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**SUBSAHARAN REGIONAL NATURAL RESOURCES  
MANAGEMENT WORKSHOP  
LOME, TOGO, APRIL 30 - MAY 4, 1990**

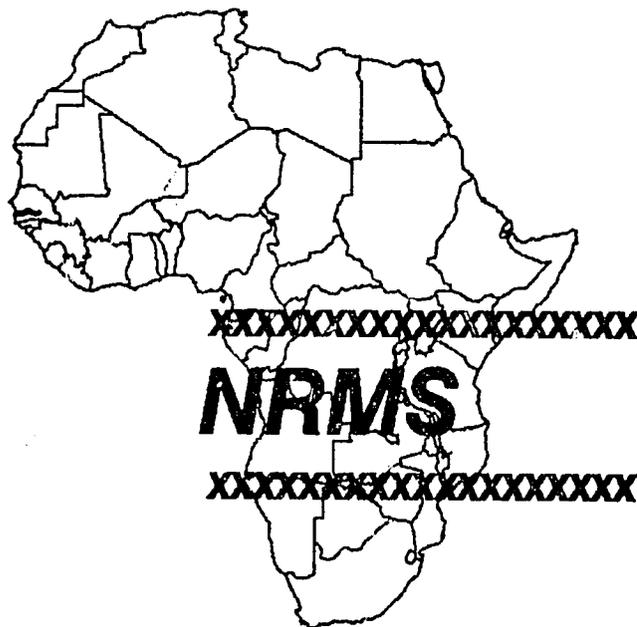
Final Report Prepared by:

Kjell A. Christophersen  
Karen LeAnn McKay

May, 1990

Natural Resources Management Support Project  
(AID Project No. 698-0467)

Contract No. AFR-0467-C-00-8054-00



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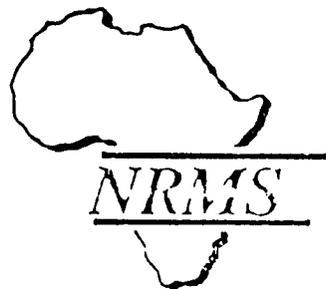
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Prime Contractor:

E/DI  
1400 T St. N.W., Suite 700  
Washington D.C., 20005

Principal Subcontractor:

Development Alternatives, Inc.  
624 Ninth St., N.W., Sixth  
Floor, Washington D.C., 20001

## TABLE OF CONTENTS

PAGE

### ACKNOWLEDGMENTS

#### 1. INTRODUCTION

- 1.1 Background and Objectives
- 1.2 Structure of the Workshop

#### 2. THE PLAN FOR SUPPORTING NATURAL RESOURCES MANAGEMENT IN SUB-SAHARAN AFRICA (PNRM)

- 2.1 Introduction
- 2.2 PNRM Focus
- 2.3 The NRMS Project

#### 3. TECHNICAL THEME

- 3.1 Introduction
- 3.2 Natural Forest Management (NFM)
- 3.3 Buffer Zone Management
- 3.4 Soil and Water Management
- 3.5 Low Impact Tourism
- 3.6 Other Technical Recommendations

#### 4. IMPLEMENTATION THEME

- 4.1 Introduction
- 4.2 Non Project Assistance (NPA)
- 4.3 Food Aid and Natural Resources Programming
- 4.4 NGO/PVOs
- 4.5 Technical Support

#### 5. POLICY

- 5.1 Introduction
- 5.2 Incentives
- 5.3 The Plan for Supporting Natural Resources  
Management in Africa (PNRM)
- 5.4 Structural Adjustment
- 5.5 USAID Programming
- 5.6 Other Policy Recommendations

### ANNEXES

- 1. Agenda
- 2. List of Participants
- 3. Participant Addresses, Phone and Fax Numbers
- 4. Grouping of Participants
- 5. Assignment of Working Responsibilities

## ACKNOWLEDGMENTS

We would like to extend our appreciation to US Ambassador Rush Taylor Jr. and USAID Representative Mark Wentling for inviting us to hold the April 30 - May 4, 1990 Natural Resources Management workshop in Lome, Togo. We are also indebted to the workshop participants who provided valuable insight and guidance for the the NRMS project as it moves into its second phase. A particular note of thanks is reserved for Irene Gaye and Kathy Panther whose excellent preparations and organization before and during the workshop made the experience an enjoyable one.

## 1. INTRODUCTION

### 1.1 Background and Objectives

In 1983, the A.I.D. Africa Bureau hosted a workshop in Lome, Togo with some 30 participants in natural resources management (NRM). The participants, for the most part A.I.D. employees or assigned to A.I.D. funded NRM projects, met for five days to discuss the status of USAID support to NRM in Africa. The workshop participants helped define the problems and frame A.I.D.'s strategy.

Now, seven years later, the Level-of-Effort Contractor for the NRMS Project (USAID 698-0467) hosted a second week-long Lome workshop -- The Sub-Saharan Regional Natural Resources Management Workshop -- from April 29 to May 4, 1990. This workshop brought together A.I.D. employees, technical specialists, contractors, and PVO representatives to address the following major objectives:

- o Review the progress made since 1983;
- o Review A.I.D.'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 (698-0467);
- o Help shape A.I.D.'s future support of NRM in Africa with particular emphasis on the following three areas:
  - Improved technical interventions in NRM that USAID should/could prioritize and why;
  - Implementation modalities currently available, their advantages and disadvantages, strengths and weaknesses;
  - USAID's NRM policy for Africa with a view to refining and focusing the Bureau's NRM program (where do we go from here).

The workshop included 47 participants, including 29 from the field (14 African countries). Of the participants, 10 were A.I.D. employees. A detailed breakdown of the participants is provided in the Annex. 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.

### 1.2 Structure of the Workshop

The workshop format consisted of a mix of plenary sessions and small working group sessions. The working groups met to discuss three broad themes prioritized by the field, A.I.D., and other interested parties. Each of the three themes -- technical, implementation and policy (as reflected in the objectives) -- further subdivided into four priority topics. The four small working groups were asked to focus on one of the priority topics.

but were also encouraged to discuss additional topics of their own choosing given enough time.

Working group sessions were launched with key note theme presentations addressing the four major priority topics. The themes and priority topics are briefly discussed below.

Workshop tasks were divided among participants. Keynote theme presenter, plenary session chairpersons, small group leaders and rapporteurs all played important roles in guiding, facilitating and synthesizing discussions. The Executive Steering Committee prepared a summary cable which was sent to all USAID Missions in Africa. This cable, the draft of which was adopted during the final plenary session, communicated the findings and recommendations of the workshop.

## 2. THE PLAN FOR SUPPORTING NATURAL RESOURCES MANAGEMENT IN SUB-SAHARAN AFRICA (PNRM)

### 2.1 Introduction

The PNRM was developed to "...better articulate and coordinate A.I.D.'s approach to sub-Saharan Africa's environmental problems -- desertification, soil degradation, loss of biological diversity -- with a strategic role of increased agricultural productivity..." The PNRM guides USAID's efforts to improve NRM by "...establishing priorities to facilitate the best use of limited resources."

The usefulness of the PNRM from the field perspective was the major reason for holding the workshop. A.I.D./W is responsible for implementing the PNRM and ensuring that the 10 percent Development Fund for Africa (DFA) earmark in natural resources (now amounting to more than \$50 million in annual obligations) is met. USAID Missions (Group 1 and 2 countries in particular) are expected to comply. The experience with implementing the PNRM to date has been mixed, particularly in view of the lack of absorptive capacity on the part of USAID Missions. Missions often have difficulties absorbing or adding new activities to their existing portfolios without additional direct hires.

### 2.2 PNRM Focus

Despite problems of Mission absorptive capacity, the workshop participants concluded that the overall focus of the PNRM is sound. There was a general agreement on the continuing validity of the priority technical areas of the PNRM. These priority areas are to (1) reduce the loss of vegetation, (2) decrease soil erosion and the loss of soil fertility, and (3) protect biological diversity.

#### Recommendations:

1. The focus of the PNRM should not remain limited to specific agro-ecological regions (currently, the arid and semi-arid tropics and the tropical highlands and Madagascar). In particular, the PNRM should also begin to include natural resource issues pertaining to the tropical lowlands and moist tropical forests.

2. Prioritization of countries in 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 I countries (e.g. Rwanda, Madagascar, Gambia, and Niger), 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 DFA). To this end, the Bureau should develop a proposal to use more inclusive DFA Country Program Categories priorities for natural resources management programming.

### 2.3 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. Given the importance of natural resource issues, the workshop recommended that NRMS activities be continued. Thus, it was suggested that AFR/TR/ANR 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.

#### Recommendations:

1. In redesigning NRMS, AFR/TR/ANR should take into account the favorable response of USAID Missions to technical assistance services provided by the project. This assistance has 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.

2. 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 A.I.D. Science and Technology (S & T) Projects, have fortunately enabled recurrent assistance in some countries.

3. 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 sources of training. Support for regional workshops, seminars, and other means of information sharing were also recommended by workshop participants. It was also felt that NRMS could play a role in strengthening the capacity of African institutions in natural resources management.

4. 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 A.I.D. staff and contract personnel, but also host government administrators, policy makers and resource users.

5. 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.

### 3. TECHNICAL THEME

#### 3.1 Introduction

Discussed under this theme were improved field technologies, extension and organization techniques, project and program designs, and other issues of a technical nature. The priority topics were as follows:

- o Natural forest management (NFM). What is known, what more do we need to know and how can A.I.D. best support NFM?

- o Buffer zone management. Buffer zones have had a mixed experience. What has worked, what are the major problems and how can A.I.D. best support buffer zone efforts?

- o Soil and moisture conservation. Soil and moisture conservation continues to be a major problem confronting African farmers. What has worked, what are the major problems and how can A.I.D. best support soil and water conservation activities?

- o Low impact tourism. At least five A.I.D. missions are proposing activities that involve low impact or ecotourism. Tourism has been criticized as being capital intensive and often economically unfeasible. What are the latest developments in low impact tourism, how can A.I.D. supported programs best use tourism to support natural resources management?

#### 3.2 Natural Forest Management (NFM)

The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

##### Recommendations:

1. A.I.D. should increase its support for NFM, especially in view of concerns over biodiversity and global climate change. Workshop participants agreed that biodiversity values are better preserved through NFM than forest (commercial) plantation activities.

2. As a general rule, NFM decisions must be based on sound and well-researched information. Low risk investments in NFM, however, should not have to wait for elaborate, costly, or time consuming data analysis. More often than not, field actions have been unnecessarily delayed for lack of accurate data such as a sophisticated inventory. Detailed, costly and time consuming inventories are less critical in the more arid Sahelian countries as prerequisites to field actions as they would be in East and Southern Africa where biodiversity values are less known and potentially more significant.

3. A high priority should be given to documenting the economics of NFM: how much can one afford to spend on NFM and still be competitive with alternative investment opportunities?

4. USAID should continue to play a leadership role in NFM in Sahelian countries because of the impressive experience accumulated to date. In East and Central Africa, on the other hand, NFM is still in a research stage. Here, USAID should support: (a) donor collaboration; (b) preparation of inventories of natural forest products and uses; (c) exchanges of knowledge and experience with other regions of Africa; and (d) training and technical assistance for the development and implementation of management plans.

### 3.3 Buffer Zone Management

Buffer zone management, a concern originating from hunting and encroachment pressures on wildlife and other biological resources in designated protected areas, is a recently developed management tool now being tested for its appropriateness in preserving or protecting critical natural areas. There are several approaches: (a) development of strategies for sustainable use of resources in the buffer zones by local populations; (b) restricting access or use that makes buffer zones less attractive to local populations; and (c) the provision of alternative income-generating activities for resource users as a complement to restricted resource uses in the zone.

#### Recommendations:

1. NRMS should support key studies to determine the effectiveness of buffer zones, however defined, in protecting areas of high biodiversity areas, as well as determining which alternative buffer zone management approaches are most cost-effective under different situations.

2. Buffer zones should be addressed as part of the overall forest management plan when in association with natural forests.

### 3.4 Soil and Water Management

Soil and water management -- one of the major concerns of the PNRM -- has been difficult to implement at best. Some of the problems are: (a) too often labor (and cash) investments are high while benefits are too low to justify the investments, (b) where tree planting for soil conservation purposes is promoted, crop (and wood) yield benefits are too slow in coming.

#### Recommendations:

1. 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. This approach to improving the natural resource base, however, may be too time consuming. It depends on the how fast the technologies

extended to a few farmers are adopted and how well the farmer-to-farmer demonstration effect works. If the process is too slow, more drastic actions at the community and watershed levels may have to be considered. At this level, however, the activities may have to be subsidized or even considered as public works projects. A.I.D. experience in working at the watershed level (public works etc.) in Africa is limited. NRMS should review experiences to date in Africa in soil and water management at the watershed level paying particular attention to questions on cost-effectiveness.

2. A.I.D. should continue to support efforts to spread the contour rock ridge technology -- the most successful technology extended at the farm level in terms of local participation. To this end, NRMS should promote the use of the (inexpensive appropriate technology) water hose levels to locate the contours in the terrain.

3. The success of USAID NRM soil conservation investments is difficult to measure for lack of realistic, cost-effective, and quantifiable indicators. NRMS should support efforts to develop the kinds of realistic indicators on which judgments on the effectiveness of projects or programs can be based.

### 3.5 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. Many factors from national level policy reform to issues of demand and scale of operation need to be taken into account. A review of the models to determine how best to proceed is also recommended.

### 3.6 Other Technical Recommendations

#### Economic and non-economic criteria

1. Workshop participants strongly emphasized that economic efficiency rules should not be suspended or relaxed for NRM projects. NRM projects must and should compete with alternative investment opportunities without having to be "subsidized" or otherwise receive special treatment to make them more attractive. The thoroughness with which economic and financial analysis is carried out, however, needs to be substantially increased. Too often, simplistic benefit-cost calculations that fail to capture differences in the land quality, goals and motivations of participants, have been used to decide the merits of potential projects or programs. Even thorough economic and financial analysis, however, cannot capture many components or characteristics of NRM projects which are difficult or too costly to quantify. Decisions on the funding of such projects should therefore be made on the economic or financial criteria alone.

2. A.I.D. 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 for analysis of natural resource projects should be continued and expanded.

- o Capitalize on localized field experiences

There is a wealth of documented and non-documented knowledge of natural resources management activities across Africa. NRMS II should continue to support studies that seek to capture and analyze this knowledge. The recommended steps are: (a) establishing a consistent and thorough analysis framework to identify conditions precedent to the adoption of NRM practices; (b) assisting Missions in institutionalizing dialogue between development agencies and rural peoples; (c) 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 policy, technical, institutional, and social changes simultaneously.

- o 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 depend on the ecosystem viability, and that sustainable development is crucial to the conservation of biological diversity.

- o Range and livestock management

Range and livestock management are crucial components of sustained agricultural systems in Africa, particularly in semi-arid ecosystems. The majority of USAID-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 A.I.D. has been reluctant to fund additional range management projects, as a result. Nevertheless, A.I.D. cannot ignore the importance of livestock, particularly in higher rainfall semi-arid ecosystems, where conflict between local farmers and herdsmen is increasing. A.I.D. must address questions of range and livestock management within the context of natural resource management.

- o Wildlife management

Where the opportunity exists, the management of wildlife for consumptive and non-consumptive uses should be considered as a component of NRM plans. Efforts should be made to link wildlife management with local communities where they coexist.

#### 4. IMPLEMENTATION THEME

##### 4.1 Introduction

Discussed in this theme were the avenues through which USAID could better implement NRM in Africa. The priority topics were as follows:

- o Non-project assistance (NPA). NPA is being stressed by the Agency. What benefits does it offer, what are its problems, what factors must be considered in programming NPA for NRM? What are the impacts on A.I.D. Mission management burdens, staffing patterns?

- o Food-aid and natural resources management. Should the use of PL-480 to support NRM activities in Africa be increased, and if so, under what conditions? What are the latest developments in food aid support for NRM?

- o NGO/PVOs. NGO/PVOs have been asked to take an increasing role in implementing NRM activities for A.I.D.. How well has this worked? How can the agency support indigenous NGOs?

- o Technical support needed by the field and how to provide it. Technical assistance to A.I.D. missions and PVO is available from a number of sources within and outside of the Agency. What has worked, what are the major problems and how can A.I.D. best provide technical assistance to various users?

##### 4.2 Non Project Assistance (NPA)

NPA is an effective tool to address certain issues in support of NRM that cannot be addressed by field level projects. Among the issues are policy dialogue, donor coordination, institution building, training and natural resource assessments. The advantages of NPA include simplified financial accountability if funds are granted as budget support, and better coordination of activities between donors and the host country. The disadvantages of NPA include the perception that "bribing" with budget support occurs in exchange for policy reform, the danger of policy changes that backfire, and that NPA can be more time consuming for A.I.D. personnel than originally thought. NPA can be a useful tool if used with caution. In contrast to projects, it provides a broader context to deal with policy and program issues that affect the management of natural resources.

The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

##### Recommendations:

1. NPA must be kept in balance with other forms of assistance. Programming under NPA should build upon a solid experience from projects. Technical assistance and project support should continue to be a major part of NPA.

2. In order to lessen the management burden of NPA at the Mission level, certain discrete program activities should be contracted out (i.e., donor coordination activities, management of funds to NGOs, impact monitoring, etc.).

#### 4.3 Food Aid and Natural Resources Programming

Food-for-work, or using food as an incentive to accomplish certain natural resource objectives are discussed in the section on "incentives" below (Section 5.2).

#### 4.4 NGO/PVOs

U.S. PVOs, 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 reach grass roots organizations and farmers groups. The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

##### Recommendations:

1. A.I.D. should encourage the continued participation of PVOs and NGOs in NRM projects at the grass roots level. Of particular interest would be promotion of linkages between U.S. PVOs and African NGOs. A.I.D./W regulations governing local NGO registration and access to counterpart funds may dampen the ability of these groups to participate in NRM activities with A.I.D. funding. A.I.D./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.

2. On a separate note, PVOs and NGOs with focused conservation and biodiversity mandates are increasingly turning to development approaches to increase their biodiversity program effectiveness. While this is commendable, USAID should also assist PVO/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.

3. USAID should, however, be careful to recognize that each situation demands a particular skill mix for implementation of NRM activities. At times, PVO/NGOs will be the most appropriate implementing mechanism. At other times, universities and contractors could be more effective.

#### 4.5 Technical Support

The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

### Recommendations:

1. 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). As these institutions are becoming increasingly active in development, innovative pairing and consortia of expertise are now needed more than ever to address the scope and magnitude of NRM problems throughout Africa.

2. Village associations are beginning to play an increasingly important role in NRM and sustainable farming systems, and should be considered in future A.I.D. 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 within modified tenure codes.

3. Donor Coordination. The PNRM includes donor coordination as a key element. A.I.D./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, A.I.D./W and A.I.D. 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. USAID/Lome, for example, has proposed a Regional Environmental Assessment Project (REAP), which would work with the African Development Bank to improve environmental and natural resource assessments by major regional lending institutions.

## 5. POLICY

### 5.1 Introduction

Participants discussed policy priorities or directions available to USAID, given what other bilateral and multilateral donors and NGOs are already doing. The priority topics were as follows:

- o Incentives. To what extent and how can A.I.D. provide incentives for natural resources management in Africa? Incentives have been used much more often in other regions. What are the constraints in Africa, how can they be overcome?

- o The Plan for Natural Resources Management (PNRM), the Development Fund for Africa (DFA), and Mission Country Programs. What changes are needed in order to make the Bureau Natural Resources Strategy (PNRM) more effective for the implementation of the DFA? How can Bureau strategy and policy guidance help achieve better programmatic integration of natural resources management in Mission country program strategies and action plans?

- o Structural adjustment. How have structural adjustment programs affected natural resources management programming? How can structural adjustment be improved to limit adverse effects on NRM agencies and programs?

- o USAID programming. What are the host-government policy constraints to increasing diffusion of better NRM practices, e.g., centralized natural resources management, restrictions on operations of local cooperatives, land tenure, etc. How have various USAID programs/projects overcome these constraints?

### 5.2 Incentives

The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

#### Recommendations:

1. 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 such incentives from one donor can easily 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 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.

2. Indirect incentives, including changes in the macroeconomic, policy, institutional, regulatory and legislative environment, are often the most effective, and most far-reaching

form of incentives. These incentives can be directed at the national, local and farmer levels. While highly powerful in principle, A.I.D./W needs to review the complexity and impact of these interventions since their effectiveness and unintended impacts are not necessarily clear cut.

### 5.3 The Plan for Supporting Natural Resources Management in Africa (PNRM)

The PNRM is discussed above in Section 2.

### 5.4 Structural Adjustment

This relatively recent form of non-project assistance provides conditional support to a country. The support is based on how well the country conforms to requested policy changes. It is not a tool designed to improve NRM, however, and it may jeopardize the achievement of sustainable NRM depending on the nature of the policy change requested. The following recommendations were drawn from the group rapporteur reports and plenary session discussions.

#### Recommendations:

1. To avoid situations of potential conflict between structural adjustment program and the achievement of sustainable NRM, it is essential that environmental concerns be carefully addressed as early as possible in the planning phase of the structural adjustment program. This should include having natural resources specialists, particularly resource economists, be members of the early planning teams and throughout the evolution of the structural adjustment program.

2. Impacts on natural resources from ongoing structural adjustments programs should be monitored. One suggested way is to undertake case studies to better understand linkages between structural adjustment and adoption of practices at the farm level that are either helpful or harmful to the natural resource base.

### 5.5 USAID Programming

USAID assistance in NRM is fraught with constraints at the host country level. Examples include: (a) host country policies are often too vague to foster improved natural resources management, (b) there is usually no centralized governmental body to design and oversee the implementation of sound NRM practices, (c) there is usually little coordination between institutions involved in NRM, (d) there is a lack of qualified staff and, perhaps most important, (e) there is a chronic lack of funds.

#### Recommendations:

1. NRMS should participate in and assist Missions with policy dialogues with host country governments where current policies (or lack of policies) clearly constrain the achievement of sound NRM practices. NRMS assessments, Action Program and Plans can only be

effective if the constraints to effective NRM implementation were addressed and removed.

2. NRMS should support donor coordination efforts to achieve agreement on the steps required to remove host country constraints to improved NRM.

3. Salary Supplements. A.I.D. policy places severe 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 available staff to their projects. By failing to follow suit, USAID 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, A.I.D. should provide greater flexibility to missions to provide salary supplements.

## 5.6 Other Policy Recommendations

### o 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.

To arrive at this degree of sustainability, however, may often imply certain social costs. In pursuit of natural resources management, certain occupational groups or socioeconomic categories of actors may find their adaptive activities imperiled.

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, A.I.D. should have mechanisms in place to finance these specialists to carry out the analyses.

In the event of unforeseen 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.

### o Process vs product

Two-year timeframes for NRM projects is a contradiction in terms to PNRM as well as to DFA objectives. USAID 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. 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.

The responsibility for ensuring that the DFA 10 percent earmark is met falls on AFR/TR/ANR. Consequently, AFR/TR/ANR must generate the demand (and hopefully enthusiasm) for NRM among the Missions which is difficult to achieve in a compressed time frame.

Because of wide development ramifications beyond just NRM, priority must be given to the process of managing natural resources, and not just to the products resulting from this process. It would be useful to consider the process of NRM itself as a product and develop flexible ways to monitor that process. The process of enhancing the capacity of local institutions to assist resource users is as important as the outputs of any practices extended to farmers.

TUESDAY, MAY 1	CHAIRPERSON:	Dennis Biloedean	TIME
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SECTION III: NATURAL RESOURCES MANAGEMENT INNOVATIONS			
A:	Technical Innovations of Note		08:30 - 08:50
	Keynote Presenter: F. Weber		08:50 - 09:00
	Plenary Q/A		09:00 - 10:30
	4 Simultaneous Working Groups		
	(Meeting rooms: 2, 3, and Kerin)		
	Coffee Break		10:30 - 11:00
	4 Simultaneous Working Groups		11:00 - 12:30
	Lunch		12:30 - 14:00
	Announcements: airline tickets, field trip sign-up		14:00 - 14:10
B:	Implementation Modalities		14:10 - 14:30
	Keynote Presenter: Tim Resch		14:30 - 14:40
	Plenary Q/A		14:40 - 15:40
	4 Simultaneous Working Groups		
	(Meeting rooms: 2, 3, and Kerin)		
	Coffee Break		15:40 - 16:00
	4 Simultaneous Working Groups		16:00 - 17:30
	(Meeting rooms: 2, 3, and Kerin)		
-----			
WEDNESDAY, MAY 2	Chairperson:	Tom Fox	TIME
-----			
SECTION III: NATURAL RESOURCES MANAGEMENT INNOVATIONS (Cont.)			
C:	Policy Issues and Directions		08:30 - 08:50
	Keynote Presenter: J. Michael Kramer		08:50 - 09:00
	Plenary Q/A		09:00 - 10:30
	4 Simultaneous Working Groups		
	Coffee Break		10:30 - 11:00
	4 Simultaneous Working Groups		11:00 - 12:30
	Lunch		12:30 - 13:30
	PM FIELD TRIP, ALL PARTICIPANTS EXCEPT RAPPORTEURS		13:30 - 19:00
	Departure in front of the 2 Fev promptly at 13:30		
	RAPPORTEURS (GROUPS A, B, AND C) SYNTHESIZE FINDINGS		13:30 - 19:00
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ANNEX 1: AGENDA

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SUBSAHARAN REGIONAL NATURAL RESOURCES MANAGEMENT WORKSHOP

APRIL 30 - MAY 4, 1990

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SUNDAY APRIL 29: REGISTRATION (Salle de Presse) 18:00 - 20:00

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MONDAY APRIL 30 Chairperson AM: K. Christophersen  
Salle de Keran TIME

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SECTION I: INTRODUCTION TO THE WORKSHOP

A: Welcome 08:30 - 08:50  
US Ambassador to Togo, R. Taylor Jr.  
USAID/Togo Mission Director M. Wentling

Coffee Break 08:50 - 09:10

Announcements 09:10 - 09:20

Banking/Check cashing 09:20 - 10:00

B: Workshop Objectives and Agenda (J. M. Kramer) 10:00 - 10:20

SECTION II: PNRM, PROGRAM OVERVIEW

A: PNRM -- Past, Present (B. Stoner) 10:20 - 10:50

B: PNRM -- Implementation Experience 10:50 - 11:40  
LOE (K. Christophersen)  
PVO (M. Brown)  
AFR/TR (M. McGahuey)

C: Mission Experience With PNRM 11:40 - 12:40  
USAID/Rwanda (Paul Crawford)  
USAID/Madag. & USAID/Btsw. (C. J. Rushin-Bell)  
USAID/Niger (Barry Rands)

Lunch 12:40 - 14:30

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PM Session Chairperson: T. Catterson

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D: Plenary -- PNRM, Program Overview 14:30 - 15:40  
Summary of AM Presentations (T. Catterson)  
Plenary Discussion

Coffee Break 15:40 - 16:10

Continue Plenary Discussion 16:10 - 17:00

COCTAILS, HOSTED BY E/DI AND DAI (Salle de Pya) 18:30 - 20:00

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THURSDAY, MAY 3      Chairperson:      J. M. Kramer      TIME

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SECTION IV: FUTURE PROGRAM DIRECTIONS

A: Technical Innovations      08:30 - 10:30  
Presentation: Synth. of Working Group Findings  
Plenary Discussion

Coffee Break      10:30 - 11:00

B: Implementation Modalities      11:00 - 12:30  
Presentation: Synth. of Working Group Findings  
Plenary Discussion

Lunch      12:30 - 14:00

C: Policy Issues and Directions      14:00 - 15:30  
Presentation: Synth. of Working Group Findings  
Plenary Discussion

Coffee Break and group photo      15:30 - 16:00

EXEC. COMMITTEE: PREPARE CONCLUSIONS & RECOMMENDATIONS      16:00 - ?

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FRIDAY, MAY 4      Chairperson: Paul Crawford

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SECTION V: NRM PROGRAM RECOMMENDATIONS

A: Executive Committee Presentations      08:30 - 10:30  
Technical Innovations  
Implementation Modalities  
Policy Issues and Directions

Coffee Break, return airline tickets      10:30 - 11:00

Plenary Discussion      11:00 - 12:00

Lunch      12:00 - 14:00

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PM Session Chairperson: B. Stoner

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B: Adoption      14:00 - 15:30

Coffee Break      15:30 - 16:00

ADJOURNEMENT      16:00 - 17:00

Distribute group photos  
Distribute list of participants, names, addresses  
Distribute draft of working group recommendations

EXECUTIVE COMMITTEE FINALIZE REPORT      17:00 - ?

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ANNEX 2: LIST OF PARTICIPANTS

NRMS WORKSHOP PARTICIPANTS FROM THE FIELD

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COUNTRY/ NO. OR US	NAME	ORGANI- ZATION	TRAVEL & PER DIEM
2 CI	R. Hanchett, Env. Officer Karl V. Orsdol, Env. TA	REDSO/WCA AfDB	USAID AfDB
1 Ghana	Wisdom Nutakor, Asst Proj. Dev. Off.	USAID/Ghana	USAID
3 Rwanda	Robert Clausen Paul Crawford, ADO Antoine Ruzigamanzi, FSN Proj. Off.	NYZS USAID/Rwanda USAID/Rwanda	NRMS USAID USAID
3 Togo	Dennis Panther, USAID Greg Austreng	USAID/Togo APCD/Togo	NA NA
1 Kenya	Gary Tabor	AWF	NRMS
3 Gambia	Paul de Arman, SCS TA Larry Clark John Fye	SWM Proj. SCS SWM Proj.	USAID USAID USAID
3 Madgasc	C. J. Rushin-Bell, Env. Officer Olivier Langrand Lalao Rakotondrabesa	USAID/Madag WWF WWF	USAID NRMS NRMS
4 Senegal	Phil Jones, USAID Jim Fickes Jim Seyler Lou Verchot	USAID/Sen SECID USAID/Sen SECID	USAID USAID NRMS USAID
1 Burundi	Peter Trenchard, Conservation Off.	Peace Corps	NRMS
4 Niger	Barry Rands, NR specialist Fred Sowers, NR specialist Amadou Bourdiana Mana Diakite	USAID/Niger Michigan USAID/Niger CARE	USAID NRMS USAID NRMS
2 Mali	Dennis Biloedeau Issa Djire (OHV)	USAID/Mali USAID/Mali	USAID USAID
1 Burkina	Dennis McCarthy, ADO	USAID/Burkina	USAID
1 Guinea	Martin Hartney, PCV	PC/Guinea	NRMS
1 Cameroon	Steve Gartlan	WWF	NRMS

30 TOTAL

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NRMS WORKSHOP PARTICIPANTS FROM US

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NO.	US	NAME	ORGANI- ZATION	TRAVEL & PER DIEM
3	AFR/TR	M. McGahuey, Agroforester Ben Stoner, USAID	AFR/TR AFR/TR	USAID USAID
1	S&T/FSP	Julia Morris, Afr. Coordinator	S&T/FSP	FSP
1	FSP	Tim Resch	FSP	FSP
1	NRMS/PVO	Mike Brown	NRMS/PVO	NRMS/PVO
2	WRI LTC	Tom Fox Steve Lowry	WRI LTC	WRI LTC
4	NRMS/LOE	K. Christophersen, Sr. Program Mgr J. M. Kramer, Training Coordinator Karen L. McKay, Info. Spec. Chris Seubert, Tech. Coordinator	NRMS/LOE NRMS/LOE NRMS/LOE NRMS/LOE	NRMS NRMS NRMS NRMS
5	Private	F. Weber Tom Catterson Malcolm Lilywhite Don Humpal John Heermans	Independent ARD DTI DAI Independent	NRMS NRMS AFR/TR DAI FSP
17 TOTAL				

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ANNEX 3: ADDRESS/PHONE/FAX

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PARTICIPANTS: NRMS WORKSHOP, LOME, TOGO APRIL 30 - MAY 4, 1990  
\*\*\*\*\*  
NAME ADDRESS TELEPHONE/FAX  
-----  
Austreng, Greg Lome ID, Dept of State, Ph: 228 21 06 14  
Wash. DC 20521-2300 Fax: 228 21 79 52  
-----  
Bilodeau, Dennis Bamako ID, Dept of State Ph: 223 22 36 02  
Wash. DC 20521-2050 Fax: 223 22 39 33  
-----  
Brown, Mike PVO-NGO/NRMS, 1250 24th St. NW Ph: 202-293-4800  
Suite 500, Wash. DC 20037 Fax: 202-223-6971  
-----  
Catterson, Tom ARD, 110 Main St., Fourth Floor Ph: 802-658-3890  
P.O. Box 1397, Burlington VT 05402 Fax: 802-658-4247  
-----  
Christophersen, K. E/DI, 1400 I St NW, Suite 700, Ph: 202-289-0542  
Washington D.C. 20005 Fax: 202-289-7601  
-----  
Clark, Larry SCS, 6013 Lakeside Blvd. Ph: 317-290-3200  
Indianapolis IN, 46278 Fax: 317-290-3225  
-----  
Clausen, Robert NYZS, c/o USAID/Rwanda, B.P. 28, Ph: 250 37 193  
Kigali, Rwanda Fax: None  
-----  
Crawford, Paul Kigali ID, Dept. of State Ph: 250 75 746  
Washington, DC 20521-2210 Fax: None  
-----  
De Arman, Paul Banjul/USAID, Dept. of State Ph: 220 95 135  
Wash. DC 20521 Fax: None  
-----  
Diallo, Guimba PC/Mali, BP 85, Bamako, Mali Ph: 22 44 79  
Fax: None  
-----  
Diakite, Mana CARE, B.P. 143, Maradi, Niger Ph: 410-705  
Fax: None  
-----  
Djire, Issa O.H.V., BP 178, Bamako, Mali Ph: 223 22 40 64  
Fax: 223 22 39 33  
-----  
Fickes, Jim USAID/Senegal, B.P. 49 Ph: 221 32 00 45  
Dakar, Senegal Fax: 221 32 04 75  
-----  
Tom, Tom 1200 NY Ave. NW Ph: 202-662-2589  
Wash. DC 20006 Fax: 202-638-0036  
-----  
Fye, John SWM/Unit, Dept. of Ag. Services Ph: 220 82 836  
Yundun Ag. Station, The Gambia Fax: None  
-----  
Gartlan, Steve WWF, P.O. Box 303, Buea Ph: 237 32 23 31  
Republic of Cameroon Fax: 237 32 23 31  
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16

PARTICIPANTS: NRMS WORKSHOP, LOME, TOGO APRIL 30 - MAY 4, 1990

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NAME	ADDRESS	TELEPHONE/FAX
Hamadou, Bourahima	USAID/Niger, BP 11201, Niamey, Niger	Ph: 227 73 32 74 Fax: 227 72 39 18
Hanchett, Robert	AMEMBASSY Abidjan, Dept. State Washington, DC 20521-2010	Ph: 225 41 45 28 Fax: None
Hartney, Martin	PC/Guinea, B.P. 1927, Conakry, Guinea	Ph: 44-20-02 Fax: None
Heermans, John	9 Jackson St., Essex Junction VT, 05452	Ph: 802 879-7946 Fax: 802 879 4281
Humpal, Don	DAI, 4811 Chippendale Drive Suite 702, Sacramento, CA 95841	Ph: 916-344-5345 Fax: 916-344-1611
Jones, Phil	USAID/Senegal, BP 49, Dakar, Senegal	Ph: 221 23 33 07 Fax: None
Kramer, John Michael	E/DI, 1400 I St NW, Suite 700, Washington D.C. 20005	Ph: 202-289-0100 Fax: 202-289-7601
Langrand, Olivier	WWF, B.P. 738, Antananarivo (101) Madagascar	Ph: 2-402 84 Fax: 2 402 84
Lilywhite, Malcolm	DTI, Box 2043 Evergreen, CO 80439	Ph: 303-674-1579 Fax: 303 674 7022
Lawry, Steve	Land Tenure Center, 1300 Univ. Ave. Madison, WI 53706	Ph: 608-262-1150 Fax: 608-262-2141
McCarthy, Dennis	Burkina ID, Dept. of State Washington, DC 50521	Ph: 226 30 68 08 Fax: 226 30 89 03
McGahuey, Mike	AFR/TR/ANR, Room 310 SA-8a, Dept. of State, Wash. DC 20523-1515	Ph: 703-235-3788 Fax: 703-235-0785
McKay, Karen L.	DAI, 624 9th St. N.W., Suite 600 Wash. D.C. 20001	Ph: 202-783-9110 Fax: 202-783-2962
Morris, Julia	S&T/FSP, USDA Forest Service/IF/FSP P.O. Box 96090, Wash. DC 20090-6090	Ph: 202-453-9589 Fax: 202-447-3610
Nutakor, Wisdom	USAID/Cote d'Ivoire, Box 1000, Abidjan	Ph: 774011 Fax: None
Orsdol, Karl V.	AfDB, B.P.V. 316 Abidjan, Cote d'Ivoire	Ph: 225 320711 Fax: 225 321917

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ANNEX 4: GROUPING OF PARTICIPANTS

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GROUPS/ ROOM	NAMES	AFFILIATION	GROUP RAPPOR LEADER TEUR	THEMES	S.THEME FOCUS
1  MEET ROOM:  1411	Tim Resch	FSP	*****	Technical	
	Karen McKay	NRMS/LOE	*****	"	1
	John Heermans	Indep.	*****	Implement.	
	Barry Rands	USAID/Niger	*****	"	1
	Larry Clark	USAID/Gambia	*****	Policy	
	C.J. Rushin-Bell	USAID/Madag	*****	"	1
	J. M. Vigreaux	CARE/Togo			
	Jim Fickes	SECID			
	Bourahima Hamadou	USAID/Niger			
	Greg Austreng	APCD/Togo			
K. Christophersen	NRMS/LOE				
Mana Diakite	CARE/Niger				
2  MEET ROOM:  1611	D. Panther	USAID/Togc	*****	Technical	
	D. McCarthy	USAID/BF.	*****	"	2
	Mike McGahuey	AFR/TR/ANR	*****	Implement.	
	Rob Clausen	NYZS	*****	"	2
	Phil Jones	USAID/Sen	*****	Policy	
	Olivier Langrand	WWF/Madag.	*****	"	2
	Wisdom Nutakor	USAID/Ghana			
	Karl Von Orsdol	USAID/AfDB			
	L. Rakotondrabesa	WWF			
	John Fye	SWM/Gambia			
Fred Weber	Independent				
Gumba Diallo	PC/Mali				
3  MEET ROOM:  Keran	J. M. Kramer	NRMS/LOE	*****	Technical	
	B. Hanchett	REDSO/WCA	*****	"	3
	Mike Brown	NRMS/PVO	*****	Implement.	
	T. Catterson	ARD	*****	"	3
	Ben Stoner	AFR/TR/ANR	*****	Policy	
	P. Trenchard	PC/Burundi	*****	"	3
	Paul de Arman	SWM/Gambia			
	Jim Seyler	USAID/Sen			
	Issa Djire	OHV			
	Tom Fox	WRI			
Don Humpal	DAI				
Lou Verchot	USAID/Sen				
4  MEET ROOM:  Keran	Fred Sowers	U. Mich.	*****	Technical	
	Steve Gartlan	WWF	*****	"	4
	Julia Morris	FSP	*****	Implement.	
	Chris Seubert	NRMS/LOE	*****	"	4
	Dennis Biloedean	USAID/Mali	*****	Policy	
	Gary Tabor	AWF/Kenya	*****	"	4
	A. Ruzigamanzi	USAID/Rwanda			
	Martin Hartney	PCV/Guinea			
	Steve Lowry	I/T/C			
	Malcolm Lilywhite	DTI			
Paul Crawford	USAID/Rwanda				
Tony Pryor	AFR/TR/ANR				

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ANNEX 5: ASSIGNMENT OF WORKSHOP RESPONSIBILITIES

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 GROUP LEADERS, RAPORTEURS AND EXECUTIVE COMMITTEE MEMBERS  
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GROUP LEADERS			
GROUPS	TECH. INNOVATIONS	IMPLEMENTATION	POLICY
1	Tim Resch	John Heermans	Larry Clark
2	D. Panther	Mike McGahuey	Phil Jones
3	J. M. Kramer	Mike Brown	Ben Stoner
4	Fred Sowers	Julia Morris	Dennis Biloedeau

RAPORTEURS			
GROUPS	TECH. INNOVATIONS	IMPLEMENTATION	POLICY
1	Karen McKay	Barry Rands	C.J. Rushin-Bell
2	D. McCarthy	Rob Clausen	Olivier Langrand
3	B. Hanchett	T. Catterson	P. Trenchard
4	Steve Gartlan	Chris Seubert	Gary Tabor

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 EXECUTIVE COMMITTEE:  
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Ben Stoner	AFR/TR/ANR
Mike McGahuey	AFR/TR/ANR
Barry Rands	USAID/Niger
K. Christophersen	NRMS/LOE
Tim Resch	FSP
Paul Crawford	USAID/Rwanda
Mike Brown	NRMS/PVO

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