in scope of activities and appear to be improving in terms of product quality. The programming relationship between central (NRMS and other) projects and major U.S. natural resources PVOs is excellent and at this point appears to have even further growth potential. The direct involvement of local African PVOs in the natural resources effort is progressing and may represent a significant alternative to direct government programs in the natural resources area. Efforts by U.S. PVOs to strengthen local NGO/PVOs and incorporate them into project activities in a meaningful and collaborative manner also are promising.

AFR/TR continues to expand the scope of its support for PVO natural resources activities. Specific actions include:

1. An evaluation of the PVO Support Component which will provide essential information and recommendations for the continuation and possibly the expansion of this apparently successful effort.
2. A planned review/evaluation of the biodiversity program with a view toward more carefully targeting grants to support Africa-wide research and/or complement bilateral and other centrally funded efforts.
3. Support for PVO efforts to develop more comprehensive biodiversity programs. Specifically we are considering a major relatively long-term WWF/CARE/WCI proposal to protect and manage elephant habitat in the Congo Basin.
4. Efforts to expand biodiversity activities in Central and West Africa. To date A.I.D. has funded very few biodiversity activities in this area. Small well targeted activities may produce a very cost effective payoff.
5. A series of meetings/seminars with PVOs including, as appropriate, mission staff, other donors etc, as part of our ongoing effort to support PVO biodiversity efforts in areas and/or countries where traditional bilateral A.I.D. programming is inappropriate. Our intention is to build on the relative advantage that certain PVOs have in designing and implementing biodiversity programs.

Priority Area IV: Actions to be responsive to broad environmental concerns, but maintaining a focused program.

Action Step 8: Maintaining the NRM focus by modifying and continuing the Natural Resources Management Support (NRMS) Project.

The NRMS Project Paper Supplement will modify the Project to incorporate the recommendations of the Mid-Term Evaluation and the Africa Bureau PNRM Review and provides justification for the additional funding which is being authorized. The Project goal, and purpose remain the same.

The Project goal is to improve policies and programs to restore and maintain environmental stability and the natural resource base in Sub-Saharan Africa, especially in support of agricultural development.

The Project purpose is to increase the quality and level of NRM activity in A.I.D.'s country and regional programs in Sub-Sahara Africa and in PVO/NGO programs supported by A.I.D.

The Project will continue to implement it's current portfolio of Mission and Bureau analytical assistance, PVO/NGO assistance, and innovative analysis and pilot program grants outlined in the original project paper. Additional funding under this Supplement will fund on-going components, support new initiatives within these components, and facilitate the extension of the PACD. However, these activities are being reformulated and regrouped under five new elements or output categories. This is being done to clarify the expected results of the Project and to facilitate future progress reporting and evaluation.

The five reformulated output elements of the Project are:

1. Assistance to Africa field Missions in research, analysis, technical coordination and networking, database development, and information exchange, and training to increase the quality and quantity of analysis and impact monitoring for natural resources management;
2. Assistance to Africa Bureau offices in AID/W in research, analysis, technical coordination and networking, database development, information exchange, and training to guide implementation of the PNRM and to establish a basis for measuring impact under the DFA;

3. Assistance to host country and U.S.-based PVOs and NGOs through pilot program development, technical coordination and networking, information exchange, workshops, and small grants to increase their capacities to implement natural resource activities;
4. Provision of direct grants to PVOs, Universities and other organizations to initiate innovative research for natural resources management, concentrating on sustainable agriculture, tropical forestry, and biological diversity; and,
5. Establishment of methodologies and systems for improved data collection and analysis, information sharing, and understanding of NRM inter-sectoral relationships and development impacts.

Action Step 9: Continuing support for regional pest and pesticide management under the African Emergency Locust/Grasshopper Assistance (AELGA) Project.

Improved pest management is an important element of agricultural productivity and sustainability, as well as of food security. Design and analysis activities are underway to amend and extend the regional African Emergency Locust/Grasshopper Assistance (AELGA) project as the chief vehicle with which to provide leadership for the Bureau in this field. An active research, technical assistance, training and analytical program is in place. Several missions, notably Mali and Niger, have bought into the project, and others are considering it.

Emphasis has shifted from short-term pest control support operations to medium and longer-term institution-building activities, emphasizing integrated pest management (IPM) within the Bureau's natural resources sector strategy. The foci of the amended project are expected to include: (1) monitoring and forecasting; (2) preparedness and preventive control; (3) improved decision-making tools through economic cost-benefit analysis and action threshold data; (4) long-term development of plant protection service capability, such as through training support; (5) strengthening regional coordination; (6) better pesticide management and disposal of unwanted stocks; (7) applied and adaptive research to promote the introduction of IPM strategies where possible; and (8) environmental assessments and mitigation of impacts on health and environment.

In addition, AFR/TR is exploring appropriate methods to develop programming in support of other pest management needs in the Sub-

Saharan region, and examining opportunities for non-project assistance programs, and for involving the private sector and NGO's.

Action Step 10: Providing only indirect assistance for Missions in other environmental areas.

The Africa Bureau has established country and sector priorities under the Development Fund for Africa which are coordinated and consistent with broader Agency-wide guidance. The most recent Agency-wide environmental guidance is the Environmental Initiatives (EI) paper.

The EI, approved by the Administrator in June 1990, identified three areas of intervention where A.I.D. resources will be focused in response to the major environmental issues currently facing the developing world. The first two areas are global in nature. These are: (1) environmental policy and resources economics; and (2) strengthening environmental institutions. The third area is regional priority problems, which for the Africa Bureau are: (1) sustainable agriculture (with an emphasis on soils); (2) tropical forests (including vegetative cover of forests and range lands); and, (3) biological diversity. These region-specific problem areas are consistent with the priorities established by the Africa Bureau Plan for Supporting Natural Resources Management in sub-Saharan Africa (PNRM) and with subsequent guidance.

As the directives of the EI for Africa are in agreement with the Bureau NRM sector strategy, existing Bureau procedures for program strategy development (Country Program Strategic Plan--CPSP), program/project design and implementation, and monitoring and reporting (Assessment of Program Impact--API, and Project Implementation Reports--PIR) will generally provide the basis for implementation of the EI in Africa. Missions will manage program implementation, drawing on central technical and analytical support from the AFR and S&T Bureaus and other sources as needed.

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ANNEX 4 (C)
OUTGOING
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PPDC-01 SAST-01 PPPB-02 STAG-02 STEY-02 STFM-02 HO-07
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- MOVING: GROUP I COUNTRIES: MALI, SENEGAL GUINEA
- GROUP II COUNTRIES: CAMEROON KENYA,
- TANZANIA, BURUNDI, GHANA,

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APPROVED BY: AID/AAA/AFR: VBOLLINGER

AID/AFR/DP: JWESTLEY (DRAFT)

AID/AFR/TR: DCORB (DRAFT)

AID/DAA/AFR: LSAIERS (DRAFT)

AID/AFR/SWA: POICHTER (DRAFT)

AID/AFR/PD: TBORK (DRAFT)

AID/ADR/SA: FFISCHER (DRAFT)

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AID/AFR/EA: DLUNDBERG (DRAFT)

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TAGS:

SUBJECT: AFRICA BUREAU REVIEW OF THE NATURAL RESOURCES STRATEGY

1. SUMMARY. THE AFRICA BUREAU HELD A REVIEW OF ITS NATURAL RESOURCES STRATEGY, THE "PLAN FOR SUPPORTING NATURAL RESOURCES MANAGEMENT IN SUB-SAHARAN AFRICA" (PNRM), ON JANUARY 17, 1990. THE REVIEW CONCLUDED THAT: 1) THE PNRM REMAINS A VALID INITIAL STRATEGY; AND 2) TEN ACTION STEPS SHOULD BE TAKEN TO IMPLEMENT THE PNRM MORE EFFECTIVELY. THESE ACTION STEPS ARE ALSO INTENDED TO PROVIDE THE BUREAU AN ANALYTICAL BASE FOR FURTHER REVIEW AND MODIFICATION OF THE PNRM IN LINE WITH THE DFA. AFR/TR/ANR HAS SENT TO EACH ADDRESSEE A COPY OF THE MATERIALS USED FOR THE REVIEW. THIS CABLE PROVIDES A SUMMARY OF THE ACTION STEPS.

2. ACTION STEPS. THE BUREAU REVIEW CONCLUDED THAT THE PNRM IS A CONTINUING RELEVANT AND IMPORTANT GUIDE FOR BUREAU PROGRAMMING. THE REVIEW ENDORSED TEN ACTION STEPS IN THE FOUR PRIORITY AREAS PROPOSED BY AFR/TR.

3. PRIORITY AREA 1 INVOLVES ACTIONS TO MAKE ONGOING IMPLEMENTATION OF THE PNRM MORE EFFECTIVE.

- ACTION STEP 1: AFR/TR WILL CONCENTRATE EFFORTS ON COUNTRIES WHERE IT CAN MAKE THE BIGGEST DIFFERENCE. THIS WILL BE DETERMINED BY UPDATING AND APPLYING THE NATURAL RESOURCES MANAGEMENT (NRM) MISSION PERFORMANCE MATRIX PRESENTED AT THE REVIEW. THE MAJOR ELEMENTS OF THIS MATRIX ARE PROJECT/MPA EXPERIENCE; COSS/ACTION PLAN INTEGRATION OF PRIORITY TECHNICAL AREAS; AND, MISSION ASSISTANCE THEMES. A CONTINUED EFFORT WILL BE MADE IN THE COUNTRIES WHICH ARE "ON TRACK" WITH NATURAL RESOURCES PROGRAMMING, BUT HAVE NOT YET COMPLETED THE ANALYSES AND THE PROGRAMMING REQUIRED. AFR/TR'S CONCENTRATED EFFORT WILL BE ON THE SECOND SET OF COUNTRIES (MOVING). COUNTRIES IN EACH OF THESE AREAS ARE AS FOLLOWS:

- ON TRACK: GROUP I COUNTRIES: NIGER, GAMBIA RWANDA
- MADAGASCAR
- GROUP II COUNTRIES: UGANDA, BOTSWANA

THIS EFFORT WILL INVOLVE: FIELD ASSISTANCE FOR ANALYSIS, PROGRAMMING AND TRAINING TIED CLOSELY TO MISSION PROGRAM DEVELOPMENT; AND, FURTHER DEVELOPMENT OF THE TR ANALYTICAL DATABASE FOR PNRM MONITORING. FOR IMPROVING PNRM MONITORING OF ONGOING PROGRAMS MISSION INPUTS TO THE NRM MATRIX WILL BE SOLICITED AND THIS WILL BE USED TO DISCUSS POSSIBLE PROGRAMMING OPTIONS. SPECIFIC RECOMMENDATIONS FOR EACH COUNTRY WILL BE FORTHCOMING.

- B. ACTION STEP 2: AFR/TR WILL TEST AND APPLY GUIDANCE FOR PROGRAM INDICATORS OF NATURAL RESOURCE ACTIVITIES WITHIN THE PNRM. THERE HAS BEEN CONSIDERABLE EFFORT IN THE DEVELOPMENT OF NATURAL RESOURCE INDICATORS, BUT PROGRAM INDICATORS HAVE NOT YET BEEN ADOPTED AND APPLIED. FOR DFA REPORTING THESE NEED TO BE ADOPTED, FIELD TESTED, AND PUT INTO OPERATION IN ALL NRM GROUP I AND II MISSIONS AS SOON AS POSSIBLE. AFR/TR HAS BEEN WORKING WITH AFR/DP TO ESTABLISH THE NRM PROGRAM INDICATORS. SEPTEL GUIDANCE ON NRM INDICATORS HAS ALREADY BE SENT.

- C. ACTION STEP 3: FUTURE PROGRAMS WILL ADDRESS THE AREAS OF POLICY DISTORTION THAT IMPEDE EFFICIENT NATURAL RESOURCE MANAGEMENT FOR SUSTAINABLE PRODUCTION. THE NRMS PROJECT HAS HELPED TO IDENTIFY LOCAL TECHNICAL INNOVATIONS WHICH CAN BE EXPANDED TO IMPROVE AGRICULTURAL PRODUCTIVITY AND HAS PROVIDED SOME ASSISTANCE TO MISSIONS IN ADJUSTING THEIR PORTFOLIOS TO INCLUDE MORE NATURAL RESOURCES PROGRAMMING. MISSION NRM PROGRAMMING HAS GENERALLY NOT BEEN DIRECTED TOWARD THE TYPES OF CONSTRAINTS WHICH ARE OFTEN BEST ADDRESSED THROUGH POLICY REFORM PROGRAMS. AFR/TR WILL STRESS SECTOR LEVEL ASSISTANCE INVOLVING POLICY AS WELL AS TECHNICAL SUPPORT AND BOTH NON-PROJECT AND PROJECT DEVELOPMENT. AFR/TR ALSO PLANS TO INCLUDE GREATER ASSISTANCE FOR ANALYZING POLICY OPTIONS IN THE SECOND PHASE OF NRMS PROJECT SUPPORT IN ORDER TO INCREASE NON-PROJECT ASSISTANCE FOR NATURAL RESOURCES.

- D. ACTION STEP 4: THE NRM GROUP I AND GROUP II COUNTRY DESIGNATIONS ARE BEING REVISED TO PERMIT AFR/TR TO PROVIDE REGIONAL NRMS PROJECT ASSISTANCE TO A COUPLE OF ADDITIONAL MISSIONS NOW REVIEWING NRM PROGRAMMING OPTIONS. AN REPRESENTS CHANGES IN NRM GROUPS:

- GROUP I: NIGER, GAMBIA, RWANDA, MADAGASCAR, GUINEA, MALI, SENEGAL, AND UGANDA.

- GROUP II: BOTSWANA, BURUNDI, KENYA, TANZANIA, CAMEROON, MALAWI, GHANA, ZAIRE.

GROUP III: OTHER AFRICAN MISSIONS.

4. PRIORITY AREA 2 INVOLVES STEPS NEEDED FOR THE BUREAU TO ADDRESS THE REQUIREMENT OF THE FY 1990 FOREIGN ASSISTANCE APPROPRIATIONS ACT FOR A.I.D. TO ESTABLISH A GLOBAL WARMING INITIATIVE. AN AGENCY GLOBAL CLIMATE CHANGE STRATEGY IS BEING ESTABLISHED WITH A FOCUS ON EIGHT KEY COUNTRIES.

- ACTION STEP 5: SINCE THE MAJOR CONTRIBUTION TO GLOBAL WARMING FROM SUB-SAHARAN AFRICA IS DUE TO LOSS OF VEGETATIVE COVER, THE BUREAU GLOBAL CLIMATE CHANGE INITIATIVE WILL BE WITHIN FORESTRY ACTIVITIES. ZAIRE WILL BE THE PRIORITY COUNTRY FOR AFRICA. SEPTEL ON AGENCY GLOBAL CLIMATE CHANGE STRATEGY AND PROGRAMMING

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NEEDS HAS BEEN SENT TO ZAIRE.

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ANALYSIS AND REVIEW OF THE PNRM TO MAKE IT MORE IN LINE WITH BUREAU AND MISSION PROGRAMMING UNDER THE DFA.

ACTION STEP 6: AFR/TR WILL DIRECT A REVIEW OF THE VARIOUS ELEMENTS OF SUPPORT THE BUREAU PROVIDES FOR REMOTE SENSING AND GEOGRAPHIC INFORMATION SYSTEMS AND RECOMMEND HOW TO CONSOLIDATE THESE AND HOW TO INCORPORATE NATURAL RESOURCE DATA IN ORDER TO MORE EFFECTIVELY USE THESE TO MONITOR NATURAL RESOURCES DEGRADATION.

ACTION STEP 9: THE AFRICA BUREAU WILL CONTINUE TO SUPPORT REGIONAL PEST AND PESTICIDE MANAGEMENT ACTIVITIES IN AFRICA AS AN IMPORTANT ENVIRONMENTAL AREA FOR AGRICULTURAL PRODUCTIVITY AND FOOD SECURITY. THIS SUPPORT WILL BE CHanneled THROUGH EXISTING REGIONAL PROJECTS AND WILL ALSO SUPPORT POLICY REFORM IN THIS TECHNICAL AREA. IN FUTURE ANALYTICAL WORK AND SUPPORT MECHANISM, AFR/TR PLANS TO LINK THIS AREA MORE CLOSELY WITH THE NRMS PROJECT AND THE BUREAU NATURAL RESOURCES STRATEGY.

5. PRIORITY AREA 3 ACKNOWLEDGES THAT IT IS DIFFICULT FOR THE BUREAU TO MEET THE TEN PERCENT DFA EARMARK FOR NATURAL RESOURCES BECAUSE OF THE LITTLE AMOUNT OF NRM FUNDING RELATIVE TO LARGE OVERALL FUNDING IN NRM GROUP III COUNTRIES. THUS THERE IS A NEED FOR MORE NATURAL RESOURCES FUNDING IN THESE COUNTRIES.

ACTION STEP 10: AFR/TR WILL NOT PROVIDE REGIONAL PROJECT SUPPORT IN OTHER AREAS, BUT WILL ASSIST MISSIONS TO USE BUY-IN MECHANISMS TO S&T PROJECTS AND OTHER CENTRAL ACTIVITIES.

ACTION STEP 7: THE AFRICA BUREAU WILL EXPAND ITS COLLABORATIVE WORK IN NATURAL RESOURCES WITH THE PVO COMMUNITY AS A MECHANISM TO UNDERTAKE NATURAL RESOURCE ACTIVITIES IN LOW NATURAL RESOURCES PRIORITY (NRM GROUP III) COUNTRIES. AFR/TR HAS PUT TOGETHER LESSONS FROM ONGOING WORK WITH PVOS, AND ORGANIZED A WORKSHOP WITH PVOS ON JANUARY 25TH TO EXPLORE POSSIBILITIES. THE NEXT STEP IS TO REACH AGREEMENT WITHIN THE BUREAU ON TARGET OF OPPORTUNITY FOR NATURAL RESOURCES IN SELECTED GROUP III COUNTRIES. MISSION INPUTS ON THIS WILL BE SOLICITED.

7. FYI. AN ENVIRONMENTAL WORKING GROUP, CHAIRED BY THE DAA/ST AND THE AGENCY ENVIRONMENTAL COORDINATOR, HAS PREPARED A DOCUMENT CALLED INITIATIVES ON THE ENVIRONMENT. THIS DOCUMENT PRESENTS SEVERAL MAJOR AREAS OF AGENCY ENVIRONMENTAL PROGRAMMING WHICH RESPOND TO CONGRESSIONAL CONCERNS OF THE FY 90 APPROPRIATIONS ACT

6. PRIORITY AREA 4: THE AFRICA BUREAU NEEDS TO BE RESPONSIVE TO BROAD ENVIRONMENT CONCERNS, BUT MAINTAIN A FOCUSED NRM PROGRAM.

SECTION 533, ENVIRONMENTAL CONCERNS. AFR/TR HAS PARTICIPATED IN THIS WORKING GROUP. FROM OUR PERSPECTIVE, THE BUREAU ACTION STEPS AS PRESENTED IN THIS CABLE ARE WITHIN, AND COMPLEMENT AND FOCUS, THE WIDER AGENCY INITIATIVES. FURTHER INFORMATION ON THE AGENCY INITIATIVES FOR THE ENVIRONMENT WILL BE SENT TO THE FIELD WHEN THIS DOCUMENT IS COMPLETED. END FYI.

DURING THE LAST FEW MONTHS AFR/TR HAS REVIEWED AND PRIORITIZED TEN TECHNICAL AREAS IN THE ENVIRONMENTAL SECTOR. THESE ARE:

8. THESE TEN ACTION STEPS, PLUS A NUMBER OF OTHER ACTIONS. WILL LEAD OVER THE NEXT YEAR TO A MORE FOCUSED STRATEGY FOR THE BUREAU IN NATURAL RESOURCES AND THE ENVIRONMENT. THE BUREAU WILL BE USING THESE ACTION STEPS AND THE RESULTS OF THE RECENTLY COMPLETE EVALUATION OF THE NRMS PROJECT TO DETERMINE WHAT AGGREGATE TRENDS AND ISSUES SEEM TO BE EMERGING FROM THE NATURAL RESOURCE ASSESSMENTS AND ACTION PLANS. WE HAVE ALSO ENLISTED THE HELP OF THE WORLD RESOURCES INSTITUTE IN AN ATTEMPT TO IDENTIFY COUNTRY-LEVEL INDICATORS OF CHANGE IN THE NATURAL RESOURCES AREA THAT MIGHT BE USED WITH USAID PROGRAM INDICATORS TO MEASURE PROGRESS ON THE DFA TARGETS AND BENCHMARKS. IN ADDITION, WE ARE INITIATING NATURAL RESOURCES POLICY ANALYSES THAT INCLUDE: WORK UNDER THE CENTRALLY-FUNDED AGRICULTURAL POLICY AND PLANNING PROJECT FOR AN ANALYSIS OF THE EFFECTS OF STRUCTURAL ADJUSTMENT REFORM ON NATURAL RESOURCES; AND ADDITIONAL STUDIES UNDER A NEW ST ENVIRONMENTAL POLICY PROJECT.

- 1. SOIL EROSION AND DECLINING FERTILITY;
- 2. LOSS OF VEGETATIVE COVER;
- 3. LOSS OF BIOLOGICAL DIVERSITY;
- 4. POOR PEST AND PESTICIDE MANAGEMENT;
- 5. INADEQUATE AFRICAN INSTITUTIONS;
- 6. INSUFFICIENT ENVIRONMENTAL MONITORING.
- 7. SURFACE AND GROUNDWATER DEGRADATION;
- 8. HAZARDOUS AND TOXIC WASTES;
- 9. FAILURE TO MANGE COASTAL RESOURCES; AND,
- 10. DEGRADED URBAN ENVIRONMENT.

THE FIRST THREE AREAS ARE WITHIN THE PNRM AND ARE

SUPPORTED BY THE NRMS PROJECT. THE FOURTH PRIORITY AREA IS SUPPORTED BY THE AFRICAN EMERGENCY LOCUST/GRASSHOPPER ASSISTANCE PROJECT (AELGA). THE FIFTH AREA CAN BE PARTIALLY SUPPORTED WITH ASSISTANCE IN THE FIRST FOUR PRIORITY AREAS AND THROUGH POLICY REFORM AND LOCAL REVENUES FROM NON-PROJECT ASSISTANCE. THE REMAINING PRIORITY TECHNICAL AREAS DO NOT REQUIRE SUPPORT FROM A REGIONAL BUREAU PROJECT. TECHNICAL SUPPORT TO AFRICAN MISSIONS CAN BE PROVIDED THROUGH BUY-IN ARRANGEMENTS WITH S&T PROJECTS/COOPERATIVE AGREEMENTS COVERING THESE AREAS. URBAN ENVIRONMENTAL ISSUES ARE ALSO SUPPORTED TO SOME EXTENT BY PRE/N AND RHUOO ACTIVITIES.

9. FURTHER REFINING AND FOCUSING THE BUREAU NATURAL RESOURCES PROGRAM NEEDS TO BE A STRONGLY INTERACTIVE PROCESS. THE SEPARATE COMMUNICATION REFERENCED ABOVE ON SPECIFIC ACTION STEPS, WILL BE PROPOSING WAYS TO INCREASE THIS INTERACTION ON PARTICULAR ITEMS. IN ADDITION, AFR/TR EXPECTS THAT THE NRM WORKSHOP, WHICH IS SCHEDULED FOR APRIL 30 - MAY 4 IN LOME, WILL ALSO PROVIDE AN OPPORTUNITY FOR BROAD FIELD INPUT ON THE BUREAU NATURAL RESOURCES STRATEGY AND ITS IMPLEMENTATION.
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ACTION STEP 8: THE AFRICA BUREAU'S PRIMARY ENVIRONMENTAL PROGRAM WILL REMAIN IN THE THREE TECHNICAL AREAS IDENTIFIED IN THE PNRM. THE NRMS PROJECT WILL BE CONTINUED AS A REGIONAL SUPPORT MECHANISM FOR THE IMPLEMENTATION OF THE PLAN. AFR/TR WILL PREPARE A CONCEPT PAPER ON THE MODIFICATION OF THE NRMS PROJECT AFTER RECEIVING THE RESULTS OF THE ONGOING PROJECT EVALUATION. THIS WILL BE TIED IN WITH A BROADER

Plan for Supporting Natural Resources Management in Sub-Saharan Africa

Original Purposes	Implementation of Plan	Measure of Progress	Action Steps
<p>1. Guide future investments within the DFA.</p> <p>2. Address Congressional concerns.</p> <ul style="list-style-type: none"> - Tropical Forests (Sec. 118) - Biological Diversity (Sec. 119) <p>3. Themes for A.I.D. assistance.</p> <ul style="list-style-type: none"> - Integration with policy dialogue and agricultural development. - African institutional capacity. - Farmer-oriented approaches. - Long-term frame of reference. - Using U.S. experience and expertise. - Involving PVOs and NGOs. - Host Country collaboration. - Donor coordination. <p>4. Address causes of environmental degradation.</p> <ul style="list-style-type: none"> - Population growth. - Economic stagnation & poverty. - Declining ag. productivity. <p>5. Establish balanced overall program.</p>	<p>1. Priority technical areas:</p> <ul style="list-style-type: none"> - Loss of vegetation - Soil erosion/loss of soil fertility - Biological diversity <p>2. Agro-Ecological Sub-Regions:</p> <ul style="list-style-type: none"> - Arid-Semi-Arid Tropics - Tropical Highlands <p>3. Country Priorities:</p> <ul style="list-style-type: none"> - Group I: Focused NR program. - Group II: Limited to 1 or 2 technical priority areas. - Group III: NRM integration in existing program. <p>4. Country/Regional Assessments</p> <p>5. Mission Program Budget and Staff</p> <p>6. Regional Projects</p> <p>7. Evaluation, Monitoring and Reporting</p>	<p>1. Mission Programming</p> <ul style="list-style-type: none"> - Project experience. - CDSS/Action Plan integration of priority technical areas - Mission assistance themes. <p>2. Congressional Concerns</p> <ul style="list-style-type: none"> - DFA 10% earmark for NR. - African Elephants - Global Warming <p>3. Relations with Others</p> <ul style="list-style-type: none"> - PVOs - World Bank: EAP - FAO: TFAP - CILSS <p>4. Mission Inputs</p> <ul style="list-style-type: none"> - Budgets - Staff 	<p><u>Priority Area 1:</u> Make the current approach more effective</p> <ol style="list-style-type: none"> 1. Concentrate AFR/TR program assistance to Missions. 2. Test and use NR Indicators. 3. Provide NR policy analytical support. 4. Review and modify NRM Groups <p><u>Priority Area 2:</u> Global Climate Change</p> <ol style="list-style-type: none"> 5. Start GCC Program within PNRM 6. Improve environ. monitoring through remote sensing & GIS. <p><u>Priority Area 3:</u> Work with Group III Countries</p> <ol style="list-style-type: none"> 7. Expand PVO collaboration. <p><u>Priority Area 4:</u> NR and the Environment</p> <ol style="list-style-type: none"> 8. Retain 3 priority technical areas 9. Include Pest/Pesticide Mgt. as a priority technical area. 10. NRMS & AELGA as regional support projects

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SUBJECT: AFRICA SUB-SAHARAN REGIONAL WORKSHOP ON NATURAL
RESOURCES MANAGEMENT, LOME, TOGO, APRIL 29 TO MAY 4

REF: (A) STATE 28092 (B) STATE 78097



1. THE SUB-SAHARAN REGIONAL NATURAL RESOURCES MANAGEMENT WORKSHOP WAS HELD IN LOME, TOGO FROM APRIL 29 TO MAY 4, 1990. THIS WORKSHOP BROUGHT TOGETHER AID EMPLOYEES, TECHNICAL SPECIALISTS, CONTRACTORS, AND PVO REPRESENTATIVES TO REVIEW AID'S EXPERIENCE IN IMPLEMENTING THE AFRICA BUREAU'S PLAN FOR SUPPORTING NATURAL RESOURCES MANAGEMENT IN SUB-SAHARAN AFRICA (PNRM) AND THE NATURAL RESOURCES MANAGEMENT SUPPORT (NRMS) PROJECT (690-0467). THE WORKSHOP INCLUDED 47 PARTICIPANTS, INCLUDING 29 FROM THE FIELD (REPRESENTING 14 AFRICAN COUNTRIES). OF THE PARTICIPANTS, 10 WERE AID EMPLOYEES. AMBASSADOR RUSH TAYLOR JR. OPENED THE WORKSHOP WITH A NOTEWORTHY SPEECH UNDERSCORING THE IMPORTANCE AND URGENCY OF THE WORK NEEDED TO CONSERVE AFRICA'S NATURAL RESOURCE BASE. THIS WAS FOLLOWED BY SOME PERTINENT REMARKS BY THE TOGO AID/REP, MARK VENTLING, ON THE NEED TO IDENTIFY THE MOST CRITICAL ISSUES AND TO WORK ON THEM. THE WORKSHOP MADE RECOMMENDATIONS ON: (1) THE APPROPRIATENESS OF PNRM; (2)

THE NEED TO CONTINUE NRMS PROJECT ACTIVITIES; (3) SELECTED TECHNICAL ISSUES; (4) IMPLEMENTATION ISSUES; AND, (5) POLICY ISSUES. THE RECOMMENDATIONS ARE PRESENTED IN THIS CABLE.

2. THE PNRM. BASED ON FIELD EXPERIENCE, THE WORKSHOP PARTICIPANTS CONCLUDED THAT THE OVERALL FOCUS OF THE AFRICA BUREAU'S PLAN FOR SUPPORTING NATURAL RESOURCES MANAGEMENT IS SOUND.

A. THERE WAS A GENERAL AGREEMENT ON THE CONTINUING VALIDITY OF THE PRIORITY TECHNICAL AREAS OF THE PNRM, WHICH ARE TO (1) REDUCE THE LOSS OF VEGETATION, (2) DECREASE SOIL EROSION AND THE LOSS OF SOIL FERTILITY, AND (3) PROTECT BIOLOGICAL DIVERSITY.

B. IT WAS FELT, HOWEVER, THAT THE FOCUS OF THE PNRM SHOULD NOT REMAIN LIMITED TO SPECIFIC AGRO-ECOLOGICAL SUB-REGIONS (CURRENTLY, THE ARID AND SEMI-ARID TROPICS, THE TROPICAL HIGHLANDS, AND MADAGASCAR.) IN PARTICULAR, THE PNRM SHOULD ALSO BEGIN TO INCLUDE NATURAL RESOURCE ISSUES

C. IT WAS ALSO FELT THAT THE PORTION OF COUNTRY EFFORTS UNDER THE NATURAL RESOURCES MANAGEMENT PLAN SHOULD NOT BE EXCLUSIVE AS BILATERAL PROGRAMS INITIATED WITH NRMS ASSISTANCE BEGIN TO SHOULDER PRIMARY RESPONSIBILITY FOR NATURAL RESOURCE MANAGEMENT EFFORTS IN THE CURRENT NRMS GROUP COUNTRIES (E.G. RWANDA, BURUNDI, MADAGASCAR, AND GAMBIA). ASSISTANCE CAN BE DIRECTED INCREASINGLY TO NRMS GROUP II AND GROUP III COUNTRIES, PARTICULARLY WHERE THERE IS A COMMITMENT ON THE PART OF USAID MISSIONS TO ADDRESS NATURAL RESOURCE ISSUES. A BROADER GEOGRAPHIC FOCUS WILL BE NECESSARY IF THE AFRICA BUREAU IS TO MEET CONGRESSIONAL REQUIREMENTS IN COMING YEARS (INCLUDING THE 10 PERCENT EARMARK FOR NATURAL RESOURCES UNDER THE DEVELOPMENT FUND FOR AFRICA). TO THIS END, THE WORKSHOP ENDORSED A PROPOSAL TO USE MORE INCLUSIVE OF A COUNTRY PROGRAM CATEGORIES PRIORITIES FOR NATURAL RESOURCES MANAGEMENT PROGRAMMING.

3. THE NRMS PROJECT. THE WORKSHOP PARTICIPANTS FELT THAT THE NATURAL RESOURCES MANAGEMENT SUPPORT (NRMS) PROJECT HAS BEEN SUCCESSFUL AT PROMOTING NATURAL RESOURCES MANAGEMENT IN AFRICA.

A. GIVEN THE IMPORTANCE OF NATURAL RESOURCE ISSUES, THE WORKSHOP RECOMMENDED THAT NRMS ACTIVITIES BE CONTINUED. FOR THIS, IT WAS SUGGESTED THAT THE AFRICA BUREAU AMEND

THE CURRENT PROJECT TO EXTEND ITS LOP AT LEAST FIVE YEARS (PREFERABLY MORE) AND SIGNIFICANTLY INCREASE ITS LEVEL OF FUNDING. IT WAS NOTED THAT THE RECENT MID-TERM EVALUATION OF NRMS ALSO RECOMMENDED THAT NRMS BE EXTENDED.

B. IN REDESIGNING NRMS, AFR/TR SHOULD TAKE INTO ACCOUNT THE FAVORABLE RESPONSE OF USAID MISSIONS TO TECHNICAL ASSISTANCE SERVICES PROVIDED BY THE PROJECT. THIS ASSISTANCE HAS CLEARLY SERVED AS A CATALYST FOR THOSE USAID MISSIONS AS THEY DEVELOP THEIR BILATERAL NATURAL RESOURCE PROGRAMS. FURTHER, ANY INSTITUTIONAL CONTRACT TO PROVIDE THESE SERVICES MUST INCLUDE FLEXIBLE RESPONSE MECHANISMS (IN PARTICULAR MISSION BUY-IN CAPABILITIES) TO ENSURE THAT THE ASSISTANCE CAN BE OBTAINED ON A TIMELY BASIS. THE PVO GRANTS SUPPORTED BY NRMS HAVE ALSO BEEN WELL RECEIVED BY USAID MISSIONS, AND HAVE SERVED AN IMPORTANT ROLE IN MEETING KEY NEEDS.

C. THE DURATION OF ANY INSTITUTIONAL CONTRACT UNDER A NRMS FOLLOW-ON OR REDESIGN SHOULD BE LONG ENOUGH TO PERMIT THE CONTRACTOR TO PROVIDE RECURRENT ASSISTANCE WHEN REQUIRED AND TO FOLLOW-UP AND EVALUATE THE EFFECTIVENESS OF THAT ASSISTANCE. THIS WAS NOT POSSIBLE IN THE CURRENT TWO-YEAR INSTITUTIONAL CONTRACT. THE OTHER TA MECHANISMS, E.G. RSSA, FORESTRY SUPPORT PROGRAM, AND BUY-INS TO OTHER S AND T PROJECTS, HAVE FORTUNATELY ENABLED RECURRENT ASSISTANCE IN SOME COUNTRIES.

D. AN EXTENSION OF NRMS SHOULD SUPPORT SHORT-TERM, THIRD COUNTRY, AND IN-COUNTRY TRAINING IN NATURAL RESOURCES MANAGEMENT. WHILE PRIMARY RESPONSIBILITY FOR MS-LEVEL TRAINING SHOULD REST WITH MISSIONS, NRMS COULD PROVIDE PARTIAL FUNDING FOR SUCH TRAINING TO LEVERAGE MISSION SUPPORT, AS WELL AS ASSIST MISSIONS IN IDENTIFYING SOURCE OF TRAINING. SUPPORT FOR REGIONAL WORKSHOPS, SEMINARS, AND OTHER MEANS OF INFORMATION SHARING WERE ALSO RECOMMENDED BY WORKSHOP PARTICIPANTS, WITH PARTICULAR EMPHASIS GIVEN TO GREATER EAST-WEST INFORMATION SHARING WITHIN AFRICA. IT WAS ALSO FELT THAT NRMS COULD PLAY A ROLE IN STRENGTHENING THE CAPACITY OF AFRICAN EDUCATIONAL INSTITUTIONS IN NATURAL RESOURCES MANAGEMENT.

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E. NRMS SHOULD ALSO SUPPORT THE EXCHANGE OF INFORMATION ON NATURAL RESOURCES MANAGEMENT THROUGH CONFERENCES, NEWSLETTERS, AND SIMILAR ACTIVITIES. SUCH INFORMATION EXCHANGE WOULD BENEFIT NOT ONLY AID STAFF AND CONTRACT PERSONNEL, BUT ALSO HOST GOVERNMENT TECHNICIANS, POLICY MAKERS AND RESOURCE USERS.

4. GIVEN THE SERIOUSNESS OF THE NATURAL RESOURCE MANAGEMENT PROBLEMS FACING AFRICA, A.I.D. WILL HAVE TO INCREASE ITS OWN INSTITUTIONAL CAPACITY TO DEAL WITH THE ISSUES INVOLVED. THIS WILL ENTAIL THE RECRUITMENT OF STAFF TRAINED IN NATURAL RESOURCES, IN-SERVICE TRAINING FOR EXISTING STAFF, PARTICULARLY FSN STAFF, AND GREATER PROGRAMMING CONTINUITY. THE U.S. CONGRESS HAS ENCOURAGED A.I.D. TO MOVE IN THIS DIRECTION BY PROVIDING PROGRAM FUNDING FLEXIBILITY IN THE FY 1990 APPROPRIATIONS ACT.

5. RECOMMENDATIONS: TECHNICAL

A. CAPITALIZE ON LOCALIZED FIELD EXPERIENCES.

THERE EXISTS A RICH KNOWLEDGE OF EXISTING NATURAL RESOURCE MANAGEMENT ACTIVITIES ACROSS AFRICA. NRMS SHOULD CONTINUE TO SUPPORT STEPS NECESSARY TO CAPTURE THAT KNOWLEDGE WITHIN A USEFUL FRAMEWORK, TO SERVE FARMERS AND DEVELOPMENT AGENCIES SEEKING TO ESTABLISH THE CONDITIONS WHICH FOSTER THE EVOLUTION OF THOSE MANAGEMENT STRATEGIES. THESE STEPS ARE: 1) ESTABLISHING A CONSISTENT AND THOROUGH ANALYTIC FRAMEWORK TO IDENTIFY CONDITIONS PRECEDENT TO THE ADOPTION OF NRH PRACTICES; 2) INSTITUTIONALIZING DIALOGUE BETWEEN DEVELOPMENT AGENCIES AND RURAL PEOPLES; AND, 3) EXPANDING OPPORTUNITIES FOR FARMER-TO-FARMER COMMUNICATION. THIS TYPE OF PROGRAM OFTEN REQUIRES A COMBINATION OF APPROACHES (I.E. PROJECT AND NON-PROJECT ASSISTANCE) TO ADDRESS SIMULTANEOUS NEEDS FOR POLICY, TECHNICAL, INSTITUTIONAL, AND SOCIAL CHANGE.

B. ECONOMIC AND NON-ECONOMIC CRITERIA.

ECONOMIC EFFICIENCY RULES SHOULD NOT BE SUSPENDED OR RELAXED FOR NRH PROJECTS. NRH PROJECTS MUST AND SHOULD COMPETE WITH ALTERNATIVE INVESTMENT OPPORTUNITIES WITHOUT HAVING TO BE QUOTE. SUBSIDIZED UNQUOTE. OR OTHERWISE RECEIVE SPECIAL TREATMENT TO MAKE THEM MORE ATTRACTIVE. THE QUALITY OF ECONOMIC ANALYSIS, HOWEVER, NEEDS TO BE IMPROVED. TOO OFTEN, SIMPLISTIC BENEFIT-COST CALCULATIONS THAT FAIL TO CAPTURE THE HETEROGENEITY OF THIS SITUATION HAVE BEEN USED TO DECIDE THE MERITS OF POTENTIAL PROJECTS OR PROGRAMS. EVEN HIGH QUALITY ECONOMIC ANALYSIS, HOWEVER, CANNOT ADDRESS MANY COMPONENTS OR CHARACTERISTICS OF NRH PROJECTS WHICH, ALTHOUGH POSITIVE, ARE ECONOMICALLY NON-QUANTIFIABLE. DECISIONS ON THE FUNDING OF SUCH PROJECTS SHOULD NOT THEREFORE BE MADE ON ECONOMIC CRITERIA ALONE.

AID SHOULD PLACE PARTICULAR EMPHASIS ON RECRUITING NATURAL

RESOURCES ECONOMISTS AND IN PROVIDING IN-SERVICE TRAINING TO ITS STAFF IN THIS AREA. EFFORTS CURRENTLY UNDERWAY TO DEVELOP APPROPRIATE NON-QUANTIFIABLE CRITERIA AND GUIDELINES FOR ECONOMIC ANALYSIS OF NATURAL RESOURCE ACTIVITIES SHOULD BE CONTINUED AND EXPANDED.

C. BIODIVERSITY AND DEVELOPMENT INTEGRATION.

THE WORKING GROUP EMPHASIZED THE IMPORTANCE OF TREATING BIODIVERSITY WITHIN THE FRAMEWORK OF OVERALL DEVELOPMENT. THIS RECOGNIZES THAT BASIC HUMAN NEEDS ARE AT THE HEART OF ECOSYSTEM VIABILITY, AND THAT SUSTAINABLE DEVELOPMENT IS

CRUCIAL TO CONSERVATION OF BIODIVERSITY VALUE

D. RANGE AND LIVESTOCK MANAGEMENT

RANGE AND LIVESTOCK MANAGEMENT REMAIN CRUCIAL COMPONENTS OF SUSTAINED AGRICULTURAL SYSTEMS IN AFRICA, PARTICULARLY IN SEMI-ARID ECOSYSTEMS. THE MAJORITY OF AID-FUNDED RANGE MANAGEMENT PROJECTS IN THE PAST WERE CARRIED OUT IN WHAT ARE CONSIDERED PASTORAL ZONES (I.E. AREAS RECEIVING LESS THAN 300 MM OF ANNUAL RAINFALL). THESE PROJECTS WERE LARGELY UNSUCCESSFUL FOR A NUMBER OF REASONS, AND, AS A RESULT, AID HAS BEEN RELUCTANT TO FUND ADDITIONAL RANGE MANAGEMENT PROJECTS. NEVERTHELESS, AID CANNOT IGNORE THE IMPORTANCE OF LIVESTOCK, PARTICULARLY IN HIGHER RAINFALL SEMI-ARID ECOSYSTEMS, WHERE CONFLICT BETWEEN LOCAL FARMERS AND HERDSMEN IS INCREASING. AID MUST ADDRESS QUESTIONS OF RANGE AND LIVESTOCK MANAGEMENT WITHIN THE CONTEXT OF NATURAL RESOURCE MANAGEMENT.

E. WILDLIFE MANAGEMENT.

WHERE THE OPPORTUNITY EXISTS, THE MANAGEMENT OF WILDLIFE FOR CONSUMPTIVE AND NON-CONSUMPTIVE USES SHOULD BE CONSIDERED AS A COMPONENT OF NRH PLANS. EFFORTS SHOULD BE MADE TO LINK WILDLIFE MANAGEMENT WITH LOCAL COMMUNITIES WHERE THEY COEXIST.

F. SOIL AND WATER MANAGEMENT

SOIL AND WATER CONSERVATION AND MANAGEMENT NEEDS TO BE EXAMINED AT FOUR LEVELS: THE FIELD, THE FARM, THE VILLAGE/COMMUNITY AND THE WATERSHED. STRATEGIES AND ACTIONS APPROPRIATE AT ONE LEVEL MAY NOT BE APPROPRIATE AT ANOTHER. FOR EXAMPLE, RETURNS TO INVESTMENT (INCREASED CROP YIELDS) MAY BE SUFFICIENT TO ENCOURAGE ADOPTION OF TECHNOLOGIES SUCH AS CONTOUR DIKES AND DEBRIS STRIPS AT

THE FIELD AND FARM LEVELS, AS EVIDENCED IN BURKINA FASO AND MALI. AT THE COMMUNITY AND WATERSHED LEVELS, HOWEVER, SUCH ACTIVITIES MAY HAVE TO BE SUBSIDIZED OR EVEN CONSIDERED AS PUBLIC WORKS PROJECTS. NEVERTHELESS, AID EXPERIENCE IN WORKING AT THE WATERSHED LEVEL IN AFRICA IS LIMITED. NRMS SHOULD, THEREFORE, REVIEW THE EXPERIENCE IN AFRICA IN SOIL AND WATER MANAGEMENT AT THE WATERSHED LEVEL, WITH PARTICULAR EMPHASIS ON THE COST EFFECTIVENESS QUESTIONS.

G. NATURAL FOREST MANAGEMENT.

AID SHOULD INCREASE ITS SUPPORT FOR NATURAL FOREST MANAGEMENT, ESPECIALLY IN VIEW OF BIODIVERSITY AND GLOBAL CLIMATE CHANGE CONCERNS. NATURAL FOREST MANAGEMENT MUST BE BASED ON SOUND DATA, BUT LOW RISK INVESTMENTS SHOULD NOT WAIT FOR ELABORATE, COSTLY, OR TIME CONSUMING DATA ANALYSIS. OF PARTICULAR CONCERN SHOULD BE A STUDY OF THE ECONOMIC AND FINANCIAL FEASIBILITY OF INVESTMENTS IN NATURAL FOREST MANAGEMENT.

AN IMPRESSIVE EXPERIENCE WITH NATURAL FOREST MANAGEMENT HAS BEEN ACCUMULATED IN THE SAHEL, AND AID SHOULD CONTINUE TO PLAY A LEADERSHIP ROLE IN THIS AREA IN SAHELIAN COUNTRIES. IN EAST AND CENTRAL AFRICA, ON THE OTHER HAND, NATURAL FOREST MANAGEMENT IS STILL IN A RESEARCH STAGE. HERE, AID SHOULD SUPPORT: (1) DONOR COLLABORATION; (2) PREPARATION OF INVENTORIES OF NATURAL FOREST PRODUCTS AND USES; (3) EXCHANGES OF KNOWLEDGE AND EXPERIENCE WITH OTHER REGIONS OF AFRICA; AND (4) TRAINING AND TECHNICAL ASSISTANCE FOR THE DEVELOPMENT AND IMPLEMENTATION OF MANAGEMENT PLANS.

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Annex 4(b)
OUTGOING
TELEGRAM

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H BUFFER ZONE MANAGEMENT.

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BUFFER ZONE MANAGEMENT IS AN INTEGRATED APPROACH BEING TESTED IN THE MANAGEMENT OF AREAS OF IMPORTANCE FOR BIODIVERSITY. BUFFER ZONES MAY BE DELIMITED AREAS IN WHICH HUMAN HABITATION AND USE IS RESTRICTED OR CONDITIONALLY ENCOURAGED.

BUFFER ZONE MANAGEMENT MAY INVOLVE: (1) SUPPORT FOR THE USE OF RESOURCES IN THE BUFFER ZONES BY LOCAL POPULATIONS; (2) RESTRICTING ACCESS OR USE; AND (3) THE PROVISION OF ALTERNATIVE INCOME-GENERATING ACTIVITIES FOR RESOURCE USERS AS A COMPLEMENT TO RESTRICTED RESOURCE USE IN THE ZONE. WHEN IN ASSOCIATION WITH NATURAL FORESTS, BUFFER ZONES SHOULD BE ADDRESSED AS PART OF THE OVERALL FOREST MANAGEMENT PLAN. FURTHER WORK IS NEEDED TO DETERMINE THE

EFFECTIVENESS OF BUFFER ZONES, HOWEVER DEFINED, IN PROTECTING BIODIVERSITY-RICH AREAS, AS WELL AS OF ALTERNATIVE BUFFER ZONE MANAGEMENT APPROACHES.

I. LOW IMPACT TOURISM.

LOW IMPACT TOURISM, AS A STRATEGY FOR IMPROVING NATURAL RESOURCE MANAGEMENT, WAS DISCUSSED BY WORKSHOP PARTICIPANTS. WHILE LOW IMPACT TOURISM HOLDS PROMISE AS A MECHANISM FOR ATTRACTING OUTSIDE RESOURCES FOR THE SUPPORT OF NATURAL RESOURCES MANAGEMENT, AT LEAST IN SELECTED HIGH POTENTIAL AREAS, VARIOUS MODELS ARE STILL BEING DEVELOPED AND TESTED. A REVIEW OF THE MODELS TO DETERMINE HOW BEST TO PROCEED IS NECESSARY.

J. NRM MONITORING.

IT WAS NOTED THAT WE NEED BETTER AND MORE RELIABLE INDICATORS TO BETTER MONITOR PROGRESS IN SUPPORTING BETTER MANAGEMENT OF NATURAL RESOURCES. IN VIEW OF THE DFA REPORTING REQUIREMENTS, DEVELOPMENT OF INDICATORS TAKES ON INCREASING IMPORTANCE. PARTICIPANTS NOTED THE SET OF BIOPHYSICAL INDICATORS PRODUCED BY PPC AND THE INITIAL GUIDANCE ON NRM INDICATORS PROVIDED BY AFR/TR. AFR/TR AND NRMS II SHOULD PROVIDE FURTHER ASSISTANCE TO USAID MISSIONS AND IMPLEMENTING INSTITUTIONS IN APPLYING THESE TO NATIONAL AND LOCAL CONDITIONS WITHIN THE COUNTRY PROGRAM FRAMEWORK.

6. RECOMMENDATIONS: IMPLEMENTATION MODALITIES.

A. INNOVATIVE PAIRING.

IN IMPLEMENTING NATURAL RESOURCES MANAGEMENT PROJECTS, COLLABORATION SHOULD BE ENCOURAGED AMONG A WIDE VARIETY OF INSTITUTIONS (E.G. CONSULTING FIRMS, U.S. PVO'S, AFRICAN NGOS, U.S. AND AFRICAN UNIVERSITIES, AND AFRICAN-BASED MULTILATERAL DEVELOPMENT AGENCIES AND BANKS). CARE SHOULD BE TAKEN THAT THIS IS DONE IN A COST-EFFECTIVE MANNER, SINCE NEW INSTITUTION-BUILDING COULD BE QUITE COSTLY. NONETHELESS, AS MORE AFRICAN INSTITUTIONS BECOME INCREASINGLY ACTIVE IN DEVELOPMENT, INNOVATIVE COMBINATIONS OF DIFFERENT INSTITUTIONS AND CONSORTIA OF EXPERTISE ARE NEEDED TO ADDRESS THE SCOPE AND MAGNITUDE OF NRM PROBLEMS THROUGHOUT AFRICA.

B. THE ROLE OF PVO'S/NGOS.

U.S. PVO'S, AND AFRICAN AND INTERNATIONAL NGOS, HAVE OFTEN PROVEN TO BE SUCCESSFUL AT IMPLEMENTING NATURAL RESOURCES MANAGEMENT PROJECTS. PART OF THEIR SUCCESS IS ATTRIBUTABLE TO THEIR ABILITY TO EFFECTIVELY REACH GRASS

ROOTS ORGANIZATIONS AND FARMERS. PVO'S AND NGOS SHOULD ENCOURAGE THE CONTINUED PARTICIPATION OF PVO'S AND NGOS IN NRM PROJECTS AT THE GRASS ROOTS LEVEL. OF PARTICULAR INTEREST WOULD BE PROMOTION OF LINKAGES BETWEEN U.S. PVO'S AND AFRICAN NGOS.

AID/W REGULATIONS GOVERNING LOCAL NGO REGISTRATION AND ACCESS TO COUNTERPART FUNDS MAY DAMPEN THE ABILITY OF THESE GROUPS TO PARTICIPATE IN NRM ACTIVITIES WITH AID FUNDING. AID/W SHOULD CONSIDER STREAMLINING THE REGISTRATION PROCESS, OR AT LEAST REVIEW THE MECHANISMS DEVELOPED BY PVO UMBRELLA PROJECTS AND INDIVIDUAL MISSIONS TO PROMOTE THE USE OF LOCAL NGOS.

ON A SEPARATE NOTE, PVO'S AND NGOS WITH FOCUSED CONSERVATION AND BIODIVERSITY MANDATES ARE INCREASINGLY TURNING TO DEVELOPMENT APPROACHES TO INCREASE THEIR BIODIVERSITY PROGRAM EFFECTIVENESS. WHILE THIS IS COMMENDABLE, AID SHOULD ALSO ASSIST PVO'S/NGOS WITH BROADER DEVELOPMENT MANDATES TO INTEGRATE BIODIVERSITY AND NRM CONCERNS INTO THEIR PROGRAMMING WHERE APPROPRIATE. NRMS II SHOULD CONSIDER TRAINING OR OTHER APPROPRIATE ASSISTANCE TO ACHIEVE THIS.

AID SHOULD, HOWEVER, BE CAREFUL TO RECOGNIZE THAT EACH SITUATION DEMANDS A PARTICULAR SKILL MIX FOR IMPLEMENTATION OF NRM ACTIVITIES. AT TIMES, PVO'S/NGOS WILL BE THE MOST APPROPRIATE IMPLEMENTING MECHANISM. AT OTHER TIMES, UNIVERSITIES AND CONTRACTORS COULD BE MORE EFFECTIVE.

C. VILLAGE ASSOCIATIONS.

AS A SUBCATEGORY OF NGOS, VILLAGE ASSOCIATIONS ARE BEGINNING TO PLAY AN INCREASINGLY IMPORTANT ROLE IN NRM AND SUSTAINABLE FARMING SYSTEMS, AND SHOULD BE TAKEN INTO ACCOUNT IN FUTURE AID PROGRAMMING. SPECIFICALLY, CONTRACTS BETWEEN VILLAGE ASSOCIATIONS AND LOCAL GOVERNMENTS SHOULD BE ENCOURAGED WHERE APPROPRIATE, WHEREBY VILLAGE ASSOCIATIONS ARE GIVEN THE RESPONSIBILITY FOR MANAGING LOCAL NATURAL RESOURCES IN A STRUCTURE OF MODIFIED TENURE CODES.

D. DONOR COORDINATION.

THE PNRM INCLUDES DONOR COORDINATION AS A KEY ELEMENT

WITH SOME IMPORTANT EXCEPTIONS, AID/W AND GROUP I AND II MISSIONS HAVE GENERALLY NOT TAKEN LEADERSHIP IN DONOR COORDINATION.

IN ASSOCIATION WITH THE TROPICAL FORESTRY ACTION PLAN (TFAP) COUNTRY ACTION PLANS, THE WORLD BANK ENVIRONMENTAL ACTION PLANS, AND CLUB DU SAHEL/CILSS APRES SEGOU WORKSHOP, AID/W AND AID MISSIONS SHOULD TAKE GREATER PROACTIVE LEADERSHIP IN DONOR COORDINATION. IN-COUNTRY DONOR PROGRAM COORDINATION SHOULD BE ENCOURAGED. A PREFERRED METHOD FOR THIS WOULD BE HOST GOVERNMENT CONVENING OF DONORS.

7. RECOMMENDATIONS: POLICY

A. NON-PROJECT ASSISTANCE/STRUCTURAL ADJUSTMENT

WITH RESPECT TO NATURAL RESOURCES MANAGEMENT, NPA CAN BE A USEFUL TOOL BUT CAUTION IS NEEDED. IN CONTRAST TO PROJECTS, IT PROVIDES A BROADER CONTEXT TO DEAL WITH POLICY AND PROGRAM ISSUES THAT IMPACT ON MANAGEMENT OF NATURAL RESOURCES. HOWEVER, WORKSHOP PARTICIPANTS NOTED THAT NPA IS OFTEN MORE MANAGEMENT INTENSIVE (NOT LESS) AND

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IT SHOULD NOT BE USED AS A STARTING POINT--PROGRAMMING UNDER NPA SHOULD BUILD UPON A SOLID EXPERIENCE FROM PROJECTS. TECHNICAL ASSISTANCE AND PROJECT-LIKE SUPPORT SHOULD CONTINUE TO BE A MAJOR PART OF NPA.

SUCH INCENTIVES FROM ONE DONOR CANNOT UNDERMINE THE EFFORTS OF OTHER DONORS WHO MAY HAVE SUCCEEDED IN EXTENDING THE SAME NRM INTERVENTIONS WITHOUT RELYING ON DIRECT INCENTIVES TO ATTRACT PARTICIPATION. DIRECT FINANCIAL INCENTIVES (INCLUDING FOOD AID) MAY BE

IMPACTS ON NATURAL RESOURCES FROM PROGRAM APPROACHES, LIKE STRUCTURAL ADJUSTMENTS, SHOULD BE MONITORED. ONE SUGGESTED WAY IS TO UNDERTAKE CASE STUDIES TO BETTER UNDERSTAND LINKAGES BETWEEN STRUCTURAL ADJUSTMENT AND ADOPTION OF PRACTICES THAT ARE EITHER HELPFUL OR HARMFUL TO THE NATURAL RESOURCES BASE.

APPROPRIATE AS TEMPORARY MEASURES -- TO MAKE UP FOR HARDSHIPS CAUSED BY THE INTERVENTIONS (FOR EXAMPLE, LESS LAND TO CULTIVATE AS A RESULT OF PLANTING TREES IN A FARMER'S FIELD) UNTIL THE INTERVENTIONS BEGIN TO PAY OFF, ETC.

ANOTHER PRIORITY TO CONSIDER WOULD BE REGIONAL NPA. FOR EXAMPLE, THE USAID/LOME MISSION, HAS PROPOSED AN INTERESTING REGIONAL ENVIRONMENTAL ASSISTANCE PROJECT (REAP), WHICH MIGHT WORK WITH THE AFRICAN DEVELOPMENT BANK AND OTHER DONORS TO REFORM BASIC ENVIRONMENTAL AND NATURAL RESOURCE POLICIES AT THE REGIONAL AND BILATERAL LEVELS.

INDIRECT INCENTIVES, INCLUDING CHANGES IN THE MACROECONOMIC, POLICY, INSTITUTIONAL, REGULATORY AND LEGISLATIVE ENVIRONMENT, CAN BE AN EFFECTIVE AND FAR-REACHING FORM OF INCENTIVES. THESE INCENTIVES CAN BE DIRECTED AT THE NATIONAL, LOCAL, AND FARMER LEVELS. WHILE HIGHLY POWERFUL IN PRINCIPLE, AID/W NEEDS TO REVIEW THE COMPLEXITY AND IMPACT OF THESE INTERVENTIONS SINCE THEIR EFFECTIVENESS AND UNINTENDED IMPACTS ARE NOT NECESSARILY CLEAR CUT.

B. SALARY SUPPLEMENTS.

AID POLICY PLACES STRICT LIMITS ON THE PROVISION OF SALARY SUPPLEMENTS TO HOST GOVERNMENT PERSONNEL. NEVERTHELESS, MANY OTHER BILATERAL AND MULTILATERAL DONORS ROUTINELY PROVIDE SALARY SUPPLEMENTS, IN ORDER TO ATTRACT THE BEST

E. PROCESS VS. PRODUCT:

TWO-YEAR TIMEFRAMES FOR NRM PROJECTS IS A CONTRADICTION TO NRM AS WELL AS TO DFA OBJECTIVES. AID SUPPORT TO NRM IN AFRICA IS A PROCESS THAT REQUIRES CLOSE AND LONG-TERM COLLABORATION BETWEEN WASHINGTON, THE FIELD, OTHER DONORS, AND HOST COUNTRIES. IT ALSO IS A PROCESS WHICH REQUIRES TIME TO ROOT AT THE FARM-FIELD LEVEL.

AVAILABLE STAFF TO THEIR PROJECTS. BY FAILING TO FOLLOW SUIT, AID NATURALLY PLACES ITS PROJECTS AT A DISADVANTAGE. USAID MISSIONS SHOULD, THEREFORE, PROPOSE A CONFERENCE OF DONORS AIMED AT ESTABLISHING BROAD POLICY GUIDANCE CONCERNING THE STANDARDIZATION AND REGULATION OF SALARY SUPPLEMENTS, ON A COUNTRY-BY-COUNTRY BASIS. TO SUPPORT SUCH A MULTI-DONOR ACCORD, AID SHOULD PROVIDE GREATER FLEXIBILITY TO MISSIONS TO PROVIDE SALARY SUPPLEMENTS.

THIS PROCESS, HOWEVER, HAS BEEN VERY DIFFICULT TO RESPECT BECAUSE OF THE URGENCY WITH WHICH PRODUCTS (ASSESSMENTS, ACTION PROGRAMS AND PLANS) HAVE HAD TO BE DELIVERED. THIS PROBLEM STEMS FROM THE SHORT TIME DURATION (TWO YEARS) GIVEN TO SOME PROJECT COMPONENTS, MOST NOTABLY THE TECHNICAL ASSISTANCE AND PVO PORTIONS OF THE PROJECT.

C. WINNERS AND LOSERS.

NATURAL RESOURCE MANAGEMENT INVOLVES FAR MORE THAN MANAGEMENT OF BIOPHYSICAL RESOURCES. THE VIABILITY OF ECOSYSTEMS AND KEY BIODIVERSITY VALUES DEPENDS VERY MUCH ON THE VIABILITY OF SOCIOECONOMIC SYSTEMS OF RESOURCE USERS. AGRICULTURAL ACTIVITIES, FOR INSTANCE, MUST BE ADAPTED TO THE AGROECOLOGICAL CAPACITY OF ECOSYSTEMS ON A SUSTAINABLE BASIS.

MUCH OF THE RESPONSIBILITY FOR ENSURING THAT THE DFA 10 PERCENT EARMARK IS MET FALLS ON AFR/TR. CONSEQUENTLY, AFR/TR MUST GENERATE THE DEMAND (AND HOPEFULLY ENTHUSIASM) FOR NRM AMONG THE MISSIONS WHICH IS DIFFICULT TO ACHIEVE IN A COMPRESSED TIME FRAME.

TO ARRIVE AT THIS DEGREE OF SUSTAINABILITY MAY OFTEN IMPLY CERTAIN SOCIAL COSTS. IN PURSUIT OF NATURAL RESOURCES MANAGEMENT, CERTAIN OCCUPATIONAL GROUPS, GENDER, OR SOCIOECONOMIC CATEGORIES OF ACTORS MAY FIND THEIR ADAPTIVE ACTIVITIES IMPERILED.

BECAUSE OF WIDE DEVELOPMENT RAMIFICATIONS BEYOND JUST NRM, ACTIVITIES NEED TO GIVE PRIORITY TO THE PROCESS OF MANAGING NATURAL RESOURCES, AND NOT JUST TO THE PRODUCTS RESULTING FROM THIS PROCESS. THE PROCESS OF ENHANCING THE CAPACITY OF LOCAL INSTITUTIONS TO ASSIST RESOURCE USERS CAN BE AS IMPORTANT AS THE PRODUCTIVITY OUTPUTS OF TECHNICAL PRACTICES EXTENDED TO FARMERS. THUS, IT WOULD BE USEFUL TO CONSIDER THE PROCESS OF NRM ITSELF AS A PRODUCT.

SOCIAL SOUNDNESS ANALYSIS AND A CONTINUED CONCERN WITH SOCIAL AND CULTURAL ISSUES SHOULD THEREFORE BE INCORPORATED INTO NRM ACTIVITIES. IF THIS REQUIRES THE HIRING OF SPECIALIZED STAFF ON THE PART OF PVO/NGOS, AID SHOULD HAVE MECHANISMS IN PLACE TO FINANCE THESE SPECIALISTS TO CARRY OUT THE ANALYSES.

B. PER REFTEL (B) FURTHER REFINING AND FOCUSING THE BUREAU

IN THE EVENT OF FORESEEN COSTS, MITIGATIVE MEASURES SHOULD BE DESIGNED. MONITORING OF NRM ACTIVITIES FROM A SOCIOECONOMIC PERSPECTIVE SHOULD ALSO BE AN INTEGRAL PART OF NRM, WITH FLEXIBILITY TO ADJUST NRM ACTIVITIES BUILT INTO PROJECTS.

NATURAL RESOURCES PROGRAM NEEDS TO BE A STRONGLY INTERACTIVE PROCESS AFR/TR/ANR WOULD APPRECIATE VOLUNTARY OBSERVATIONS FROM AID PERSONNEL NOT ABLE TO ATTEND THE WORKSHOP.

BAKER

D. INCENTIVES.

DIRECT FINANCIAL INCENTIVES IN NRM SHOULD BE APPLIED WITH EXTREME CAUTION. ONCE INCENTIVES ARE OFFERED AND ACCEPTED, ANY NEGATIVE REPERCUSSIONS WILL BE VERY DIFFICULT TO UNDO. MORE IMPORTANTLY, THE AVAILABILITY OF

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TAGS:

SUBJECT: NATURAL RESOURCES MANAGEMENT (NRM) INDICATORS UNDER THE DEVELOPMENT FUND FOR AFRICA (DFA)

REF: (A) STATE 215400; (B) STATE 074133; (C) STATE 225009

1. SUMMARY. PER REFTEL (A), PARA 7, AFR/TR IS PREPARED TO PROVIDE SUPPLEMENTAL ANALYTICAL SUPPORT TO MISSIONS FOR DEVELOPING OR STRENGTHENING IMPACT ANALYSIS AND FOR SUPPORTING MONITORING AND EVALUATION SYSTEMS. THIS CABLE SUMMARIZES SUPPORT POSSIBLE IN AREAS OF NATURAL RESOURCES MANAGEMENT (NRM) INDICATORS. SEPARATE COMMUNICATIONS WILL FOLLOW CONCERNING POSSIBLE SUPPORT IN OTHER AREAS.

2. INTRODUCTION. THE DEVELOPMENT FUND FOR AFRICA (DFA) PROVIDES US WITH MORE PROGRAMMING FLEXIBILITY AND EXPECTS THAT THIS ADDED FLEXIBILITY WILL BE USED TO DEVELOP MORE EFFECTIVE PROGRAMS WHICH LEAD TO GREATER IMPACT. THE BUREAU HAS, THEREFORE, PLACED EMPHASIS NOT ONLY ON INNOVATIVE DESIGNS (E.G., NON-PROJECT ASSISTANCE MODALITIES AND MORE CREATIVE GRANTS WITH PVOS SUCH AS DEBT FOR NATURE SWAPS) BUT HAS ALSO STRESSED THE NEED TO PLAN FOR MEASURABLE RESULTS. TO TRANSLATE THESE EMPHASES INTO ACTION, WE WOULD LIKE TO SUGGEST WAYS THAT MONITORING AND

EVALUATION CAN BE IMPROVED AT THE DESIGN STAGE AS WELL AS THROUGHOUT THE IMPLEMENTATION OF PROJECT AND PROGRAMS. ONCE ESTABLISHED, A GOOD MONITORING AND EVALUATION SYSTEM SHOULD MAKE MANAGEMENT MORE EFFECTIVE AND HELP TO ENSURE THAT THE DESIRED IMPACTS OF THE PROJECTS/PROGRAM ARE REALIZED.

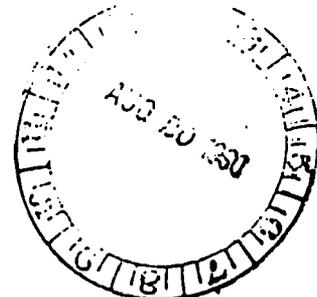
3. NRM INDICATORS. PER REFTEL (B), PROVISIONAL GUIDANCE WAS PROVIDED ON MONITORING AND EVALUATING PROGRESS IN ACCOMPLISHING NATURAL RESOURCE OBJECTIVES. TR/ANR/NR HAS FURTHER REFINED THE FRAMEWORK PRESENTED IN REFTEL (B) AND IS APPLYING THIS FRAMEWORK AT THE BUREAU LEVEL FOR MONITORING IMPROVED NATURAL RESOURCE MANAGEMENT IMPACTS ON DFA STRATEGIC OBJECTIVE 3 (SO3): ACHIEVING INCREASED PRODUCTIVITY. THIS BUREAU-LEVEL APPLICATION PLUS MISSION USE OF THE FRAMEWORK IN ACTION PLANS AND API REPORTING IS EXPECTED TO PROVIDE DATA NEEDED TO REPORT TO CONGRESS ON THE DEVELOPMENT IMPACTS OF NRM PROGRAMS UNDER THE DFA.

4. THE WORKING FRAMEWORK FOR NRM INDICATORS (REF B) ORGANIZES NRM INPUTS AND OUTPUTS WITH RESPECT TO HOW THEY CONTRIBUTE TO SO3. THIS FRAMEWORK WAS DISCUSSED IN DETAIL IN REFTEL (A), AND INPUTS FROM THE FIELD HAVE CONTRIBUTED TO ITS REFINEMENT. THE FRAMEWORK IS CURRENTLY BEING UPDATED AND USED BY TR/ANR/NR TO COMPARE NRM INDICATORS IDENTIFIED IN COUNTRY ACTION PLANS WITH ACTUAL INPUTS AND OUTPUTS IN MISSION PROGRAMS. THIS PRELIMINARY ANALYSIS INDICATES TWO THINGS: (A) FOR THE MOST PART, MISSIONS ARE ACCOMPLISHING MUCH MORE IN ACHIEVING SO3/NRM THAN THEY ARE IDENTIFYING, AND (B) ACTION PLAN INDICATORS AND BENCHMARKS ARE NOT SYSTEMATICALLY LINKED TO SO3.

5. NRM ANALYTICAL SUPPORT. TO PROVIDE SUPPLEMENTAL ANALYTICAL SUPPORT TO MISSIONS FOR DEVELOPING OR STRENGTHENING NRM IMPACT, SOME INHOUSE AND CONTRACT RESOURCES ARE PRESENTLY AVAILABLE FROM TR UNDER THE NRMS PROJECT (698-0487). FURTHERMORE, THE EXPERTISE AND RESOURCES AVAILABLE FOR INDICATOR DEVELOPMENT, GEOGRAPHIC INFORMATION SYSTEMS, AND OTHER TYPES OF ANALYSIS AND INFORMATION MANAGEMENT SUPPORT UNDER THE NRMS PROJECT ARE BEING EXTENDED AND EXPANDED THROUGH A PP AMENDMENT WHICH IS BEING PREPARED FOR EARLY FY 1991 APPROVAL (REFTEL C). IN ORDER TO ASSIST MISSIONS TO COMPLY WITH API REPORTING REQUIREMENTS, TR WOULD LIKE TO WORK TO DEVELOP INDICATORS AND BENCHMARKS IN CLOSE COLLABORATION WITH SEVERAL MISSIONS WHO HAVE ACTION PLANS OR CPSPS DUE IN FY 91. TR INTEREST IN THIS INITIAL ASSISTANCE IS TO IDENTIFY THE FULL RANGE OF MISSION-LEVEL NRM IMPACTS THAT RELATE TO SO3 AND TO DETERMINE LEVEL OF CONTINUING NRM ANALYTICAL AND INFORMATION MANAGEMENT ASSISTANCE NEEDED BY MISSIONS UNDER THE NRMS PROJECT.

6. WITH NRMS PROJECT SUPPORT, CONTRACT AND TR/ANR/NR STAFF WOULD TRAVEL TO MISSIONS TO WORK WITH MISSION PERSONNEL TO (A) ANALYZE CURRENT PROGRAM INPUTS, OUTPUTS, AND RELATED IMPACTS WITH RESPECT TO HOW THEY CONTRIBUTE TO SO3/NRM AND (B) DEVELOP PROJECT/NON-PROJECT OR PROGRAM MONITORING SYSTEMS. THE NRM FRAMEWORK AND THE MISSION'S ANALYTICAL MATERIALS (SECTOR ASSESSMENTS, ACTION PROGRAMS, ETC.) WOULD SERVE AS THE ANALYTICAL CONTEXT. IN ADDITION, SOURCES OF DATA AND MEANS OF COLLECTING THOSE DATA WILL BE IDENTIFIED AND ASSESSED. BESIDES ASSISTING THE MISSION TO DESIGN AND MORE EFFECTIVELY MONITOR PROGRAM IMPACTS, TR ANTICIPATES THAT THIS COLLABORATION WILL FACILITATE CONGRESSIONAL REPORTING (E.G., THE FRAMEWORK WILL ALLOW MORE CLEARLY TO SHOW LINKAGES BETWEEN MISSION ACCOMPLISHMENTS AND ACHIEVEMENT OF DFA OBJECTIVES IN THE REGION AS A WHOLE).

7. WE WOULD WELCOME COMMENTS AND SUGGESTIONS AND EXPRESSIONS OF INTEREST IN COLLABORATION WITH TR, ESPECIALLY THOSE MISSIONS WITH ACTION PLANS OR CPSPS DUE IN FY 90 AND 91. RESPONSES BEFORE AUG. 31 WOULD BE APPRECIATED. PLEASE SLUG TO AFR/TR/ANR/NR, BEN STONER. BAKER



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NATURAL RESOURCES OBLIGATIONS - Africa
31-Dec-90 (Source:CP91,92ABS & AC/SI 12/13/90)

FY1990

COUNTRY	PROJECT TITLE	(Pr.No)	NRMS RES.	NON-PR ASSIST.	PROJ NRM	FY90 OYB	TOTAL NRM	NRM % of TOT. OYB	NPA % of TOT. OYB
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CATEGORY IA (DFA) NRMS [FY 1990]

CAMEROON (631-)	Total Mission OYB	\$20,630							
	Ag. Policy & Planning	(0059)	\$0	\$300	\$0	\$2,000	\$300	1.5%	1.5%
GHANA (641-)	Total Mission OYB	\$14,300							
	Ag. Prod. Promotion Pr.	(0117)	\$0	\$0	\$0	\$5,448	\$0	0.0%	0.0%
GUINEA (875-)	Total Mission OYB	\$13,250							
	Econ. Policy Reform	(0218)	\$0	\$0	\$0	\$1,500	\$0	15.1%	0.0%
	Rural Enterprise Dev.	(0215)	\$0	\$0	\$0	\$1,000	\$0	0.0%	0.0%
	Ag Sector Restr.	(0216)	\$0	\$0	\$0	\$3,500	\$0	0.0%	0.0%
	Natural Resource Mgmt.	(0219)	\$400	\$0	\$1,600	\$2,000	\$2,000	15.1%	0.0%
KENYA (615-)	Total Mission OYB	\$31,030							
	Natural Resources Mgt	(0247)	\$0	\$0	\$0	\$3,500	\$0	7.2%	1.9%
	PVO Co-financing	(0236)	\$0	\$0	\$104	\$1,640	\$104	0.3%	0.0%
	Structural Adjustment Pr.	(0240)	\$0	\$0	\$267	\$1,800	\$267	0.9%	0.0%
	Family Plan.	(0232)	\$0	\$602	\$0	\$1,000	\$602	1.9%	1.9%
Park Rehabil & Mgt	(0253)	\$0	\$0	\$1,250	\$1,250	\$1,250	4.0%	0.0%	
MADAGASCAR (687-)	Total Mission OYB	\$17,680							
	Int'l Rice Research Inst.	(0105)	\$0	\$0	\$1,120	\$5,601	\$1,120	71.6%	0.0%
	Ranomafana Conser&Devl	(0106)	\$0	\$0	\$3,236	\$3,236	\$3,236	18.3%	0.0%
Environment. Prot. & Mgt.	(0110)	\$0	\$0	\$8,300	\$8,799	\$8,300	46.9%	0.0%	
MALAWI (612-)	Total Mission OYB	\$19,275							
Health, Agr. & Rur. Entrp	(0232)	\$0	\$0	\$500	\$5,000	\$0	0.0%	0.0%	
MALI (618-)	Total Mission OYB	\$15,810							
	Dev Haute Val.	(0233)	\$0	\$234	\$0	\$3,855	\$234	7.8%	1.5%
	P D & S	(0510)	\$0	\$0	\$0	\$500	\$0	1.5%	1.5%
	PVO Cofinancing	(0247)	\$0	\$0	\$990	\$3,000	\$990	0.0%	0.0%
MOZAMBIQUE (656-)	Total Mission OYB	\$29,600							
	Priv. Sector Support	(0208)	\$0	\$0	\$0	\$12,500	\$0	2.7%	0.0%
	PVO Support	(0217)	\$0	\$0	\$800	\$4,000	\$800	0.0%	0.0%
SENEGAL (685-)	Total Mission OYB	\$36,000							
	Sm. Proj. Asst.	(0220)	\$0	\$0	\$10	\$500	\$10	1.0%	0.0%
	Reforest.	(0283)	\$0	\$0	\$0	\$6,000	\$0	0.0%	0.0%
	PVO/NGO	(0284)	\$0	\$0	\$360	\$460	\$360	1.0%	0.0%
	S. Zone Wat. Mgt	(0295)	\$0	\$0	\$0	\$5,000	\$0	0.0%	0.0%

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TANZANIA (621-)	Total Mission OYB	\$5,860									
	Wildlife Mgt.	(0171)	\$0	\$0	\$1,500	\$1,500	\$1,500	25.8%	0.0%	25.6%	0.0%
UGANDA (617-)	Total Mission OYB	\$17,350									
	Rwenzori Cons&Devlp	(0119)	\$0	\$0	\$600	\$600	\$600	3.5%	0.0%	3.5%	0.0%
	PD & S	(0510)	\$0	\$0	\$0	\$300	\$0	0.0%	0.0%	0.0%	0.0%
ZAIRE (660-)	Total Mission OYB	\$24,800									
	Appl.Agr/Research	(0124)	\$3,280	\$0	\$0	\$6,000	\$3,280	17.3%	0.0%	13.2%	0.0%
	Small Proj.Supp.Program	(0000)	\$0	\$0	\$1,000	\$2,000	\$1,000	4.0%	0.0%	4.0%	0.0%
ZAMBIA (000-)	Total Mission OYB	\$4,860									
	Reg.Nat.Res.Mgt.(690-0251)		\$0	\$0	\$0 (Regional)		\$0	0.0%	0.0%	0.0%	0.0%
Totals	Category IA Countries	\$250,245	\$3,680	\$1,136	\$21,637	\$93,489	\$25,953				

Category IB (DFA) NRMS Management FY1990

BOTSWANA (633-)	Total Mission OYB	\$7,830							
	Solid Waste Disp. P D & S	(0255) (0250)	\$0 \$0	\$0 \$0	\$830 \$98	\$830 \$240	\$830 \$98	11.8% 10.6%	0.0% 0.0%
BURUNDI (695-)	Total Mission OYB	\$18,782							
	Small Farmers Res.	(0106)	\$200	\$0	\$0	\$2,218	\$200	2.1%	1.1%
	AEPRP Proj. Supp. Enterpr.Prom.	(0124) (0125)	\$0 \$0	\$200 \$1,300	\$0 \$0	\$2,000 \$13,000	\$200 \$1,300	1.1% 6.9%	0.0% 0.9%
CHAD (000-)	Total Mission OYB	\$5,250							
	PVO Init. P D & S	(0051) (0060)	\$0 \$0	\$0 \$0	\$240 \$60	\$2,000 \$400	\$240 \$60	5.7% 4.6%	0.0% 0.0%
GAMBIA (635-)	Total Mission OYB	\$4,685							
	Agr. Res. & Develmnt P D & S	(0219) (0510)	\$540 \$0	\$0 \$0	\$0 \$196	\$3,508 \$700	\$540 \$196	15.8% 11.5%	0.0% 0.0%
	Sm.Proj Dev.	(0221)	\$3	\$0	\$0	\$500	\$3	4.2%	0.0%
GUINEA BISS. (657-)	Total Mission OYB	\$2,330							
			\$0	\$0	\$0	\$0	\$0	0.0%	0.0%
LESOITHO (632-)	Total Mission OYB	\$6,367							
	Agr. Production & Support	(0221)	\$0	\$779	\$0	\$3,117	\$779	12.2%	12.2%
NIGER (683-)	Total Mission OYB	\$16,460							
	Small Proj. Assiat./AFSI	(0249)	\$0	\$0	\$28	\$140	\$28	16.2%	0.0%
	App' to Ag. Research	(0256)	\$270	\$0	\$0	\$5,400	\$270	0.2%	0.0%
	Ag. Sector Dev. Grant II	(0265)	\$0	\$0	\$1,100	\$1,500	\$1,100	1.6%	0.0%
	Ag. Sector Dev. Grant	(0257)	\$0	\$0	\$1,250	\$5,000	\$1,250	6.7%	0.0%
	Afr. Emerg. Loc. Gr. Asst (696-0417) P D & S	(0261)	\$0 \$0	\$0 \$0	\$0 \$19	(Regional) \$500	\$0 \$19	7.6% 0.1%	0.0% 0.0%
RWANDA (696-)	Total Mission OYB	\$7,500							
	Nat'l. Resource Mgt. Mat Hlth/Fam.Pl.	(0129) (0128)	\$0 \$0	\$0 \$2,100	\$1,150 \$0	\$1,400 \$3,000	\$1,150 \$2,100	43.5% 15.5%	28.0% 0.0%
SWAZILAND (645-)	Total Mission OYB	\$6,000							
			\$0	\$0	\$0	\$0	\$0	0.0%	0.0%
TOGO (693-)	Total Mission OYB	\$3,348							
			\$0	\$0	\$0	\$0	\$0	0.0%	0.0%

Totals Category IB Countries \$78,552 \$1,013 \$4,379 \$4,078 \$45,451 \$10,370
 Total NRMS Res(ii,iii,iv,Reg) \$22,969
 Total Bureau NFMS (AC/SI printout 12/13/90) \$59,292

Total Bureau OYB = \$560,288

(Page 3 ABS92)

(Note: P.53 ABS92 = \$53,025)

FILENAME:DFA90

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NATURAL RESOURCES OBLIGATIONS - Africa
31-Dec-90 (Source: CP91, 92ABS and DP Adjust. Sheet 11/21/90)

FY1991

COUNTRY	PROJECT TITLE	(Pr.No)	NRMS RES.	NON-PR ASSIST.	PROJ NRM	FY91 OYB	TOTAL NRM	NRM % of TOT. OYB
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CATEGORY IA (DFA) NRMS [FY 1991]

CAMEROON (631-)	Total Mission OYB	\$20,000						
	Ag. Policy & Planning	(0059)	\$0	\$382	\$0	\$2,410	\$382	11.4%
	Trop.For.Mgt	(0081)	\$0	\$0	\$812	\$350	\$812	4.1%
	Trop.Rt.& Tubers	(0078)	\$100	\$0	\$1,000	\$350	\$1,100	5.5%
GHANA (641-)	Total Mission OYB	\$39,000						
	Small Proj.Asst.	(0508)	\$0	\$0	\$0	\$0	\$0	3.1%
	Debt for Development	(0121)	\$0	\$1,200	\$0	\$1,500	\$1,200	3.1%
GUINEA (675-)	Total Mission OYB	\$25,000						
	P.D.& S.	(0510)	\$0	\$0	\$0	\$250	\$0	6.4%
	Natural Resource Mgmt.	(0219)	\$0	\$0	\$1,600	\$2,000	\$1,600	6.4%
KENYA (615-)	Total Mission OYB	\$26,000						
	Natural Resources Mgt	(0247)	\$0	\$0	\$750	\$1,000	\$750	8.0%
	PVO Co-financing	(0236)	\$0	\$0	\$241	\$1,850	\$241	2.9%
	P.D.& S.	(0510)	\$0	\$0	\$191	\$764	\$191	0.9%
	Small Proj.Asst.	(0246)	\$0	\$0	\$8	\$40	\$8	0.0%
	Fam. Planning	(0232)	\$0	\$896	\$0	\$5,600	\$896	3.4%
MADAGASCAR (687-)	Total Mission OYB	\$44,000						
	Amber Mt.	(0103)	\$0	\$0	\$362	\$362	\$362	33.0%
	Ranomafana Conser&Devl	(0106)	\$0	\$0	\$0	\$0	\$0	0.0%
	Sus.Ag.Viabl.Env.Mgt-PA	(0110)	\$0	\$0	\$5,150	\$5,150	\$5,150	11.7%
	Sus.Ag.Viabl.Env.Mgt-TA	(T604)	\$0	\$4,000	\$0	\$4,000	\$4,000	9.1%
	Know.&Eff.Appl.Pol.Env.Mgt.	(0113)	\$0	\$5,000	\$0	\$5,000	\$5,000	11.4%
MALAWI (612-)	Total Mission OYB	\$40,000						
	Agri.Sector Asst-TA	(0235)	\$0	\$0	\$400	\$2,000	\$1,400	7.0%
	Agri.Sector Asst-NPA	(0239)	\$0	\$1,000	\$0	\$5,000	\$1,400	3.5%
MALI (688-)	Total Mission OYB	\$43,000						
	Small Project Assist.	(0234)	\$0	\$0	\$0	\$55	\$0	2.3%
	Afr.Emer.Loc/Gr.Asst.(688-0517)		\$0	\$0	\$225	\$300	\$225	0.5%
	Dev Haute Val.	(0233)	\$0	\$92	\$0	\$2,300	\$92	0.2%
	P D & S	(0510)	\$0	\$0	\$0	\$500	\$0	0.0%
	PVO Cofinancing	(0247)	\$0	\$0	\$660	\$2,000	\$660	1.5%
MOZAMBIQUE (656-)	Total Mission OYB	\$42,000						
	PVO Support	(0217)	\$0	\$0	\$1,302	\$6,508	\$1,302	3.1%
SENEGAL (685-)	Total Mission OYB	\$20,000						
	Gr. Proj Asst	(0270)	\$0	\$0	\$10	\$40	\$10	11.9%
	Reforestation	(0283)	\$0	\$0	\$2,000	\$2,000	\$2,000	10.0%
	PVO/NGO Support	(0284)	\$0	\$0	\$360	\$3,000	\$360	1.8%
	S.Zone Water Mgt	(0295)	\$0	\$0	\$0	\$5,000	\$0	0.0%

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TANZANIA (621-)	Total Mission OYB	\$40,000							
	Wildlife Mgt.	(0171)	\$0	\$0	\$1,000	\$1,500	\$1,000		2.5%
	Afr.Dev.Supp	(ADSP)	\$0	\$0	\$0	\$300	\$0		2.5%
									0.0%
UGANDA (617-)	Total Mission OYB	\$45,000							
	Parks & Prot.Areas	(0123)	\$0	\$0	\$3,080	\$4,400	\$3,080		6.8%
									6.8%
ZAIRE (660-)	Total Mission OYB	\$30,000							
	Small Proj.Supp.Program	(0125)	\$0	\$0	\$1,000	\$2,000	\$1,000		7.4%
	Appl.Agr/Research	(0124)	\$1,230	\$0	\$0	\$3,000	\$1,230		3.3%
									4.1%
ZAMBIA (000-)	Total Mission OYB	\$5,000							
	Reg.Nat.Res.Mgt.(690-0251)		\$0	\$0	\$0 (Regional)	\$0	\$0		0.0%
									0.0%
Totals	Category IA Countries	\$419,000	\$1,330	\$12,550	\$20,149	\$70,529	\$35,429		

Category IB (DFA) NRMS

FY1991

BOTSWANA (633-)	Total Mission OYB	\$7,000							
	P.D.&S.	(0250)	\$0	\$0	\$120	\$300	\$120		1.7%
	Solid Waste Disp.	(0255)	\$0	\$0	\$0	\$1,500	\$0		0.0%
BURUNDI (695-)	Total Mission OYB	\$15,000							
	Small Farmers Res.	(0106)	\$100	\$0	\$0	\$1,000	\$100		4.4%
	Enterpr. Sup&trng	(0124)	\$0	\$110	\$0	\$1,100	\$110		0.7%
	Enterpr. Promotion	(0125)	\$0	\$450	\$0	\$4,500	\$450		3.0%
	Sm. Proj Sup	(0126)	\$0	\$0	\$0	\$50	\$0		0.0%
CHAD (877-)	Total Mission OYB	\$15,000							
	PVO Dev. Init.	(0051)	\$0	\$0	\$138	\$1,129	\$138		1.6%
	Srr. Proj Sup	(0058)	\$0	\$0	\$5	\$40	\$5		0.0%
	P.D.&S.	(0060)	\$0	\$0	\$105	\$700	\$105		0.7%
GAMBIA (835-)	Total Mission OYB	\$6,000							
	Sm. Proj Sup	(0221)	\$4	\$0	\$15	\$50	\$19		11.5%
	P D & S	(0510)	\$0	\$0	\$71	\$250	\$71		0.3%
	Agri. & Nat. Res. Mgt	(0235)	\$0	\$0	\$0	\$0	\$0		1.2%
	Agric. Res. & Divers.	(0219)	\$600	\$0	\$0	\$3,000	\$800		0.0%
GUINEA BISS. (657-)	Total Mission OYB	\$5,000							
			\$0	\$0	\$0	\$0	\$0		0.0%
LESOTHO (832-)	Total Mission OYB	\$7,000							
	Comm. Nat. Res. Mgt.	(0228)	\$0	\$0	\$0	\$3,000	\$0		0.0%
NIGER (683-)	Total Mission OYB	\$31,000							
	Small Proj. Assist./AFSI	(0249)	\$0	\$0	\$28	\$140	\$28		8.2%
	Applied Ag. Research	(0256)	\$26	\$0	\$0	\$527	\$26		0.1%
	Ag. Sector Dev. Grant II	(0265)	\$0	\$0	\$839	\$1,525	\$839		0.1%
	Ag. Sector Dev. Grant	(0257)	\$0	\$0	\$1,250	\$5,000	\$1,250		2.7%
	Afr. Emerg. Loc. Gr. Asst (698-0417)		\$0	\$0	\$376 (Regional)		\$376		4.0%
	P D & S	(0261)	\$0	\$0	\$27	\$450	\$27		1.2%
	Fam. Health	(0258)	\$0	\$0	\$450	\$2,600	\$450		0.1%
RWANDA (696-)	Total Mission OYB	\$15,000							
	Nat'l. Resource Mgt.	(0129)	\$0	\$0	\$1,200	\$1,600	\$1,200		20.6%
	Mat Hlth&FamPL.	(0128)	\$0	\$1,890	\$0	\$2,000	\$1,890		8.0%
P D & S	(0132)	\$0	\$0	\$0	\$20	\$0		12.6%	
SWAZILAND (845-)	Total Mission OYB	\$8,000							
			\$0	\$0	\$0	\$0	\$0		0.0%
TOGO (693-)	Total Mission OYB	\$9,000							
			\$0	\$0	\$0	\$0	\$0		0.0%

Category IB Countries \$116,000 \$730 \$2,450 \$4,622 \$30,481 \$7,802

Total Cat IA&B NRMS

Total Cat. II, III, Reg From AC/SI data 12/13/90 *

Total AFR NRMS From AC/SI data 12/13/90

\$43,231

\$17,617

\$60,848

Total Bureau OYB = \$800,000 (AFR/DP 11/21/90)

(* NOTE: Includes \$11.0 mil fr. Afr Econ Policy Reform Prgm (698-0511)

FILENAME:DFA91

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5C(2) - PROJECT CHECKLIST

Listed below are statutory criteria applicable to projects. This section is divided into two parts. Part A includes criteria applicable to all projects. Part B applies to projects funded from specific sources only: B(1) applies to all projects funded with Development Assistance; B(2) applies to projects funded with Development Assistance loans; and B(3) applies to projects funded from ESF.

CROSS REFERENCES: IS COUNTRY CHECKLIST UP TO DATE? HAS STANDARD ITEM CHECKLIST BEEN REVIEWED FOR THIS PROJECT?

A. GENERAL CRITERIA FOR PROJECT

- | | |
|---|--------------------|
| 1. <u>FY 1990 Appropriations Act Sec. 523; FAA Sec. 634A.</u> If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified? | In Progress |
| 2. <u>FAA Sec. 611(a).</u> Prior to an obligation in excess of \$500,000, will there be:
(a) engineering, financial or other plans necessary to carry out the assistance;
and (b) a reasonably firm estimate of the cost to the U.S. of the assistance? | (a) Yes
(b) Yes |
| 3. <u>FAA Sec. 611(a)(2).</u> If legislative action is required within recipient country with respect to an obligation in excess of \$500,000, what is the basis for a reasonable expectation that such action will be completed in time to permit orderly accomplishment of the purpose of the assistance? | N/A |

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4. FAA Sec. 611(b); FY 1990 Appropriations Act Sec. 501. If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.) N/A
5. FAA Sec. 611(e). If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed \$1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively? N/A
6. FAA Sec. 209. Is project susceptible to execution as part of regional or multilateral project? If so, why is project not so executed? Information and conclusion whether assistance will encourage regional development programs. Project's main focus is that of supporting mission bi-lateral programs in natural resources mgmt. Project will collaborate & work w/appropriate region programs that serve similar or complementary purposes.
7. FAA Sec. 601(a). Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. N/A
8. FAA Sec. 601(b). Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprises) Project will strengthen capabilities of U.S. & Afr. PVOs to participate in activities beneficial to Africa's natural resource base.

9. FAA Secs. 612(b), 636(h). Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars. Project will assess and identify ways in which local currencies (African) can be used to support natural resource programs within sub-Saharan Africa.
10. FAA Sec. 612(d). Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? See above.
11. FY 1990 Appropriations Act Sec. 521. If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? N/A
12. FY 1990 Appropriations Act Sec. 547. Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel? N/A
13. FAA Sec. 119(g)(4)-(6) & (10). Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other Yes for (a), (b), and (c). (See above.) All of these concerns receive priority attention in the project. (d) No. One of the purposes of this project is to protect critical natural areas and parks.

wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

14. FAA Sec. 121(d). If a Sahel project, has a determination been made that the host government has an adequate system for accounting for and controlling receipt and expenditure of project funds (either dollars or local currency generated therefrom)? N/A
15. FY 1990 Appropriations Act, Title II, under heading "Agency for International Development." If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? Yes. All grants will be given to U.S. PVO's which adhere to the 20 percent rule.
16. FY 1990 Appropriations Act Sec. 537. If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.? Yes. All grants will be given to PVO's which have made, and will make available this documentation. All PVO's will be registered with A.I.D.
17. FY 1990 Appropriations Act Sec. 514. If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures? N/A

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18. State Authorization Sec. 139 (as interpreted by conference report). Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision). N/A
19. Trade Act Sec. 5164 (as interpreted by conference report), amending Metric Conversion Act of 1975 Sec. 2 (and as implemented through A.I.D. policy). Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage? Yes. There will be minimal procurement of scientific equipment. However, all equipment procured will be using metric system of measurement.
20. FY 1990 Appropriations Act, Title II, under heading "Women in Development." Will assistance be designed so that the percentage of women participants will be demonstrably increased? Yes. Assistance under this project will continue to address needs of African women in management of forest and soil resources.

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21. FY 1990 Appropriations Act Sec. 592(a).
If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies, has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

N/A. This project will not be involved in the generation of local currencies.

Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government?

Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes?

If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government?

B. FUNDING CRITERIA FOR PROJECT

1. Development Assistance Project Criteria

a. FY 1990 Appropriations Act Sec. 546 (as interpreted by conference report for original enactment). If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers?

N/A

b. FAA Sec. 107. Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

Yes. Technologies promoted for more effective natural resources management will follow these guidelines.

c. FAA Sec. 281(b). Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

The project will utilize host country intellectual resources to encourage and improve political processes that positively impact on the natural resource base.

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d. FAA Sec. 101(a). Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

Yes. The project will promote better utilization of soil and water resources, therefore addressing sustainable agriculture and economic growth.

e. FAA Secs. 102(b), 111, 113, 281(a). Describe extent to which activity will:
(1) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions;
(2) help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries.

The project aims at ameliorating environmental degradation and enhancing Africa's natural resource base, thereby generally improving the quality of life for rural Africans. A major focus is the involvement of Africans at the local level in environmentally beneficial activities through the participation of African and U.S. private voluntary organizations. The selection of project beneficiaries will be guided by criteria which are sensitive to the status and role of women and will encourage their full participation.

f. FAA Secs. 103, 103A, 104, 105, 106, 120-21; FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA." Does the project fit the criteria for the source of funds (functional account) being used?

Yes.

g. FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA." Have local currencies generated by the sale of imports or foreign exchange by the government of a country in Sub-Saharan Africa from funds appropriated under Sub-Saharan Africa, DA been deposited in a special account established by that government, and are these local currencies available only for

N/A

use, in accordance with an agreement with the United States, for development activities which are consistent with the policy directions of Section 102 of the FAA and for necessary administrative requirements of the U. S. Government?

h. FAA Sec. 107. Is emphasis placed on use of appropriate technology (relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)?

Yes. The project will emphasize appropriate technologies for improved natural resource management.

i. FAA Secs. 110, 124(d). Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

Very few of project's activities will be obligated with host government and thereby trigger Section 110 requirement. PP contains waiver for RLDCs and non-RELDCs will comply with requirement where applicable.

j. FAA Sec. 128(b). If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

The poor majority will be the ultimate beneficiaries of improved natural resource management.

k. FAA Sec. 281(b). Describe extent to which program recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civil education and training in skills required for effective participation in governmental processes essential to self-government.

Project will contribute to improved quality of life in Africa which, in turn, will have a positive impact on attaining Sec. 281(a) objectives.

l. FY 1990 Appropriations Act, under heading "Population, DA," and Sec. 535. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

No.

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- Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations? No.
- Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? No.
- Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services? No.
- In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning? N/A
- Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to methods of, or the performance of, abortions or involuntary sterilization as a means of family planning? No.
- m. FAA Sec. 601(e). Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? Yes.
- n. FY 1990 Appropriations Act Sec. 579. What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and It is estimated that up to 25 percent of project funds will be available for these purposes.

private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)?

o. FAA Sec. 118(c). Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16? Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a

The project complies with A.I.D. regulation 16. The project includes all items (1) through (11) as priority activities and objectives.

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condition of support for activities involving forest clearance or degradation, and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; and (11) utilize the resources and abilities of all relevant U.S. government agencies?

p. FAA Sec. 118(c)(13). If the assistance will support a program or project significantly affecting tropical forests (including projects involving the planting of exotic plant species), will the program or project: (1) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land, and (2) take full account of the environmental impacts of the proposed activities on biological diversity?

Enhancement of tropical forests is a major objective of this project

q. FAA Sec. 118(c)(14). Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; or (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas? No.

r. FAA Sec. 118(c)(15). Will assistance be used for: (1) activities which would result in the conversion of forest lands to the rearing of livestock; (2) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (3) the No.

colonization of forest lands; or (4) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development?

s. FY 1990 Appropriations Act Sec. 534(a). If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry?

Yes. Appropriate technologies of tropical forest management and sustainable production will be utilized.

t. FY 1990 Appropriations Act Sec. 534(b). If assistance relates to energy, will such assistance focus on improved energy efficiency, increased use of renewable energy resources, and national energy plans (such as least-cost energy plans) which include investment in end-use efficiency and renewable energy resources?

Although project will not be involved in the energy sector, the project will promote technologies and provide assistance in conserving tropical forests and slowing rates of deforestation, therefore reducing greenhouse gases (items 2 and 4) and global warming.

Describe and give conclusions as to how such assistance will: (1) increase the energy expertise of A.I.D. staff, (2) help to develop analyses of energy-sector actions to minimize emissions of greenhouse gases at least cost, (3) develop energy-sector plans that employ end-use analysis and other techniques to identify cost-effective actions to minimize reliance on fossil fuels, (4) help to analyze fully environmental impacts (including impact on global warming), (5) improve efficiency in production, transmission, distribution, and use of energy, (6) assist in exploiting nonconventional renewable energy resources, including wind, solar, small-hydro, geo-thermal, and advanced

biomass systems, (7) expand efforts to meet the energy needs of the rural poor, (8) encourage host countries to sponsor meetings with United States energy efficiency experts to discuss the use of least-cost planning techniques, (9) help to develop a cadre of United States experts capable of providing technical assistance to developing countries on energy issues, and (10) strengthen cooperation on energy issues with the Department of Energy, EPA, World Bank, and Development Assistance Committee of the OECD.

u. FY 1990 Appropriations Act, Title II, under heading "Sub-Saharan Africa, DA" Yes.
(as interpreted by conference report upon original enactment). If assistance will come from the Sub-Saharan Africa DA account, is it: (1) to be used to help the poor majority in Sub-Saharan Africa through a process of long-term development and economic growth that is equitable, participatory, environmentally sustainable, and self-reliant; (2) being provided in accordance with the policies contained in section 102 of the FAA; (3) being provided, when consistent with the objectives of such assistance, through African, United States and other PVOs that have demonstrated effectiveness in the promotion of local grassroots activities on behalf of long-term development in Sub-Saharan Africa; (4) being used to help overcome shorter-term constraints to long-term development, to promote reform of sectoral economic policies, to support the critical sector priorities of agricultural production and natural resources, health, voluntary family planning services, education, and income generating opportunities, to bring about appropriate sectoral restructuring of the Sub-Saharan African economies, to support reform in public administration and finances and to establish a favorable environment for individual enterprise and self-sustaining development, and to take

into account, in assisted policy reforms, the need to protect vulnerable groups; (5) being used to increase agricultural production in ways that protect and restore the natural resource base, especially food production, to maintain and improve basic transportation and communication networks, to maintain and restore the renewable natural resource base in ways that increase agricultural production, to improve health conditions with special emphasis on meeting the health needs of mothers and children, including the establishment of self-sustaining primary health care systems that give priority to preventive care, to provide increased access to voluntary family planning services, to improve basic literacy and mathematics especially to those outside the formal educational system and to improve primary education, and to develop income-generating opportunities for the unemployed and underemployed in urban and rural areas?

v. International Development Act Sec. 711, FAA Sec. 463. If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (1) the world's oceans and atmosphere, (2) animal and plant species, and (3) parks and reserves; or describe how the exchange will promote: (4) natural resource management, (5) local conservation programs, (6) conservation training programs, (7) public commitment to conservation, (8) land and ecosystem management, and (9) regenerative approaches in farming, forestry, fishing, and watershed management.

N/A

w. FY 1990 Appropriations Act Sec. 515. If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as originally obligated, and have the House and Senate Appropriations Committees been properly notified?

N/A

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2. Development Assistance Project Criteria
(Loans Only)

N/A

a. FAA Sec. 122(b). Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest.

b. FAA Sec. 620(d). If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest?

c. FAA Sec. 122(b). Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities?

3. Economic Support Fund Project Criteria

N/A

a. FAA Sec. 531(a). Will this assistance promote economic and political stability? To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

b. FAA Sec. 531(e). Will this assistance be used for military or paramilitary purposes?

c. FAA Sec. 609. If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made?

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ANNEX 6

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Memorandum

MAR 13 1990

Date: 11. March 1990

From: Steffi Meyer, AFR/PD/EAP

Subject: Natural Resources Management Support (NRMS) Project (698-0467) - Review of Project Paper Supplement/Issues Paper

To: See Distribution

The purpose of the proposed project amendment, as that of the original project, is to increase the quality and level of natural resource management (NRM) activity in AID's country and regional programs in sub-Saharan Africa (SSA) and in PVO/NGO programs supported by AID. The purpose contributes to the goal which is to improve policies and programs to restore and maintain environmental stability and the natural resource base in sub-Saharan Africa, especially in support of agricultural development.

The project amendment is comprised of five (5) components, namely, analytical assistance to Africa field Missions; analytical assistance to Africa Bureau offices; programming and pilot grant support to PVOs and NGOs; innovative research grants in biodiversity, vegetation loss, sustainable agriculture and soils; and impact measurement and analysis.

The project is to be implemented by AFR/TR (AFR/ARTS following the AFR Bureau re-organization) through a RSSA with USDA/OICD and through existing S&T projects as well as by PVOs, NGOs, universities and international agriculture research centers (IARCs).

The additional AID contribution to the project is \$13.16 million in DFA funds for a total project funding level of \$27.87 million to finance technical assistance and research grants.

The following issues have been identified for discussion at the review of the project paper (PP) supplement:

1. Project Cost/PARTS vs. NRMS. The PP supplement states (p. 10) that the PARTS analysis is included in the document, i.e., that the PP supplement provides the analytical basis for the PARTS project, or more specifically, for the NRM component of the PARTS project. What are the funding needs for the PARTS effort as opposed to those for the NRMS amendment? Also, further clarification is needed to explain the basis for determining input levels, be it for NRMS or for PARTS. The PP supplement states (p. 36) that input levels for NRMS are based on previous year efforts. However, if funding shortages constrained efforts under NRMS to date, are needs actually greater? Also, to the extent the budget is based on known

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needs to be addressed through buy-ins and grants, this information should be included in the text of the document.

2. Attribution Issues in Regional Projects. One aspect of project implementation involves the use of S&T projects which are currently being funded via OYB transfers and/or buy-ins. Under a regional project, if the funds are not already obligated as in the NRMS project, in the case of either an OYB transfer or a buy-in, the funds are not obligated until a funding amendment to the contract is executed. Non-bilateral funds lose their identity in the OYB transfer or buy-in processes and thus cannot be attributed for programming purposes to specific DFA objectives or earmarks. Also, no adjustment or refund of excess funds is made if funds provided exceed the cost of services provided.

3. Regional Projects and the Role of the Geographic Desks. The PP supplement addresses the issue of coordination and integration of efforts with other Bureau offices but does not include the geographic desks in the list (p. 22). The re-organization of the AFR Bureau calls for greater knowledge on the part of the desks of activities in their particular countries which implies desk involvement in decisions regarding activities funded pursuant to regional projects. How will project activities in individual countries or in regions be coordinated between the technical office (AFR/TR and/or ARTS), the Missions involved and the geographic desks?

4. Project Implementation. What are the management implications of the various contracting mechanisms proposed for project implementation (p. 22)? Have problems been identified related to the use of contracts and individual grants as obligation mechanisms, e.g., loss of funds upon termination of contracts/grants? Is there some way to obligate the funds up front and have contracts/grants as commitment rather than obligating instruments? For the grants component, has an umbrella grant mechanism been considered?

5. Buffer Zone Management (BZM). The PP supplement mentions the buffer zone management concept as a positive approach. Given recent discussion on the concept (the Land Tenure Center's workshop), should the notion of BMZ be raised as an issue to be addressed in the course of analytical work to be conducted under the project to determine if BZM is the preferred mode of operation?

In addition, clarifications need be made in the document regarding amending the authorization vs. amending the project (it should state the latter). The document should also include an explanation of why it is desirable, or more importantly, necessary to proceed with an amendment to the NRMS project at this time rather than simply waiting for the PARTS project to come on line, e.g., current funding needs, the possible loss of momentum on several efforts underway if funding is not immediately available, etc.

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Given the short timeframe between receipt of issues and the review meeting, this memorandum is not being circulated for clearances. Any further clarifications in presenting the issues should therefore be made at the review itself.

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Project Committee Members:

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AFR/DP:DHess
GC/AFR:ESpriggs

AFR/EA:SPulaski
✓AFR/TR:GCohen
MS/OP:JHacken
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