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**Non-Governmental
Organizations
and Natural Resources
Management:
An Assessment
of Eighteen
African Countries**

PVO-NGO NRMS Project

managed by:
**World Learning Inc., CARE,
and World Wildlife Fund**

Non-Governmental Organizations and Natural Resources Management:

An Assessment of Eighteen African Countries

EXECUTIVE SUMMARY

March 1993

**The PVO-NGO/NRMS Project:
Funded by the U.S. Agency for International Development**

Managed by:

World Learning Inc. (founded as the Experiment in International Living)

CARE

World Wildlife Fund

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FOREWORD

This document summarizes assessments done in 18 African countries under the aegis of the PVO-NGO/NRMS Project in July/August 1992. Broadly speaking, the assessments cover:

- the general context and issues impacting service providing non-governmental organizations (NGOs) and to a limited extent, community groups loosely defined as NGOs working in natural resources management (NRM) in each given country;
- the content of NGO work and general donor trends in NRM in the respective nations;
- the needs of NGOs so as to contribute more effectively to NRM in each country;
- types of activities that could be feasible in NRM in the given country; and
- the overall feasibility for a project like PVO-NGO/NRMS to operate in each nation.

The focus of the assessments is on institutional and technical programming issues rather than natural resources issues as might be addressed in a formal natural resources sector assessment.

It is important that all readers of the document understand that the individual country assessments in both the executive summary document and the papers encompassing full length assessments are *not* by any means exhaustive of the NGO situation in NRM in any country. Rather, the PVO-NGO/NRMS assessment attempts to render an accurate overview of active and potential opportunities in the natural resources sector. Far more information could have been provided in the assessments than was, had time and funding permitted. Nevertheless, we feel the thrust of the overall analysis would probably not have changed significantly.

The information and analysis provided are felt to accurately portray the current situation in each country. This should prove to be useful to help orient both potential donor and NGO programming in NRM in each country. For those ultimately interested in assessing a particular country's situ-

ation in greater depth for programming purposes, we hope this assessment will provide a strong foundation from which to begin.

To provide a sense of the limitations of the assessments undertaken, we note the following:

- 14 of the countries assessed were each covered in six or less days in the field;
- One country (Tanzania) for logistical reasons benefited from an assessment over a 10 day period; and
- Two countries and one region – Namibia, Ethiopia, and Eritrea (a region now under its own independent provisional government) – were covered by 'desk' assessments due to logistical reasons, each over a five day period.

The specific scope of work for the assessments is found in Attachment B to this document. As titled, this is an executive summary document. The full length country assessments are also available from the PVO-NGO/NRMS project. Requests for either the entire full length document, or individual sections relevant to the readers interest, may be made to the PVO-NGO/NRMS project. Comments on the assessments are welcomed.

A glossary of commonly used acronyms found throughout the text can be found in Attachment C. Finally, throughout the assessments community-level groups are distinguished from NGOs; the latter refer to service-providing or membership organizations which work for the benefit of communities. Private voluntary organizations (PVOs), for simplicity, is the equivalent term for U.S. NGOs working internationally.

Michael Brown
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Washington, D.C.

January 22, 1993

I. INTRODUCTION

1. BACKGROUND TO PVO-NGO/NRMS

The PVO-NGO/NRMS project is a U.S. Agency for International Development (USAID)/Washington-funded project which has operated since September 1989. The first phase of the project was completed in September 1991. An extension was granted for the project to function through March 1993. Both phases were funded under the Natural Resources Management Support Project (698-0467) of the Africa Bureau.

The project is managed by a Management Consortium of U.S. private voluntary organizations (PVOs) which includes World Learning Inc. (formerly the Experiment in International Living), CARE, and World Wildlife Fund (WWF). The overriding objective of PVO-NGO/NRMS since its inception has been to strengthen the technical and institutional capacity of non-governmental organizations (NGOs) working in Africa in the field of natural resources management (NRM). The project has focused on provision of technical assistance, training support and information exchange as a means to accomplish this objective.

The project has targeted activities during this period in four focal countries: Cameroon, Madagascar, Mali, and Uganda. In each country, a Country Working Group (CWG) or country consortium was formed which set the agenda for what activities in NRM would be prioritized. A Country Lead Agency (CLA) was selected from within the CWG. In Mali and in Madagascar the CLA is a national NGO or consortium of national NGOs, while in Cameroon the CLA has been an international NGO, and in Uganda it has been a consortium of both national and international NGOs.

In all instances, the Management Consortium empowered the four CWGs and CLAs to take the lead in identifying what specific activities in NRM would be undertaken. The role of the Management Consortium and project staff has been to provide the technical and institutional support to the four CWGs and their respective CLAs so that they were empowered in fact, not just rhetorically.

In addition to the target or focal country programs, the project has supported a regional program which has under-

taken a diverse range of activities including the following: (1) an international workshop on buffer zone management bringing together NGO, government, and resource-user populations to jointly analyze three different buffer zone situations in Uganda; (2) an assessment of economic options to development in the Dzangha-Sangha Forest Reserve in the Central African Republic; (3) development of a methodology to assess the potential for natural regeneration on farmers' fields in the Sahel; (4) an assessment of NGO approaches to NRM in the pastoral sector in East and West Africa, with an international workshop on the subject to be held in February 1993; (5) a workshop on research center/NGO approaches to agricultural research held in Kenya for representatives from four African countries; (6) a participatory rural appraisal (PRA) workshop bringing NGO and government representatives from six African countries to Kenya; (7) an international workshop on NGO/community-based approaches to conservation in Southern Africa; (8) a workshop in Mali bringing together journalists from several Sahelian countries with Malian NGOs to develop ways to strengthen the interaction between the two to achieve production and dissemination of higher quality oral and written information on NRM to the Sahelian public; (9) presentation of the PVO-NGO/NRMS approach to NRM with NGOs in Africa at the Global Forum meetings coinciding with the Earth Summit in Rio de Janeiro; and (10) an assessment of NGO impact on natural resources policy at the government level in Kenya and Uganda.

Based on the 1992 external mid-term evaluation of the PVO-NGO/NRMS project, it appears as if PVO-NGO/NRMS has largely achieved its stated objectives. The primary questions confronting PVO-NGO/NRMS as of January 1993 are the following: (1) will financial sustainability for the four target country programs be secured in the coming months from respective USAID missions, through other donors, or via some combination thereof; and (2) will the PVO-NGO/NRMS project succeed in obtaining additional funding to start new rounds of focal or target country activities, maintain a strong regional program, and in so doing offer USAID or other donors a proven model for working with NGO consortia in NRM in Africa or elsewhere in the world? A proposal to this effect has been submitted to USAID/Washington at the time of this writing.

2. RATIONALE FOR THIS ASSESSMENT

The PVO-NGO/NRMS project incorporated a "pre-catalytic activities" or "new initiatives" fund into its activities during the one and a half year extension phase running from October 1991 through March 1993.

The purpose of the new initiatives fund was to lay the groundwork for countries in which the project could *potentially* focus activities during a Phase II. It was decided by the Management Consortium that the first major activity under new initiatives should be to undertake a rapid, albeit accurate and analytical, assessment of NGO situations in NRM in a number of African countries.

In addressing the issue of a multi-country assessment, the objective of the Management Consortium was to assess a broad sample of countries throughout Africa. Nations were selected to assure that a range of countries bearing different characteristics be assessed. These characteristics in the sample included both small and large countries, both land-locked and coastal or island countries, countries where USAID support for NRM is strong or conversely where it was thought to be weak. Countries were selected where ongoing Management Consortium programs operate or where the Management Consortium has no presence at all, and in countries where new opportunities for working with NGOs appear exciting. In addition, countries were selected where the knowledge base on NGO activities in NRM is either strong or else very limited. In sum, countries were selected not only because they may have promise in terms of future funding opportunities with USAID, but also because the exercise may highlight information which could prove useful for the NGO community in the particular country and for potential collaborating agencies from outside the country.

To arrive at a sample, the following procedure was followed. Each member of the Consortium – World Learning, CARE, and WWF – all nominated three countries it wished to see assessed; USAID/Analysis, Research and Technical Support (ARTS)/Food, Agriculture and Resources Analysis (FARA) nominated three countries; the consortium associates to the PVO-NGO/NRMS project, comprised primarily of a group of PVOs and several private sector firms, nominated two countries, and finally the project director of PVO-NGO/NRMS nominated two countries. The Project Director and the Management Consortium assured that several lesser-known countries were assessed.

In selecting countries, the objective was to guarantee that

many types of situations would be assessed. It was felt that a driving objective of the assessment should be to provide all interested parties to NGO activities in NRM in Africa with the opportunity to benefit from this assessment. Finally, the assessment was meant to complement USAID's analytical agenda which seeks to determine how different policies and programs can positively impact on NRM activities in Africa.

The greatest constraint to the assessment was the amount of time which was available for each given country. So too, the necessity of receiving travel clearance from USAID missions proved challenging in certain instances. Missions forced the elimination of several countries, including South Africa, Botswana, and Angola.

In the process of countries falling out, several additional countries were added, including: Togo, Congo and Mauritius. Togo was added because the Management Consortium felt it would be interesting to look at Togo and Benin together as a possible "NGO unit." Congo was added at the behest of USAID/Washington. Mauritius was added due to proximity to the Seychelles and complications surrounding a planned assessment in Namibia. This opened the opportunity to visit another unique, very small country.

Finally, because of perceived future potential opportunities, desk studies were undertaken for Namibia, Ethiopia, and Eritrea, despite the fact that USAID mission clearance to undertake assessments in these countries was not obtained.

3. OVERVIEW OF RESULTS

While the assessment was more cursory in several countries, key NGO issues in NRM along with a sense of the appropriateness of PVO-NGO/NRMS (or other similar capacity building projects) to operate in all of the countries has been obtained. Due to time constraints, in-depth information on NGO activities in NRM for several of the countries is lacking. While Namibia could unfortunately not be visited, written documentation on NGO activity in Namibia is available. Discussions with people familiar with Namibia rounded out the picture to a degree.

Overall, countries were considered to be appropriate or inappropriate to work in on the basis of a number of criteria relating to:

- NGO experience in the country;
- enabling or disabling environment from a policy perspective;
- government and donor trends in NRM programming;

- USAID programming in NRM and potential support for a PVO-NGO/NRMS *style* project;
- NGO perceived needs;
- the feasibility of targeting NGOs for institutional strengthening;
- NGO technical capacity in NRM; and
- potential linkage with existing NRM networks.

In countries where USAID is unable or disinclined to provide support for a potential activity, the assessment still provides valid information for other interested actors. A number of the country assessments fall into this category.

Finally, because the country assessments were undertaken by six different consultants (see annex for names and coordinates of consultants), and because different countries offer such different situations, the assessments (particularly the full length versions) vary in terms of length, content, and occasionally structure. The assessment for Senegal for example is not comparable with that of Burundi, since so much more information on NGO activities is available for Senegal than for Burundi, and since donors have simply been far more active in NRM activities in Senegal than in Burundi. Differences between countries in the quantity and quality of information available on NGOs in NRM is most visible in the full length country assessments.

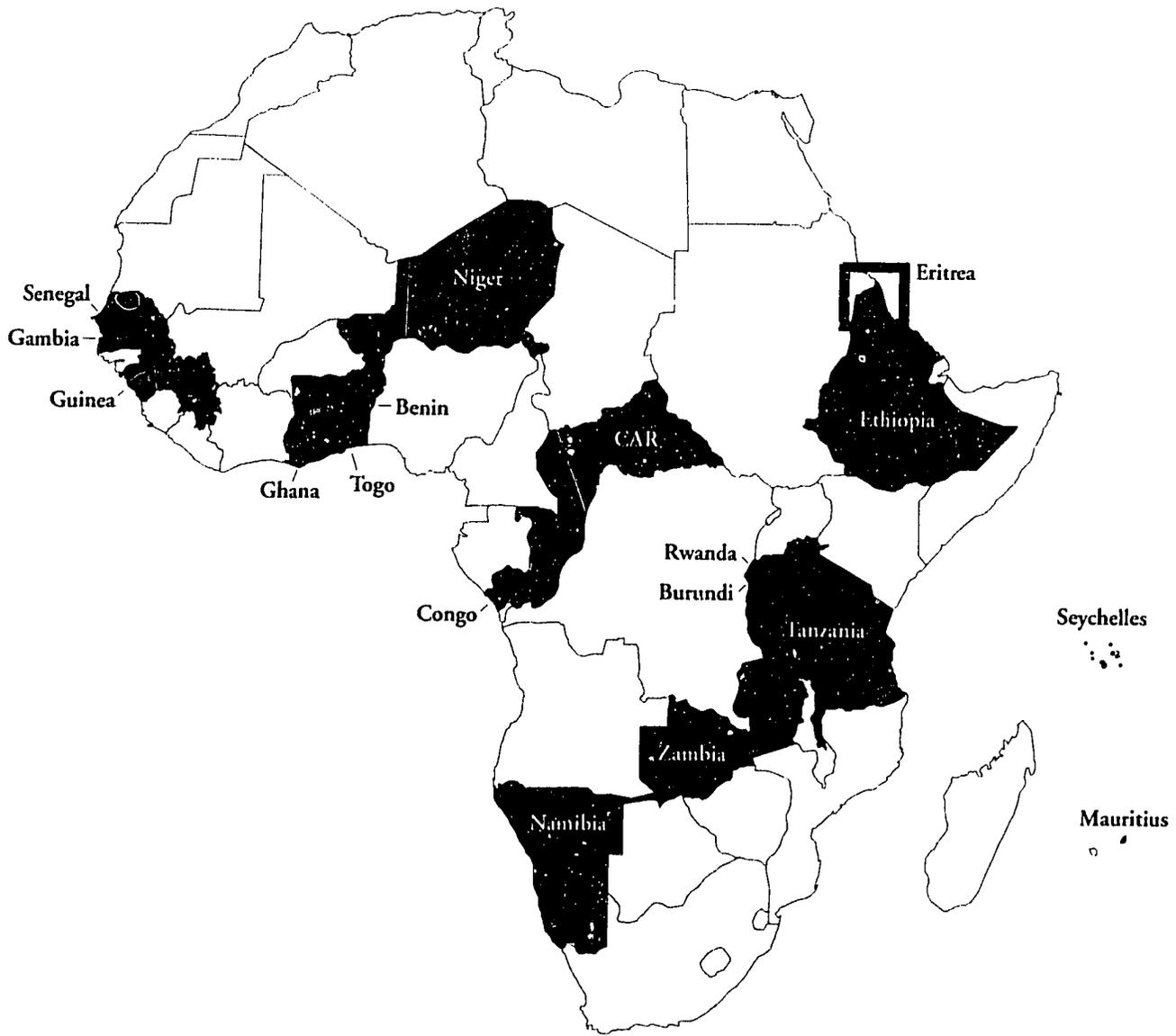
4. SUMMARY OF RECOMMENDATIONS

Recommendations are based on the criteria "bulleted" in Section 3 above. While the primary focus of the assessment has been to gauge the NGO/NRM situation and on that basis recommend where the PVO-NGO/NRMS project could consider working, the recommendations have been prepared with a wide readership in mind. Other NGO support 'umbrella' projects, be they funded by multilateral or bilateral donors, could potentially use the information provided to orient preparatory field missions for eventual programming in NRM in Africa.

Recommendations are organized on a country by country basis, and are structured according to highlights coming out of the assessment criteria. The assessment rating found in Table 1 on page 6 provides an overview of where a PVO-NGO/NRMS type activity is recommended on the basis of:

- objective NGO/NRM criteria independent of USAID interests, or
- USAID/Washington or individual USAID mission interest.

The matrix on pages 7 through 10 provides in summary form an overview of the major findings.



The African Continent

II. OVERVIEW OF FINDINGS

Results of the assessments found that there are many countries in Africa which could benefit from PVO-NGO/NRMS style activities, and in which such activities could be feasibly undertaken given NGO needs and the enabling environment. As might be expected, many opportunities and needs identified in one assessment resonate in one or more of the other country assessments. The Overview of Findings Matrix on pages 7-10 summarizes the findings.

This section of the executive summary highlights where opportunities to work with NGOs on NRM exist in the countries assessed. Emphasis in this section is not placed on whether USAID missions are or might be interested in this type of activity. It therefore is meant to be of use for any reader interested in the results of the NGO/NRM assessment. This section provides some of the rationale behind the NGO/NRM assessment ranking shown page 6.

Countries assessed which offer *strong opportunities* for NGO work in NRM include the following:

- Benin
- Congo
- Ethiopia
- the Gambia
- Guinea
- Mauritius
- Namibia
- Niger
- Rwanda
- Senegal
- Seychelles
- Tanzania

Countries assessed which offer a fair opportunity include:

- Central African Republic
- Eritrea
- Ghana
- Togo

“Fair opportunity” here means that while there is some in-country interest, the enabling environment may not be optimal, the NGO community may be too disorganized

and/or preoccupied in other sectors, or there may simply be too much political instability for the time being in the country.

Countries with *slight opportunity* include:

- Burundi
- Zambia

“Slight opportunity” refers here to the NGO community being highly limited and/or their interest in NRM being slight, and for the enabling environment not necessarily being as optimal as it could be.

While the specific reasons differ country by country (see individual country assessments below) the over-arching reason for a “strong” assessment rating in particular countries relates to:

- the self-perceived needs of the NGO community and expressed desire to become involved in an activity like this;
- the objectively perceived opportunity for a consortium-building project focusing on capacity building to strengthen NGO skills;
- the enabling environment, specifically government attitudes toward the activity; and
- NGO experience in NRM activities (or desire to become more involved).

The ranking involves more than a degree of subjectivity. The ratings do, however, reflect the tenor and recommendations of each of the assessments.

Finally, while only the Ethiopia assessment discusses the appropriateness for a follow-on in-depth analysis which could lead to initiation of a PVO-NGO/NRMS program, this same recommendation could be applicable for other countries where USAID Missions or other donors seek to more concretely explore and/or operationalize NGO programs in NRM.

The executive summaries that follow encapsulate the major findings of each of the country assessments.

Table 1 NGO/NRMS Assessment Ratings

Countries Assessed	Perceived NRM Opportunity ⁽¹⁾	AID Interest ⁽⁸⁾
Benin	1	1
Burundi	3	3
Central African Republic	2	4
Congo	1	2
Eritrea ⁽²⁾	2	—
Ethiopia ⁽²⁾	1	2
Gambia	1	1
Ghana	1	2
Guinea	1	1/a ⁽³⁾
Mauritius	1	4/p ⁽⁴⁾
Namibia ⁽²⁾	1	3/b ⁽⁵⁾
Niger ⁽⁶⁾	1 ⁽⁷⁾	1/b ⁽⁵⁾
Rwanda	1	3
Senegal	1	1-2/a ⁽⁹⁾
Seychelles	1	4
Tanzania	1	2
Togo	2	3
Zambia	3	3

Key: 1 = Strong; 2 = Fair; 3 = Slight; 4 = None; a = conditional; b = uncertain; p = probable

(1) Perceived NRM opportunity refers to the perception of PVO-NGO/NRMS based on assessment that an opportunity does or does not exist independent of USAID interest.

(2) Desk study only.

(3) Based on information from USAID/Guinea.

(4) Based on presumed USAID interest given current programming trends.

(5) USAID interest either not explored or uncertain.

(6) Based on PVO-NGO/NRMS assessment undertaken in Niger in 1990.

(7) Based primarily on 1990 assessment of opportunity.

(8) Refers to USAID Mission's interest in the respective country.

(9) Based on information from USAID/Senegal.

Overview of Findings Matrix

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Benin	<ul style="list-style-type: none"> Recent burgeoning Weak skills generally 	<ul style="list-style-type: none"> Encouraging 	<ul style="list-style-type: none"> Decentralization through NEAP UNDP's Africa 2000 USAID focus on health, education, socio-economic services, with potential NRM interest as "target of opportunity" 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Excellent overall Potential constraint for USAID mission due to NRM as "target of opportunity" vs. focus
Burundi	<ul style="list-style-type: none"> Very limited 	<ul style="list-style-type: none"> Becoming more conducive NGO status still somewhat confused 	<ul style="list-style-type: none"> Decentralization policy Forthcoming NEAP and Africa 2000 National environmental education plan through Peace Corps. NRM is no longer a USAID focal area 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Premature for focal country program given limited NGO community and Africa 2000 project Bring into regional program activities
Central African Republic	<ul style="list-style-type: none"> Few NGOs Thin line between NGOs and government Overall somewhat weak relative to other countries 	<ul style="list-style-type: none"> Ambiguous in current political and economic environment 	<ul style="list-style-type: none"> Generally ambiguous pending elections Major EEC NRM initiative for April 1993 Major WWF ICDP activity ongoing in southwest (Dzangha-Sangha) Low USAID priority in NRM 	<ul style="list-style-type: none"> Networking across regions Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Premature for focal country program Potential to bring into regional program activities
Congo	<ul style="list-style-type: none"> Most are bureaucratic creations Few national NGOs servicing communities 	<ul style="list-style-type: none"> Significant structural adjustment program theoretically providing strong NGO opportunities 	<ul style="list-style-type: none"> Significant interest Little programmed for local NGOs USAID "small country program" managed from USAID/W has environmental focus 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Very good
Eritrea	<ul style="list-style-type: none"> Embryonic after 30 years of war 	<ul style="list-style-type: none"> Strong provisional government role "Planned obsolescence" is objective for international NGOs from government perspective 	<ul style="list-style-type: none"> Department of Agriculture involved in NRM training for NGOs EAP planned Potential UNDP role USAID discussions with PGE not yet finalized 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Premature for focal country Potential to bring into regional program
Ethiopia	<ul style="list-style-type: none"> Over 75 NGOs with 80% of these international Strong experience in famine relief 	<ul style="list-style-type: none"> Strong government respect for NGOs Government accepting role for national NGOs in evolving pluralism and decentralization Supportive of skill transfer program Strong donor support as long as national reconciliation continues 	<ul style="list-style-type: none"> New government ministry for NRM World Bank financing for forestry Action Plan Reconstitution of national parks planned UNDP, IUCN, UNSO, WFP, NORAD, SIDA, UNICEF, USAID are all active USAID interest is function of how food security could be enhanced 	<ul style="list-style-type: none"> NGOs must shift programming from relief to development Limited financial resources for national NGOs 	<ul style="list-style-type: none"> Potential for becoming a focal country

Overview of Findings Matrix (continued)

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Gambia	<ul style="list-style-type: none"> Limited national experience in NRM Several strong donor-sponsored NRM programs Multitude of new NGOs 	<ul style="list-style-type: none"> Positive Strong state support Government playing increasing coordination role Policy constraints addressed in EAP 	<ul style="list-style-type: none"> Promotion of participatory planning and implementation USAID supports legislative reforms to enable greater local NRM UNSO supports EAP UNDP supports NGO umbrella organization (TANGO) GTZ works in BZM 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Good potential Need to work fit with evolving USAID NRM portfolio to be feasible
Ghana	<ul style="list-style-type: none"> Characterized by small community-based groups working largely in isolation Two umbrella groups exist: NENGO for environment and GAPVOD for development NGO work 	<ul style="list-style-type: none"> Welcoming Serious decentralization effort through NEAP Government support for NGO promotion 	<ul style="list-style-type: none"> Support for pilot village land management through World Bank project Dynamic African 2000 program UNDP support to GAPVOD AID support for non-traditional export crops 	<ul style="list-style-type: none"> Information sharing and across-the-board technical and institutional assistance 	<ul style="list-style-type: none"> Potentially feasible but perhaps premature given ongoing activities and apparent NGO community's internal strains
Guinea	<ul style="list-style-type: none"> Recently burgeoning Few of the 200 plus actually operational 	<ul style="list-style-type: none"> Government decentralization encouraging NGOs Attempt to inject rigor between NGO categories: associations, service organizations, professional groups, etc. 	<ul style="list-style-type: none"> EAP in preparation USAID major watershed management activities in Fouta Djallon World Bank, UNDP, FAO, EEC, UNESCO are all active in agricultural sector activities and some biodiversity work 	<ul style="list-style-type: none"> Across-the-board technically and institutionally Inter-NGO coordination 	<ul style="list-style-type: none"> Good potential High demand for assistance could be challenging in service delivery
Mauritius	<ul style="list-style-type: none"> Small but talented in environmental sector Large in social services with MACOSS umbrella organization 	<ul style="list-style-type: none"> Functioning democratic parliamentary system in country makes it unique in region Government reportedly hopes NGOs become strong implementors as well as excellent advocates 	<ul style="list-style-type: none"> Limited in environmental sector Government would like to develop larger portfolio post-UNCED USAID has no NRM program and none envisioned 	<ul style="list-style-type: none"> Attaining technical competence in project implementation Professionalizing staff Coordination 	<ul style="list-style-type: none"> Excellent on regional basis Focal country program could be constrained by NGO staff/infrastructure constraints "Middle income" status constrains donors in NRM
Namibia	<ul style="list-style-type: none"> 125 NGOs Weak grassroot organizations A number of strong national NGOs 	<ul style="list-style-type: none"> As yet no intermediate government structures exist creating intersecting opportunity/constraint Scant extension capacity Land tenure remains potential constraint to community-based NRM No NGO legislation 	<ul style="list-style-type: none"> USAID's LIFE project targets NRM in Caprivi and Bushmanland READ will promote socio-economic development through community-based organizations 	<ul style="list-style-type: none"> Weak infrastructure and management systems Across-the-board technical and institutional strengthening 	<ul style="list-style-type: none"> Good if USAID recognizes the potential complementarity between LIFF READ and PVO-NGO NRM Danger of NGO community becoming overextended

Overview of Findings Matrix (continued)

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Niger	<ul style="list-style-type: none"> • Many international NGOs • Few national NGOs • Fairly undeveloped NGO umbrella organization compared with others in Sahel (GAP) 	<ul style="list-style-type: none"> • Improving as of 1990 vis à vis government • Constrained by overall economic crisis in country 	<ul style="list-style-type: none"> • Government seeks to amend existing texts to facilitate NGO work • Both government and donors try to amend Rural Code and resolve land tenure issues to promote greater community participation in NRM 	<ul style="list-style-type: none"> • Clarified legal status • Increased flexibility to work at community level • Across-the-board technical and institutional strengthening 	<ul style="list-style-type: none"> • Potentially good if government supportive • Improving as CAP
Rwanda	<ul style="list-style-type: none"> • Considerable in agriculture and natural resources sector • Wide variety of in-country training services 	<ul style="list-style-type: none"> • Positive policy environment • High percentage of country under protected area status • Highly participatory NEAP with government/NGO collaboration • Civil strife still unsettling 	<ul style="list-style-type: none"> • Government support of private sector NRM initiatives • Continued European donor support of tree planting/community woodlot projects • USAID shift in portfolio away from NRM as key focal activity to "target of opportunity" 	<ul style="list-style-type: none"> • NRM technical skill areas • PRA • Information exchange with communities in other countries 	<ul style="list-style-type: none"> • Some potential through USAID PVO project • Limited as stand-alone activity • Civil strife problematic
Senegal	<ul style="list-style-type: none"> • Considerable since 1970s • Reasonable technical strength in forestry-related activities • Well known NGO umbrella organization (CONCAD) covering many sectors 	<ul style="list-style-type: none"> • Government push to decentralization could favor NGOs • Good potential for collaboration with USAID's PVO Strengthening project and Africa 2000 • Relative sophistication of Senegalese NGOs in donor dealings 	<ul style="list-style-type: none"> • Much NRM activity on policy and field level • With decentralization, support of grassroots participatory methodologies • USAID bolstering linkage between agricultural research and NGOs to influence community adoption of improved NR-based technologies 	<ul style="list-style-type: none"> • Greater coordination on environmental issues • Project design and implementation skills • Strengthened extension capacity of NRM technologies 	<ul style="list-style-type: none"> • Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest • Excellent potential as non-focal country through regional program
Seychelles	<ul style="list-style-type: none"> • Few NGOs until recently, most operate ad hoc • Nucleus of international conservation NGOs with local affiliates • New NGO environmental lobby • LUNGOS umbrella organization still weak 	<ul style="list-style-type: none"> • Democratization processes permitting greater role for NGOs • Government more supportive of NGOs 	<ul style="list-style-type: none"> • No discernible trend • World Bank/UNEP environmental management plan completed • No USAID support for NRM • Government open to NRM/environmental projects • Particularly supportive of protected areas 	<ul style="list-style-type: none"> • Financial support to develop NGO infrastructure • Project design and implementation skills • Sharpened awareness raising/negotiation skills • Some EIA/integrating conservation with development skills 	<ul style="list-style-type: none"> • Excellent for a donor willing to support an NGO program in a "middle income country" • Good for PVO-NGO/NRMS if linked to other Indian Ocean countries
Tanzania	<ul style="list-style-type: none"> • Of 400 registered NGOs most in welfare and relief • Most institutionally weak • Limited technical capability 	<ul style="list-style-type: none"> • Supportive of democratic processes • Government anticipates much NGO participation in development broadly, and forestry activities in particular 	<ul style="list-style-type: none"> • Canada, Sweden, Norway, U.K., and World Bank have broad NRM portfolios • NRM is not an USAID focus 	<ul style="list-style-type: none"> • Across-the-board technical and institutional strengthening 	<ul style="list-style-type: none"> • Good if centrally-funded • Potential through other donors

Overview of Findings Matrix (continued)

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Zogo	<ul style="list-style-type: none"> • Most of the 50 odd national NGOs formed in the last three years • Most NGO experience is in rural development • Two umbrella groups: FONGTO (for donors small grant programs) and COMET (for environmental NGOs) 	<ul style="list-style-type: none"> • Tenuous political situation • Weak environmental policy constraining • No inter-ministerial coordination on environment 	<ul style="list-style-type: none"> • Donors pushing for new approaches to NRM • Government claims openness to participatory approaches to buffer zone management • USAID does not target NRM issues perse • World Bank laying basis for EAP through support of pilot projects in NRM 	<ul style="list-style-type: none"> • Participatory methodologies empowering communities in NRM • Across-the-board technical and institutional strengthening 	<ul style="list-style-type: none"> • Fair as a focal country program • Better if linked to potential effort with Benin
Zambia	<ul style="list-style-type: none"> • Limited in NRM save for major internationals • Generally weak • Somewhat indifferent to coordination/direction • Poor perception of NGOs among government and donors • Two umbrellas organizations: Zambia Council for Social Development and NGOCC (with an environmental working committee of Lusaka-based NGOs) 	<ul style="list-style-type: none"> • Good for community level activities • Weak for support of other types of NGOs 	<ul style="list-style-type: none"> • Government investing in district and local councils, not NGOs • WFP famine relief avoided NGOs during drought • World Bank and USAID both undertaking NRM assessments • NRM is a "target of opportunity" for USAID rather than a focus 	<ul style="list-style-type: none"> • At all infrastructural levels • Across-the-board technical and institutional strengthening 	<ul style="list-style-type: none"> • Limited given current conditions in the NGO community, its seeming indifference to coordination, and IUCN's attempt to coordinate NGOs around NRM/environmental issues already ongoing

Glossary of Category Headings used in the Overview of Findings Matrix

NGO EXPERIENCE

NGO experience in NRM in general

ENABLING ENVIRONMENT

Enabling environment regarding government action

GOVERNMENT/DONOR TRENDS

Government/donor trends in NRM activities

NGO NEEDS

NGO perception and/or consultant perception of needs to more effectively implement/promote NRM activities

FEASIBILITY

Opportunity for PVO-NGO/NRMS to work in the country

BENIN

EXECUTIVE SUMMARY

1. NGO Experience

As elsewhere in the region, the local NGO movement did not get off the ground until the recent dramatic change in government and its policies. NGOs are forming in all sectors, although many are concentrated in the social sectors. NGOs engaged in NRM activities are involved in diffusion of improved cookstoves, education campaigns, (including translation of environmental messages into local languages), organic farming, appropriate technology, tree planting, and integrated farming/animal husbandry.

Certain training centers, such as Project Songhai (sustainable agriculture, literacy) and the Association pour le Développement des Initiatives Villageoises (ASSODIV) (principally animal traction; also literacy and basic veterinary skills) seem to have adequately trained personnel; Centre d'Information de Recherche et d'Action pour la Promotion des Initiatives Paysannes (CIRAPIP) has a team of community animators that apparently does good work. These groups may be the exception, however. Most groups have no permanent personnel and rely on government agents for NRM technical input.

2. Enabling Environment

Government policy is encouraging for the development of a viable NGO community. The general national trend is towards decentralization, liberalization, and democratization. The government recently established an office for NGO coordination, though this unit is not yet very active.

3. Government and Donor Trends in NRM Programming

The government, with support from the World Bank, the French government, the United Nations Sudano-Sahelian Office (UNSO), and the Deutsche Gesellschaft für Technische Zusammenarbeit (GTZ), is elaborating a National Environmental Action Plan (NEAP). Regional workshops were held, followed by village surveys, *to solicit input from the grassroots*. The NEAP recommends a new conceptual framework based on a decentralized, participatory approach to environmental stewardship. The World Bank is soon to finance a large NRM program that will include



experimentation with *approche aménagement/gestion de terroir (AT/GT)* as well as community participation in park and watershed management. The Bank is open to collaborating with NGOs if credible players can be identified and are actively seeking an international NGO partner. There is seemingly much potential for collaboration with the PVO-NGO/NRMS initiative.

Peace Corps has a forestry program and, with USAID backing, is studying the possibility of developing a program of support to local NGOs. The United Nations Development Programme (UNDP) will start Africa 2000 activities in the next few months. (Africa 2000 is a UNDP-funded project created to support and link the work of environmental African NGOs and community-based groups.)

4. USAID Programming and Potential for PVO-NGO/NRMS Projects

USAID/Benin, as a small mission, is required to concentrate efforts in a limited number of sectors. USAID is focusing on primary education reform; primary health care, rural water and sanitation; and promotion of the private sector. The USAID Director places a great deal of importance on developing the capacity of local NGOs to play a significant role in civil society. The mission's proposed program for fiscal year 1994 has the objective "to strengthen newly established NGOs' ability to provide key socio-economic services." Thus, while their focus is not NRM per se, *the mission is demonstrably interested in the PVO-NGO/NRMS approach and objectives*, based in part in a belief that it could

serve as a model for efforts in other sectors. The Mission Director is open to exploring possibilities for collaboration and to using mission funds if the project activities are broadened to ensure that target NGOs in health and education are major beneficiaries of project activities.

5. NGO Perceived Needs

The needs identified in capacity strengthening for Benin's NGOs include:

- strategic planning;
- financial management;
- project identification and management;
- monitoring and evaluation systems; and
- participatory methodologies.

6. Targeting NGOs for Institutional Strengthening

Institutional strengthening activities would be advisable and welcome. As elsewhere, the community is diverse, with few specialized groups, and faces an array of organizational needs. Few donors are addressing these needs. Africa 2000 is just commencing and appears to be taking the form of programs elsewhere, thus suggesting potential for collaboration and complementarity.

There are presently two umbrella groups: the Conseil des ONG au Benin (CONGAB), which was formed before the

political opening; and the Fédération des ONG du Benin (FENONG) which has just been created. The momentum seems to be with FENONG, but its strength is unproven. FENONG has created sectoral committees and is planning training activities. Catholic Relief Services (CRS) is the only American PVO in-country; CRS has some NRM and training activities and potential interest in PVO-NGO/NRMS.

General Conclusions/Recommendations

- Benin is an exciting place to work at this time. There is optimism for positive change.
- The USAID mission is encouraging on the PVO-NGO/NRMS concept and would seemingly support a more extensive examination to determine a potential project structure and management modalities even though NRM is a "target of opportunity" area for the mission.
- If Togo is not slated to become a project focus country, Togolese participation in Benin PVO-NGO/NRMS activities would be highly recommended. While the political situations would not be conducive to a joint program at this time, the similarities in environmental issues, as well as the socio-economic situation, warrant promotion of collaborative actions in the future.

BURUNDI

EXECUTIVE SUMMARY

1. NGO Experience

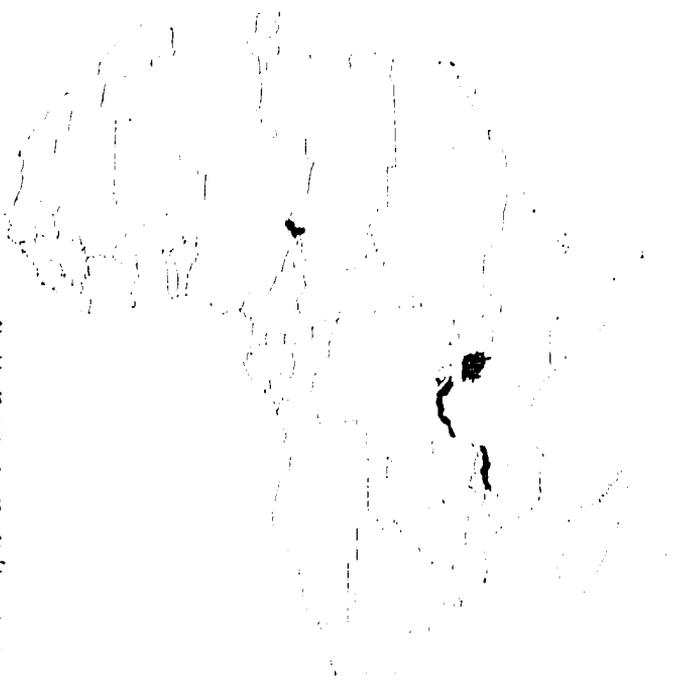
NGOs are not a well developed component of the private sector in Burundi. Under previous political regimes peasant groups and cooperatives were formed for political objectives to "mobilize the masses." According to the Director General of the National Institute for the Environment and Conservation of Nature (INECN), "the idea of a non-religious apolitical NGO is virtually unknown in Burundi; people simply don't know what they are and are suspicious of intentions." Indeed, until recently it was illegal to have a meeting of more than fifteen people without written permission from the government.

The situation is beginning to change, however, and the NGO community is mobilizing and seeking ways to work with peasant groups directly and not through the Government of the Republic of Burundi (GRB). A great deal needs to be done to legitimize NGOs in the eyes of the rural population. There is still little activity in the NGO sector in general and natural resources/sustainable agriculture in particular.

2. Enabling Environment

During the past year there has been a relaxation of control by the GRB, providing a climate for NGO growth. Strictly speaking there are still no legal NGOs, but the issue is one of semantics as the statutes are being changed. Local NGOs are currently under the jurisdiction of the Ministère de l'Intérieur et du Développement de la Collectivité Locale. Foreign NGOs are under the jurisdiction of the Ministère des Relations Extérieures et de la Coopération. The laws are being changed so that all will fall under the Secrétariat de l'Etat Chargé de la Coopération. This change is expected to promote collaboration and equal opportunity for NGOs. For example, it will afford local NGOs the tax-free import status that foreign NGOs currently enjoy.

The GRB is interested in promoting collaboration between foreign and local NGOs, seeing potential benefit in access to: funding, expertise, training, and institutional organization. The GRB believes that ultimately it will be beneficial for NGOs to regroup into federations or collectives that work in the same sector "for better collaboration



and coordination." However, control is also thought to be a factor in promoting collaboration.

There remains confusion about the GRB's perception of the role of NGOs and its own role in "managing" them. The GRB and the NGO community are collaborating on NGO policy reform, including the issue of autonomy of private organizations. The new decentralization policy, whereby local communities and NGOs are expected to play a major role in the development of rural areas, seems conducive to an expanded role for NGOs.

3. Government and Donor Trends in NRM Programming

Most donors are involved in some way in agricultural production, rural development and natural resources management. The Food and Agriculture Organization (FAO) supports production of food crops, fisheries, forestry, agro-forestry, livestock, and agricultural transformation. The Belgian aid program is particularly active in agricultural research and extension. The World Bank supports the restructuring of farmer training programs and will initiate a major NRM policy and project assistance program in 1993, including developing the Stratégie Nationale Environnemental du Burundi (SNEB), the NEAP for Burundi. Peace Corps, in collaboration with INECN, is assisting with a national environmental education plan.

Africa 2000 is planning to work with local community groups to promote a "situation conducive to the growth of

NGOs." CARE is involved in the Rumonge agro-forestry project. An important component of this project is the development of managerial and technical capabilities in local institutions.

Particularly notable in these projects is:

- the almost complete lack of involvement of NGOs (including cooperatives); and
- the tremendous burden placed on the government in terms of the provision of counterparts and monitoring activities.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

While Burundi is one of USAID's 14 Africa focus countries, NRM is not a focal area. USAID's main focus is private sector assistance through policy reform which is intended to encourage the expansion of small and medium-scale enterprises and exports. The mission is supportive of strengthening NGOs, but in the area of private sector development. However, there are opportunities to involve NGOs in USAID-sponsored training activities and this should be pursued by NRM-oriented NGOs. Further, USAID has commissioned several studies that could be of use to the NGO community in developing their capacities.

5. NGO Perceived Needs

The strengths of the NGO community include: many educated and experienced individuals; a liberalizing environment for NGO development; and available donor monies. NGO needs are considerable and include:

- training in:
 - management;
 - accessing donor funds;
 - project design;
 - project monitoring;
 - training of trainers;
 - participatory techniques: participatory rural appraisal (PRA) and rapid rural appraisal (RRA);
 - accounting;
 - extension techniques; and
 - mechanisms for working with local communities.
- institutional strengthening in:
 - how to organize:
 - negotiation skills (land tenure, NGO policies);
 - how to work effectively with the donor community;

- information exchange/lessons learned; and
- exchange visits to NRM projects outside of Burundi.

6. Targeting NGOs for Institutional Strengthening

The World Bank Twitezimbere project starts in 1993 and will have a component of support and training for NGOs, local and foreign. CRS provides training workshops in community participation and project identification, preparation and management. The Programme Régional de Formation et d'Echanges pour le Développement (PREFED), the Institut Africain pour le Développement Economique et Social (INADES), and Africa 2000 will also be offering training to NGOs.

7. NGO Technical Capacity in NRM

There are individuals within NGOs with strong technical experience. This is particularly true in the areas of forestry, agro-forestry and solar energy. There is solid expertise at the University of Bujumbura in solar energy and alternative technologies with an equipped research station.

General Conclusions/Recommendations

- It would be premature and overtaxing to launch another NRM "support activity" like PVO-NGO/NRMS in Burundi. Africa 2000, now operating in 10 other African countries, will be involved in this area. Inviting key individuals from the NGO sector to participate in regional PVO-NGO/NRMS activities should be the extent of the program's involvement in Burundi for the moment.
- CRS, INADES, PREFED, and the soon to be launched Africa 2000, all offer or will offer training courses in Burundi on a variety of topics suitable for NGO development.
- The University Research Center in Alternative Energies (CRUEA) at the University of Bujumbura should be supported as a regional resource training center in appropriate technologies.
- A round table should be organized for GRB, donors and NGOs so that they can strengthen their relationships. Since PVO-NGO/NRMS does not operate in-country, this might perhaps be best catalyzed by Africa 2000.

CENTRAL AFRICAN REPUBLIC

EXECUTIVE SUMMARY

1. NGO Experience

There are very few NGOs in the Central African Republic (CAR) and most are newly-formed. The April 1992 "Débat National" prompted the advent of many NGOs which were formed in order to participate in the conference. In addition, the line between the Government of the Central African Republic (GCAR) and the NGO community is vague, as the NGO community is comprised almost entirely of government civil servants. NGOs, both secular and religious, believe that in order to operate effectively, for the time being it is vital to have a strong power base within the government.

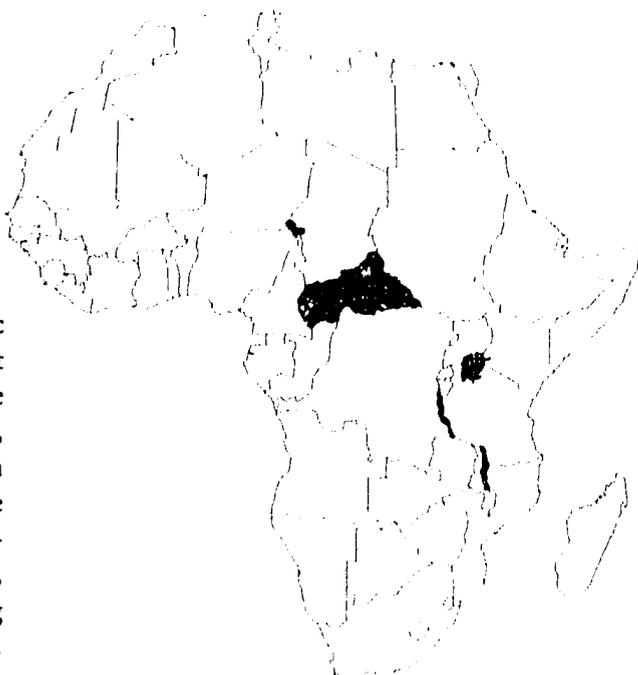
Yet, while many NGOs have been formed primarily to participate in the national political process, there is also an appreciation among NGO members that the environment is under a threat well beyond the public sector's capacity to satisfactorily respond.

2. Enabling Environment

The GCAR is seemingly bankrupt with government workers' salaries five months in arrears. The presidential and legislative elections of October 1992 will largely determine what sort of environment will exist for NGOs. However, it is unlikely that local NGOs will develop without significant contact with and support from the international community.

Currently, all donor funds are in suspension awaiting the results of the elections and anticipated renewed debt servicing or restructuring of loans. The GCAR apparently believes that NGOs and the private sector need to play a larger role in the country's development and it is supportive of partnerships between local and international NGOs. That said, it is important to appreciate that the distinction between the private sector and an NGO is ambiguous at best and that the concept of an NGO is vague.

CAR has little experience with non-religious, international NGOs. CARE was in the country in the 1970s, but left in 1982. Africare, a U.S. based PVO, has a representative but no projects at present. The World Bank is funding a Volunteers in Technical Assistance (VITA) program to implement a small revolving loan project, with the intention



being that this project will evolve into a local NGO.

The development of a "rational utilization of resources" ethic is said to be of paramount concern. The GCAR believes that NGOs need to collaborate with the stated objectives of the state and find ways to help "spread the message" about environmental problems. GCAR is acutely aware of the experience of Côte d'Ivoire which used to have two-to-three times as much forest as RCA. International market realities may be helpful in promoting an environment conducive to innovations beneficial to the long-term conservation of the physical environment. For example, current shipping costs exceed the market prices for timber, which in principle should effectively stop most large-scale logging activities.

3. Government and Donor Trends in NRM Programming

Due to the annulment of the October 1992 election results, donors are still hesitant to make major NRM-related funding commitments in CAR. UNDP is very interested in working with local NGOs in NRM. They are currently involved in a pilot environmental project with Burkina Faso and RCA. Two UN volunteers are assigned to local NGOs working in environmental education. There is also a UN fund for NGO micro-projects. Global Environmental Facility (GEF) funds are also available, but sponsors have apparently not found any viable NGO projects.

The European Economic Community (EEC) has a \$20

million project planned to begin in April 1993 including the creation of watershed village association management units, appropriate technologies and reforestation around urban centers. The EEC would like to work with local NGOs and have several activity areas that would be ideal for an NGO to implement. The challenge is to find the NGOs with whom to work.

The WWF-implemented project at Bayanga, funded by the World Bank, USAID and others, is working with a newly-created community association that could evolve into an NGO. Forty percent of tourist revenues from the park are channeled to this association, providing funds for their activities.

CAR falls under USAID's small country strategy program, the focus of which is on health. USAID's funding of the WWF project in Bayanga is its only involvement in NRM and will soon be ending. With regard to possible PVO-NGO/NRMS activity in CAR, there is concern in USAID/Washington that no management burdens be added at mission or headquarters levels, complemented with the fact that NRM is *not* an USAID focus in CAR.

4. NGO Perceived Needs

Central African NGOs are anxious to interact with NGOs in other countries, as they feel isolated and seem to have little knowledge of events outside of RCA. Other needs include:

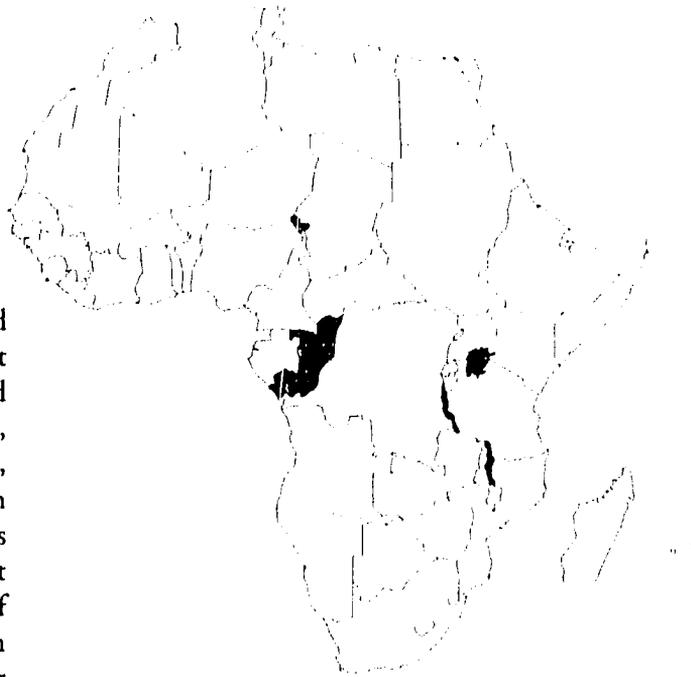
- project design;
- accessing information;
- needs assessments;
- organizational skills;
- NGO development; and
- public/private partnership.

General Conclusions/Recommendations

- A round table should be held to allow donors, international and local NGOs to develop relationships.
- While the WWF project is still under USAID funding, the USAID representative would be supportive of a WWF-organized workshop to bring interested participants from other countries to Bayanga to learn about the WWF project. This opportunity should be followed up.
- Central African NGOs would benefit greatly from interaction with neighboring Congo or other francophone countries such as Mali and Madagascar. Common wildlife issues would also make a visit to the Zambia Administrative Management Design (ADMAD) project or the Communal Areas Management Programme for Indigenous Resources (CAMP-FIRE) program useful.
- The CAR should explore tapping into resources like the World Bank in Congo's great interest in collaborating with NGOs and its potential for both infrastructure and financial support.
- An organization working in the NRM sector in country, such as WWF, might be a vehicle for identifying credible NGOs for future collaboration in NRM.
- Working NGOs in CAR into PVO-NGO/NRMS regional program activities may be the most appropriate point of departure in the short-term.

CONGO

EXECUTIVE SUMMARY



1. NGO Experience

The growth of local NGOs is a recent and poorly understood phenomenon in Congo. The concept was first discussed at the General Assembly in 1987, but NGOs were not legalized until November 1989. People were excited, if perplexed, about the change. Following the 1990 General Assembly, several new NGOs were spontaneously created, many with little focus or sense of purpose other than for the principals "to get in on the action." Participation in the subsequent national congress required affiliation with an association of some sort; this rule generated the advent of "NGOs" with names, statutes and rules of order, but no tangible plans for activities. Many NGOs' objectives were, and largely remain, political. Most NGOs are thus the creation of one or several bureaucrats within the Government of Congo (GOC) with little, if any, connection to the rural communities.

The NGO movement is attempting to 'de-politicize' itself as more objective methods are introduced and tested. Public awareness raising is a common theme, and Congo has some unique factors in this regard. Over half the population is urban (in either Brazzaville or Point Noire) and 80 percent of the country's hard currency revenues derive from oil and at a level which makes Congo an "intermediary country," not eligible for many development assistance funds. There is genuine concern for urban and marine environmental degradation issues -- unusual preoccupations in the developing world.

There are few local NGOs working in any specific sector and only two international NGOs -- the World Conservation Union (IUCN) and Wildlife Conservation International (WCI) -- currently work in NRM. The two most established NGOs, the Catholic Church development organization (CARITAS) and SOS, both church-based and European, are entirely supported from abroad. CONACONG, a committee of national NGOs, was formed last year by the GOC but never became operational due to political changes. The NGO, "Association pour Développement, Espoir et Vie," reputed to be dynamic, works in soap production, fish culture, and collective farming.

2. Enabling Environment

The policy environment in Congo is liberalizing with regard

to NGOs and the sentiment is that this attitude will prevail. The centrally planned state with its massive work force (more than 80,000 public workers, over half the salaried work force) is considered no longer viable and structural adjustment efforts are necessitating a substantial reduction in government size.

In the context of structural adjustment, the NGO community will be increasingly pressed to deliver services and meet needs that have heretofore been in the public sector domain. While this will provide a host of opportunities for NGOs to get involved in the development of their country, there is a paucity of project implementation experience of any type outside the public sector.

Opportunities need to be exploited to expose NGOs and relevant officials within the GOC to the work of NGOs in other countries. Expectations of NGO roles must be discussed and arrived at with full awareness of current limitations. There is a strong risk that responsibilities will be moved from the public sector to the NGO community without adequate preparation and with predictable discouragement as the result. Training and networking needs are thus extensive.

3. Government and Donor Trends in NRM Programming

There is interest on the part of UNDP, World Bank, WCI, and others to work with NGOs in NRM in Congo. The World Bank seeks more involvement with NGOs and is

prepared to financially support their evolution.

The FAO has a small fish pond and rice culture project. FEDAR (European Fund for Development of Agriculture) is working in agriculture production, road rebuilding, water and sanitation. The French Volontaires des Progrès is addressing agricultural production. The Peace Corps is working with fish ponds and conservation education through the WCI project. None of these groups, however, has yet incorporated local NGOs systematically into their projects.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

USAID will not have a direct presence in Congo. Through USAID's small country program strategy, USAID's focus on the environmental sector will be implemented through a contract with WCI. The core program may include one or more of the following: Peace Corps Small Project Assistance (SPA), Ambassador's Self-Help Fund, training, and short-term democratization and governance activities. Projects are preferably to be implemented by an NGO with assistance provided on a grant basis.

Training conducted under the core program can either be an integral part of these projects or done through the Regional Africa Training for Leadership and Skills (ATLAS) project, which is for long-term, state-side university training. Priority will be given to the focus sector (the environment) for any training carried out. Centrally funded activities will be limited to the focus sector.

5. NGO Perceived Needs

The institutional strengthening and technical assistance needs of the NGO community in Congo are as might be expected in a country with virtually no non-governmental experience: vast and comprehensive. Congolese NGOs do not even have the benefit of exposure to international PVOs. Virtually all local NGOs are directed by current or past government officials. All of the inputs identified in other potential target countries apply to the Congo.

6. Potential Linkage with Existing NRMS Networks

The potential and the need for forging linkages with the NRMS network for the Congolese NGOs are enormous. Such linkages are critical to the development of NGOs in Congo. Cameroon and Mali's proximity and the early success of the PVO-NGO/NRMS projects in both coun-

tries offers an immediate opportunity for exchange visits that may be a vital link for the expansion of awareness of what an NGO consortium can be and how it may operate in the Congo.

General Conclusions/Recommendations

- In terms of NGO needs, the Congo would be a good choice for a PVO-NGO/NRMS project, as virtually all the NGOs are nascent, unclear on direction, yet operate in an increasingly enabling environment. NGO activism is a new concept that shows promise and one that could have the support of the World Bank and other donors.
- The PVO/NRMS network should be tapped through workshops, exchange visits, etc., to expand Congolese NGOs awareness. The proximity of the Congo and the CAR also allow for a cost effective exchange of leaders between fledgling NGOs in both countries.
- Congolese NGOs in NRM are concerned with urban consumption and pollution issues including degradation of coral reefs by oil refineries and tanker discharge at Point Noire. This focus is unique in Africa and has potential to promote development of specialized NGOs that could work in the policy domain. On this score, Congolese NGOs share similar interests with Mauritian NGO counterparts.
- Various training options offered through USAID are an important opportunity for Congolese NGOs, e.g. Peace Corps training activities in project design and other areas.
- The fostering of nascent NGOs must be done in collaboration with the donor community. Methods must be developed to increase local involvement in project design and implementation beyond that of contracted services.
- For the interested parties with a long-term perspective, Congo offers an intriguing opportunity:
 - a country where natural resources from a biodiversity standpoint are extremely important,
 - where population density is low,
 - where multinational interests are important,
 - where NGO capacities are limited, yet
 - where the desire to assume new roles and impact positively is high.

ERITREA

EXECUTIVE SUMMARY

1. NGO Experience

Given 30 years of war and the region's status awaiting a referendum on statehood, Eritrea's NGO sector is embryonic. There is a limited number of indigenous and international NGOs working on NRM.

The Eritrean Relief and Rehabilitation Association (ERRA) for years helped coordinate soil conservation and reforestation programs in areas which the Eritrean People's Liberation Front (EPLF) controlled. Other secular NGOs are the National Union of Eritrean Women, which plans a significant volume of environmental restoration work, and the Regional Center for Human Rights and Development, which will focus on policy issues, including NRM questions. Church-related NGOs which plan resource management initiatives are the Eritrean Catholic Secretariat, Qale Hiwet, Eritrean Evangelical Church, the Eritrean Orthodox Church, and the Muslim Relief Committee.

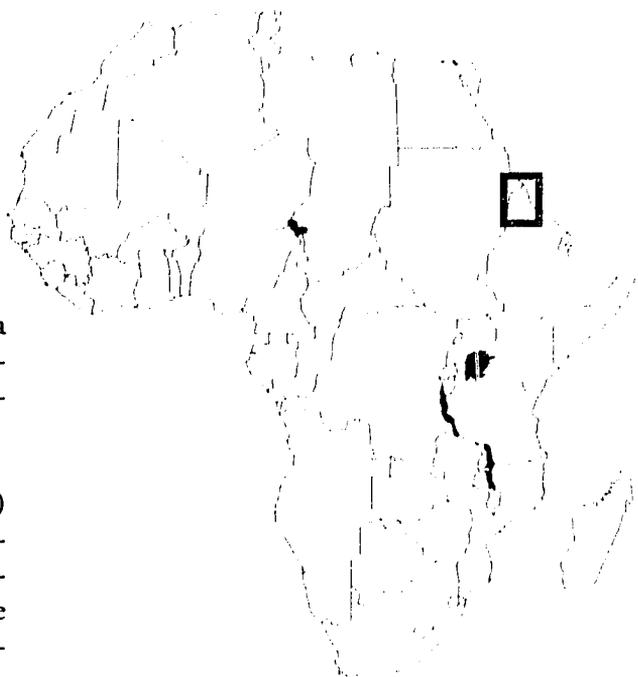
International NGOs interested or involved in NRM projects include:

- Norwegian Church Aid;
- the Emergency Relief Desk Network;
- the Eritrean Inter-Agency Consortium;
- Oxfam/UK, an international NGO founded in Oxford, England;
- CRS;
- Lutheran World Federation; and
- the Unitarian Universalist Service Committee and Grassroots International.

2. Enabling Environment

Although resources are scarce to non-existent, there is strong government support and awareness of the need for NGOs and NGO consortia. The Provisional Government of Eritrea (PGE) prefers that expatriate personnel contribute to the development of technical skills and management capacity in the local Eritrean community rather than define roles seen as being the preserve of expatriate personnel. *Planned obsolescence* is the operative catch phrase.

There is little being done to provide technical skills in NRM to NGOs. The Eritrean Inter-Agency Consortium employs



technical consultants in cooperation with the Water Resources Department. The Department of Agriculture provides training programs for NGOs in soil and water conservation, management, afforestation, animal husbandry, and other sectors with NRM components. External assistance to Eritrea has focused more on disaster/famine relief resulting from protracted warfare than on NRM issues, capacity building or otherwise, per se.

Unlike other countries where government now plays a passive role in NGO affairs, in Eritrea, government is, and will likely be, a very active player in projects targeting NGOs or other beneficiaries in the natural resources sector.

3. Government and Donor Trends in NRM Programming

Reforestation, soil and water conservation programs were in operation throughout the war years in EPLF areas. Partial figures available for these areas are telling: from 1978-1987, 254,985 trees were planted; from 1986-1987, 308 hectares were terraced; and, from 1986-1988, steps were undertaken to rehabilitate 8,604 hectares of desert areas.

When the war ended in May 1991, one of the first items on the EPLF's agenda was the elaboration of an environmental action plan. Consciousness-raising regarding the need for NRM has been a major priority while a larger plan is developed. The PGE is now directly involved in soil and water conservation, building micro-dams, irrigation, and other initiatives, primarily through food-for-work programs.

From the above, it is clear that NRM is of central interest to the PGE.

The UNDP is considering supporting environmental management, both across the board and sectorally, and will likely coordinate the environmental action plan for the government. The World Bank has registered concern about NRM, but it is premature to analyze the Bank's possible involvement. Details of the EEC plans are not yet available.

Although there have been preliminary negotiations, AID has no program in place for Eritrea. Discussions center around a \$25 million, two-year commitment, the details of which have yet to be determined. There is frustration in Eritrea about what is perceived as USAID's "slow" response and conditionalities. The PGE would like to see USAID consider working on NRM primarily through government departments *and* NGOs.

4. Institutional and Technical Issues/NGO Coordination

During the war, ERRA was the only NGO operating in liberated areas. In the Ethiopian-controlled areas, international NGOs were operating, as well as local church structures, *but all in a relief mode*. As a result, their capacity is critically underdeveloped.

International NGOs can only register local branches if they have indigenous implementors. ERRA acts as the intermediary between international NGOs, indigenous NGOs, and the government.

Local NGOs coordinate with government departments; ERRA plays a facilitating role. The Regional Center organized a conference which formalized these arrangements.

Norwegian Church Aid and the Emergency Relief Desk are providing some assistance for institution-building to ERRA and local church agencies in the form of training for management, administration, and computers.

5. NGO Perceived Needs

Needs for institutional strengthening exist in the areas of:

- planning and coordination;
- staff-training and basic organizational techniques;
- basic training in development issues, information or training on alternatives in use in other countries;

- information or training to improve the ability to design programs suitable to Eritrea's multiplicity of ecosystems; and
- equipment for basic NGO logistics.

It is both feasible and necessary to target NGOs for institutional strengthening. However, it is important to do so in a way that reflects current realities in Eritrea. At present, there is a collaborative relationship (as opposed to adversarial) between NGOs and government, which should be fostered with any attempted intervention.

6. Structuring and Linking a Program

The government asserts that the maximum immediate results for NRM can be achieved through their programs, and for now they may be right. But that is from an operational viewpoint only. In terms of capacity building and collaboration fostering, supporting NGOs, often in partnership with relevant government departments, may be the most practical approach available. There is a desire at all levels for inter-regional collaboration as well, whether through the Inter-Governmental Authority Against Drought and Desertification (IGAADD) or with, say, the PVO-NGO/NRMS/UGANDA project and other planned East African initiatives.

General Conclusions/Recommendations

- The structures of both the state and civil society in Eritrea are now in the process of formation. There is a unified approach with a common purpose towards reconstruction and development. Support to NGOs should therefore not be seen as a means of countering the "evil doings" of the state, but as a means of burden-sharing between the state and civil society. Eritrea is not typical; it provides unique opportunities, and interventions from the outside need to be tailored, not formulaic.
- General workshops which would be open to indigenous NGOs and government departments in various NRM issues may be the step needed before initiating a full-fledged PVO-NGO/NRMS project in Eritrea. The institutional infrastructure is too undeveloped yet to focus immediately on enhanced collaboration. *More NGOs in Eritrea need to become involved in NRM in a more substantive way before an NRMS-type project would be fully relevant.*

ETHIOPIA

EXECUTIVE SUMMARY



1. NGO Experience

There are over 60 international and an undetermined number of indigenous NGOs now functioning in Ethiopia; most of these organizations, regardless of basic orientation, were thrust into the dramatic struggle for survival ensnaring millions of Ethiopians as war, dislocation and famine ravaged the country without mercy for more than a decade.

Political upheavals diverted NGOs from their normal focus as the country endured repression, forced migration, social and economic decline at the hands of the former authoritarian government. Civil war precluded implementation of long-term development strategies *even as the natural resource base was being degraded and the economic fortunes of residents of one of the world's poorest countries were sharply declining.*

Ethiopia's civic organizations have emerged from the Mengistu era traumatized, disoriented and depleted of once-strong technical skills. Ethnic tensions repressed by former regimes have surfaced as various groups vie for recognition and self-assertion (a factor which affects the formation and viability of NGOs). The long-dominant Amhara now face diminished national prominence as other ethnic groups lay claim to levers of power. The current *de facto* independence of Eritrea will presumably soon be a legal reality, further rupturing national pride.

The harsh political legacy of Mengistu was paralleled by an economic emergency of considerable magnitude – an empty treasury, declining exports, high unemployment and slowness by donors to provide urgently needed assistance. The economic problems are made immensely worse by severe environmental degradation which complicates the urgent search for national food security. There are today – absent war and outright famine – as many as 8 million Ethiopians facing serious food shortages.

It is in such a context that NGOs must carefully carve out development strategies, including a mandatory enhancement of NRM programming.

2. Enabling Environment

By necessity, NGOs both international and indigenous

have played a prominent role in the ongoing efforts to stave off famine and catastrophe. Their performance has earned the NGOs the respect and gratitude of the new government and of the international community. There is no lack of understanding of the indispensable role that NGOs can and do play in the country, nor is there resistance on the part of the transitional government to NGOs tackling various development activities beyond relief work.

The Transitional Government of Ethiopia (TGE) has embarked upon an effort to decentralize authority and to impose reforms which promise to privatize vast sectors of the economy. The government's overall priorities are:

- food self-sufficiency;
- returning the displaced to homelands;
- economic revitalization; and
- enshrining a democratic process which will preclude a repetition of the past.

TGE authorities indicate that “there is no alternative” to achieving these goals, and quickly refer to the reversal of the country's ecological degradation as being central to both food self-sufficiency and economic growth.

The Relief and Rehabilitation Commission (RRC) is the TGE's liaison body with NGOs and it is with the RRC that all non-governmental organizations must register. NGOs are free to implement programs meeting general guidelines without serious government interference.

There is sentiment in Ethiopia that international NGOs

should increasingly emphasize development of technical skills and management capacity in counterpart agencies. The TGE itself has virtually no resources to channel through or to Ethiopian NGOs.

3. Natural Resource Issues

The loss of vegetation cover and degradation of farm lands have reached a critical point in Ethiopia's highlands. Indigenous forest cover is now no higher than two percent of Ethiopia's land mass and water tables are down in all areas. Soil erosion and poor fertility coupled with high population growth rate lead to an accelerating decline of the natural resource base. The former government's resettlement and "villagization" schemes concentrated farm families in areas formerly forested, aggravating the problem. *It is success in ending the systematic degradation of the land that will determine the achievement of expanded food security in Ethiopia.* Reforestation and land terracing are emphasized in the relevant strategic plans and analyses.

Ethiopia's national parks and game preserves have been devastated. The endemic Walia ibex is faced with imminent extinction as a result. Elephant herds have been radically reduced in size. Ethiopia's natural resources and cultural sites are such that an informal World Bank estimate is that the country could, with proper investment in infrastructure, realize some \$15 billion annual income from tourism. Such estimates rest upon assumptions about reversing the environmental degradation now underway, however.

4. Government and Donor Trends in NRM Programming

The TGE has virtually no resources to program in NRM but has emphasized the sector as a priority to donors. The government has encouraged an apparently successful effort by local NGOs and community associations in some highland districts to recruit volunteers to work on terracing. These efforts are frequently supported by food-for-work programs and have involved "thousands" of individuals over the past year.

The Nordic aid agencies are supporting several reforestation and soil preservation projects. CRS and CARE are tapping AID as well as other donors' food-for-work funds for similar efforts involving road building and the construction of irrigation canals. Oxfam and the United Nations Children's Fund (UNICEF) are both including NRM aspects in their emerging program portfolios. Swedish International Development Assistance (SIDA) is programming money into

reforestation efforts and the British government is providing some support to an effort to restore Ethiopia's native trees, which use only a fraction of the water that the imported eucalyptus require.

The World Bank has organized the first-ever donors conference for Ethiopia, a meeting held in November of 1992. It was hoped that this conference and the expected pledges will lead to the availability of additional resources for NRM activities.

5. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

USAID is attempting to delineate its course in Ethiopia after the resumption of a bilateral assistance program terminated in the late 1970s. Potential components of the USAID program are being considered with an assumption that efforts will be focused in only a few areas. The AIDS epidemic and democracy and governance are certain to be areas of concentration, as will food security – broadly defined. Early impressions are that mission officials clearly see NRM as important but are not yet clear as to its place in the evolving matrix of programs and initiatives. There is not necessarily particular awareness of what NGOs are capable of doing in this sphere.

Due to USAID's history in Ethiopia, it seems clear that interest in the PVO-NGO/NRMS project will be in direct relationship to its relevance to enhanced food security. Preliminary discussions between USAID/Ethiopia and PVO-NGO/NRMS have begun to determine if and how PVO-NGO/NRMS could help USAID better identify NGO needs and opportunities in NRM in Ethiopia. USAID's East African Regional Economic and Development Support Office (REDSO) has also been involved in this discussion.

6. NGO Perceived Needs

International NGOs are well-placed with government and donors and are qualified to undertake grassroots NRM projects. The ability of indigenous NGOs to complement those efforts is good, if uneven. Ethiopian NGOs suffer from chronic abuse at the hands of the former regime and a concentration, almost exclusive, on relief efforts. The number of Ethiopians who are or who might become (as exiles return home) involved with NGOs, and who possess advanced skills in the required areas of expertise is high. The immediate limitations to the effectiveness of indigenous NGOs are the absolute dearth of resources, and the ethnic and group suspicions which undermine widespread acceptance of dif-

ferent NGOs across regions.

Particular needs in institutional strengthening and technical training include:

- staff training in basic organizational techniques;
- approaches to collaborative relationships between NGOs;
- training to improve design capability for programs for Ethiopia's vast array of ecosystems; and
- supplies and equipment for basic operations.

There is no national NGO coordinating network structure at present in Ethiopia. Non-profit organizations such as the Inter-Africa Group have organized various seminars and workshops for a wide audience of NGO and other non-official participants. The NGOs, mirroring the larger Ethiopian society, is factionalized and unsettled and there is probably not an immediate prospect for consistent coordination, at least catalyzed from within.

General Conclusions/Recommendations

- Ethiopia's agony, displayed before the world, has resulted in a determination on the part of donors, government and the people to break the cycle of warfare and famine. The restoration of basic food security is the common priority of virtually all players. *Central to enhanced food security is a reversal of the nation's acute environmental degradation.* The PVO-NGO/NRMS project offers an applicable process for both positively addressing long-term food security and for channeling the latent potential of NGOs, international and indigenous, in a critical development area while simultaneously seriously engaging them in national reconstruction.

- Donors, including USAID, have an implied interest in the objectives of PVO-NGO/NRMS. Their focus is wide, however, due to the enormous needs facing the Ethiopian people and monumental convulsions that have racked the country. This offers both opportunities and barriers for PVO-NGO/NRMS' inclusion in Ethiopia's development strategy. It is incumbent to expand this country assessment so that additional opportunities for specific interventions highly relevant to the central priorities of the country's rebuilding be identified.

- Similar to the situation in Eritrea, exploratory seminars designed to link specific NGO interests and strengths as well as prospects of forming consortia would be well advised.

- In specific reference to USAID/Ethiopia, collaboration on an initial fact-finding and analytical mission in a finite number of regions may offer the best means for initiating PVO-NGO/NRMS activities. Up to three regions could be selected for detailed assessment of:
 - ongoing NRM or related activities;
 - NGO capacities and needs; and
 - feasibility for initiating a PVO-NGO/NRMS project on either a regional or national basis.

These regions could be selected on the basis of presumed programming potential. Alternatively, a more open-ended national level assessment could be undertaken, though perhaps at the expense of focus and operational considerations.

THE GAMBIA

EXECUTIVE SUMMARY



1. NGO Experience

NGO involvement in NRM is relatively recent. International NGOs have been involved in agricultural research, particularly on improved seed varieties (CRS in fruit trees and sesame; Save the Children Fund (SCF) in millet and rice), only recently adding a NRM perspective to their production-related activities. SCF is the leader among the international NGOs and is hiring a specialist to oversee a new NRM program. Worldview International Foundation is active in environmental education and conservation-related technology.

Local NGOs are involved primarily in education campaigns, tree planting, agro-forestry and promotion of improved cookstoves. Few of the NGOs specialize in NRM; most have pursued selected problems identified by the communities they serve (lack of firewood, women's time constraints, reduced crop yields). Few work on biodiversity issues, pastoral/rangeland management, or village land-use planning and management. These issues are being addressed in other bi- or multilateral projects which work with government extension agents and Gambian communities directly.

2. Enabling Environment

The policy environment for NGO initiatives is positive in the Gambia. NGOs work with little interference from the state. The program for sustainable development and the Gambian Environmental Action Plan (GEAP) both recognize the importance of NGO activities and call on them for continued involvement, particularly in the promotion of community management of natural resources. There is growing concern among policy makers, however, that the large number of new NGOs will lead to duplication and confusion. The government is planning to strengthen its NGO coordinating office and to conduct an inventory of NGO efforts by sector. The NGOs seem to welcome the prospect of increased coordination and collaboration with government and do not express concern about government controls. Current policies affecting community involvement in NRM activities will be addressed under activities planned by GEAP and USAID's Agriculture and Natural Resources Management Program (ANR).

3. Government and Donor Trends in NRM Programming

The Government of the Gambia (GOG) has adopted the principle of "closer involvement of both urban and rural communities in the planning and implementation of actions to address environmental problems within the broader framework of economic and social reforms," and specifically calls for government/NGO partnerships for natural resources management. USAID's ANR program will support reforms in legislation relating to forestry, grazing, wildlife and land tenure to enable local communities to assume management over resources and to benefit from this management, subject to government supervision and technical assistance.

UNSO is supporting the elaboration of the GEAP. The UNDP has a rangeland and water development project which provides integrated assistance to herder communities, including boreholes, veterinary services, social infrastructure, and income generating activities. In addition, UNDP has used its Partners in Development Fund to provide operational support grants to NGOs and also supports the NGO umbrella group, The Association of NGOs (TANGO). GTZ is financing a forestry project designed initially to protect and enrich government controlled forests, but which now has added a component to work with communities surrounding these forests. The project has facilitated community-government negotiations to allow communities to directly manage certain areas of the forests, with early encouraging results.

The Peace Corps has forestry, agriculture and environmental education programs and conducts village training in agro-forestry and forest management. Although the Peace Corps has collaborated with SCF in the past, there has been no work undertaken with local NGOs.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

NRMS is a major programming area for USAID. A \$22.5 million agriculture/natural resource program and related support project is now underway. One of the support project's primary objectives is to promote the adoption of participatory community resource management agreements and improved NRM technologies at the local level, with NGOs serving as community organizers and intermediaries between local communities and government technical services. The budget includes a \$1.8 million fund for community activities to be channeled through NGOs.

The mission is potentially interested in accessing PVO-NGO/NRMS experience and expertise, particularly in areas like participatory needs assessment, village land-use management planning, and buffer zone management, and has plans to fund training for NGOs in technical areas. The mission is not prepared to support an open-ended NGO support project; it is, however, interested in buying into a project that can respond appropriately to needs for technical assistance in specific areas, as defined by the ANR program.

5. NGO Perceived Needs

The institutional needs of NGOs operating in the Gambia include:

- financial management (follow-up to training organized by TANGO);
- developing monitoring systems; and
- consciousness raising/advocacy skills.

Technical needs are:

- agro-forestry techniques;
- composting and other soil fertility management techniques;

- PRAs, RRAs;
- salinity control and land reclamation; and
- designing appropriate materials to train trainers of NRM issues.

6. Targeting NGOs for Institutional Strengthening

There is a general consensus among NGOs, donors and government that a PVO-NGO/NRMS initiative should work through TANGO, which has established three working groups on special issues. A fourth such group could be set up to serve as the NRMS country working group. Ideally, CRS and/or SCF, in partnership with one or more local NGOs, would serve as lead agency.

General Conclusions/Recommendations

- In the Gambia, there is a positive environment for NGO initiatives and NRM questions are being addressed. PVO-NGO/NRMS would be complementary to ongoing activities and priorities and there is interest at the USAID mission in aspects of the program.
- There is a need to promote greater NGO involvement in NRM and to enhance technical capacity, though the capacity in PRA training is already reasonably good.
- The PVO-NGO/NRMS experience in buffer zone management (BZM) in Uganda, and NGO management by umbrella groups in Mali, Cameroon, and Madagascar are pertinent examples for examination and potential application in the Gambia.
- Any initiative should include direct support to strengthen the institutional capability of TANGO, along the lines of the PVO-NGO/NRMS Madagascar program with the Conseil Malgache des Organisations de Développement et l'Environnement (COMODE), particularly with regard to data collection.

GHANA

EXECUTIVE SUMMARY

1. NGO Experience

The major focus of NGO/NRM activity in Ghana has been environmental education and tree planting: nurseries, community woodlots, agro-forestry. There are two groups that focus specifically on raising awareness among school children, including journalists who prepare environmental items for a major newspaper and are working on a natural resources newsletter. A few Accra-based groups have the capacity to do research and environmental monitoring (e.g. of wetlands). In the north, NGOs are involved in promoting fodder planting for livestock, terracing and creating firebelts. Women's groups are promoting improved technologies for processing palm oil and smoking fish to reduce firewood consumption. One women's association, after noting that many trees were being cut to make canopies for village ceremonies, bought metal canopies that they now rent out for such ceremonies.

Ghana's NGO experience is characterized by many small community-based groups working in relative isolation. With a few exceptions, NGO technical capacity in Ghana is weak. Most NGOs depend on government extension workers for technical input. Aside from several workshops organized by Africa 2000, there is little opportunity for NGO exchanges and collaboration. The Ghana Association of Private Voluntary Organizations in Development (GAPVOD) has organized training in project and financial management and proposal writing. These workshops have been criticized, however, for bias towards the urban-based groups.

A Network of Environmental NGOs (NENGO) has recently been created, which is still defining its program. Apparently no organizations have experimented with village-based land use planning or management per se.

2. Enabling Environment

The policy environment in Ghana is welcoming. The government has begun a process of devolution of political power to local district assemblies composed of elected and appointed members. The NEAP foresees a major role for district and community-level environmental committees, and calls explicitly for NGO support and involvement. The government agency in charge of overseeing the NEAP



implementation has shown a serious interest in promoting NGOs.

3. Government and Donor Trends in NRM Programming

In addition to the activities envisaged in the NEAP, the government, supported by the World Bank's Environmental Resources Management Project, will begin experimenting with village land-use management. The project will train government agents and NGOs on participatory planning techniques as well as in technical areas. Multi-disciplinary teams will work with pilot communities to develop land management plans. The project will provide a fund for inducements for farmers and communities to adopt conservation-effective technologies that have long-term social benefits, but are not financially rewarding to individuals in the short-term. The World Bank is preparing an agricultural investment program in which it foresees collaboration with NGOs.

UNDP's Africa 2000 has a dynamic program of micro-project funding, training and networking activities. The project serves as an informal meeting ground for NGOs and community groups working on the environment. Both the organizations and the UNDP feel that demand for assistance far exceeds the capacity of the project. UNDP is providing institutional support to GAPVOD and has a fund of \$60,000 annually for NGO small projects through the Partners in Development program and the United Nations Capital Development Fund (UNCDF).

UNDP, the EEC, and the Canadian International Development Agency (CIDA) support integrated rural development activities which target community management structures, but do not work through NGOs. The Peace Corps is collaborating with Adventist Development and Relief Agency (ADRA), a community-based NGO (Amasachina) and the government forestry department on a tree planting project in the north.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

The mission's areas of focus are promotion of non-traditional exports (NTEs), health, and family-planning activities. While improved natural resource management is not an explicit strategic objective, the mission is concerned about promoting NTEs on a sustainable basis. USAID sees a role for NGOs working with farmers on environmentally sound ways to increase production of NTE crops. The mission indicates, however, that management capacity and funding to directly support a PVO-NGO/NRMS project are lacking. A "buy-in" to PVO-NGO/NRMS project expertise for training needs is conceivable. The mission feels that the project's objectives are compatible with its program and would have no objections to the project operating with central funds from Washington.

5. NGO Perceived Needs

NGO training needs in Ghana include:

- NRM needs assessment/participatory rural appraisal techniques;
- group animation and mobilization methodologies;
- small project design, proposal writing, and management;
- design of monitoring and evaluation systems, report writing;
- strategic planning for NGO managers; and
- networking and exchanges.

Given that many NGOs work in isolation, a great deal of emphasis is placed on opportunities for information sharing, both among Ghanaian organizations as well others in the region. There is no database on NGO activities in NRM or generally.

6. Targeting NGOs for Institutional Strengthening

The NGO community in Ghana is factionalized. The umbrella group, GAPVOD, is criticized as urban-based, lacking in leadership, and unable to circulate information among members or for soliciting opinions. Within GAPVOD, relations between international and national NGOs is sometimes strained. Distinct differences between the needs of community-based groups and those of urban-based service providing organizations with national scope are not taken into account when designing training programs.

If PVO-NGO/NRMS were to start activities in Ghana, the questions of who would participate and who would play lead roles are delicate ones. None of the U.S. PVOs seems prepared to take on a lead role; GAPVOD lacks the widespread credibility and only represents 30 percent of the NGO community. An important instructive model may be the PVO-NGO/NRMS experience in Cameroon, with semi-autonomous regional groupings geared more towards community-based activities while a working group in the capital is oriented more towards groups with national scope. As there are already several programs targeting NGOs in the environment, any activity would have to be structured to ensure complementarity.

General Conclusions/Recommendations

- The Ghanaian situation is complex. The policy environment is good, with the trend towards decentralized management and the promotion of participatory approaches in NRM. On the other hand, launching a focal country program would have risks. The NGO community is factionalized. There is no American PVO which stands out as a leader in the eyes of the national NGOs, which at this point in time might be quite useful.
- Coordination with existing programs with similar objectives will take effort and diplomatic skill. It is possible that a PVO-NGO/NRMS effort in Ghana would be contributing "on the margin."
- Ghanaian groups should definitely be invited to participate in regional activities, particularly in the areas of participatory village land-use management and PRAs.

GUINEA

EXECUTIVE SUMMARY

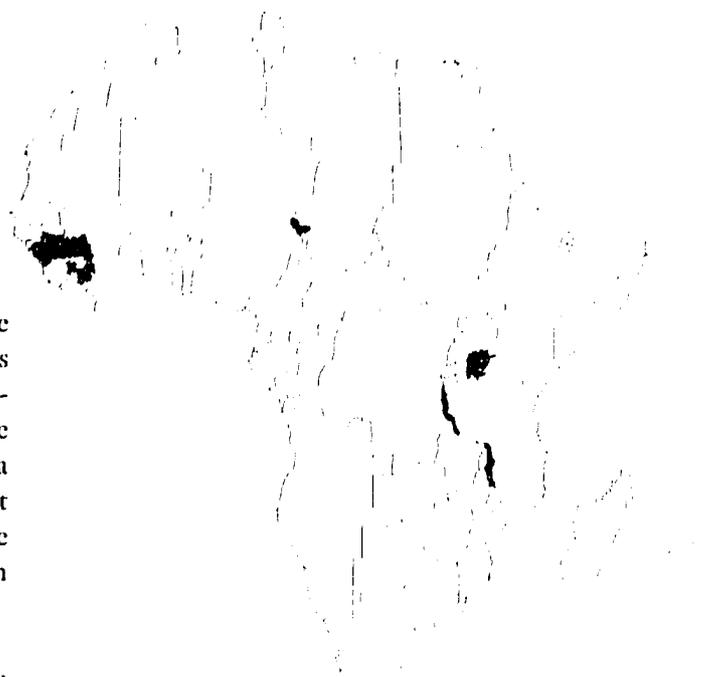
1. NGO Experience

Private sector activity is quite recent in Guinea. With the new regime's adoption of economic and social reforms emphasizing economic liberalization, privatization and decentralization, the NGO movement has flourished. There are over 200 registered NGOs in the country (with only a handful truly operational). Few NGOs have permanent paid staff, regular budgets or long-term plans; many are based in the capital, staffed by civil servants or others with limited experience in participatory methodologies.

NGO interest in the environment has been donor-driven: response to mandates set by Africa 2000 or the environmental action plan (EAP) and preparations for the United Nation's Rio conference. Few NGOs are specialized; most work on "rural development." Two groups have been involved in biodiversity and have organized campaigns to save sea turtles and chimpanzees. One NGO is involved in experimenting with renewable energy resources and sustainable agriculture. Other areas of involvement include: campaigns against bushfires, environmental education in schools, urban sanitation/beautification, mangrove protection, tree planting/village nurseries, herd management, promotion of improved cookstoves, improved construction materials ("briques en terre stabilisée"), and improved beekeeping practices.

2. Enabling Environment

Government is now calling on NGOs to play a key role in its strategy of decentralization and privatization (at one point promoting the creation of NGOs as a solution to the unemployment problem) and consequently makes it easy for groups to gain NGO status. After some abuses by "overly creative" individuals seeing entrepreneurial opportunities in the NGO sector, the government, pushed by frustrated donors, is moving to impose order in the establishment of NGOs. The NGOs and the government have formed a joint committee to examine NGO dossiers and agree on a classification scheme for development NGOs, local development associations, service organizations, professional associations, cooperatives, and "miscellaneous" groups. The Service de Coordination des Interventions des ONGs (SCIO), the government NGO coordinating body, oversees



this work. In the absence of a NGO umbrella group, SCIO serves as the liaison between NGOs and the government.

3. Government and Donor Trends in NRM Programming

The government, as in most of coastal West Africa, is preparing an EAP with assistance from the World Bank, UNSO and the Canadian government. The EAP team has been reorganized and the main responsibility for the plan's preparation has been sub-contracted to the Guinean NGO "Guinée Ecologie." The UNDP and the FAO are providing support to integrated regional development programs. These programs include watershed or rice plain development and introduction of improved seeds and farming techniques. In the Fouta Djallon, the FAO has supported reforestation, spring capping, rangeland management, and land-use planning activities. The FAO has worked with NGOs (technical studies, some community "animation"), but has not been enthusiastic, tending instead to work directly with communities through government extension service and project support staff.

The International Fund for Agricultural Development (IFAD), the EEC, the World Bank, and the French government, in addition to USAID, are active in agricultural promotion activities, each with some NRM component. The World Bank and the United Nations Educational, Scientific and Cultural Organization (UNESCO) are also contributing to efforts to collect environmental data in the Mount Nimba region, which has been classified as a World Heritage site.

UNDP has funds available for NGO micro-projects. The World Bank's Social Dimensions of Adjustment Program has project funds to channel through NGOs. Little money has been provided, however, due to limited satisfaction with proposals. Gruppo di Volontario Civile (GVC), an Italian NGO, is providing institutional support to SCIO and offers operational grants to NGOs. The Centre Canadien d'Étude et de Coopération (CECI) provides institutional support to local NGOs, now through the placement of volunteers and informal advisory services, and eventually through the Programme d'Appui au Renforcement des ONG (PARO).

4. USAID Programing and Potential Support for PVO-NGO/NRMS Projects

USAID/Guinea has launched a \$16 million, five-year project which aims to improve the management of natural resources for profitable and sustainable agriculture in three watersheds of the Fouta Djallon Highlands. No explicit role is given to NGOs, but the mission is open to working with NGOs. The project manager has identified two groups working in the area, but feels constrained, however, because of limited NGO capacity.

USAID supports PVO-NGO/NRMS objectives and is open to discussing how the project could proceed in Guinea. The mission does not have funds to support the project as an independent activity, but can envisage using project funds for training and for NGO execution of micro-projects in the development of the watersheds noted above.

5. NGO Perceived Needs

The institutional needs of NGOs in Guinea include:

- participatory methodologies;
- financial and strategic management; and
- training in project preparation, monitoring and evaluation systems.

Technical areas for strengthening include:

- agro-forestry and nursery management;
- training of trainers in NRM;
- developing environmental messages in local languages; and
- techniques for training of community leaders in basic financial management.

6. Feasibility of Targeting NGOs for Institutional Strengthening

Numerous surveys and studies on local NGOs have con-

cluded that institutional strengthening is a primary concern. This must be done on a sustained basis, with assistance provided over a period of time to translate concepts into action. Actions must be coordinated with major actors in this area, notably GVC, UNDP and CECI.

Given the ratio of "interested NGOs" to "operational NGOs," the rationale for an open membership policy for a PVO-NGO/NRMS CWG would be questionable. Another issue concerns who could play a lead role. Africare is the only American PVO in country that could potentially accept this role; another option would be to work through CECI, which is already enjoying credibility within the NGO community. Centre Africain de Formation pour le Développement (CENAFOD), a local training organization, could also contribute. SCIO will certainly push to play a role in the project; this could however be problematic given PVO-NGO/NRMS's mandate.

There is a definite need for a mechanism to promote collaboration, exchange of information, and preparation of joint NGO projects. PVO-NGO/NRMS could be the catalyst for this in Guinea.

General Conclusions/Recommendations

- A PVO-NGO/NRMS project in Guinea would be an important complement to ongoing activities. The policy environment is good and the USAID mission is interested in collaboration. The design of the project structure will, however, be a delicate undertaking.
- PVO-NGO/NRMS experience in Mali and Cameroon offer valuable models for a potential activity in Guinea – Mali in how a strong umbrella group can function, as it relates to government, and in national/international NGO collaboration and Cameroon in exploring the feasibility of setting up regional groups across the country which at the same time feed into a national level umbrella group.
- Discussions between the USAID missions in Guinea and the Gambia on structuring collaboration with PVO-NGO/NRMS would also be useful in the launching of a program in either or both countries.
- If PVO-NGO/NRMS cannot seize the opportunity to launch the project in Guinea on a focal country basis, an excellent opportunity is there for others who are both capable and interested to do so.

MAURITIUS

EXECUTIVE SUMMARY

1. NGO Experience

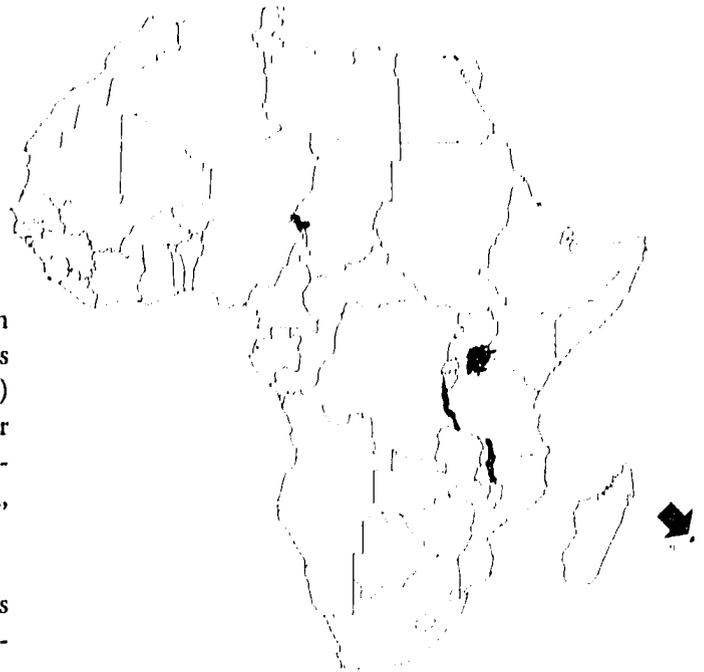
Historically, NGO activities in Mauritius have focused on provision of social services. The majority of the 94 members of the Mauritius Council of Social Service (MACOSS) conduct social work-related activities in the areas of senior citizen welfare, physically handicapped welfare, adult education, development and the child, AIDS information, and, more recently, the environment.

A second category of NGO exists in Mauritius which focuses on environmental issues (as distinguished from NRM issues). These NGOs work on awareness raising, environmental education, advocacy, and socio-economic and environmental assessment types of activities. The group is relatively limited in number but represents a well trained nucleus of articulate and committed organizations. Most of these NGOs operate on a purely voluntary basis which limits the extent to which NGOs in Mauritius have been, or could become, involved in NRM activities.

Few NGOs in Mauritius work in agriculture, and fewer still on sustainable agriculture. The most significant environment-related work in Mauritius undertaken by NGOs is in awareness raising and advocacy related to environmental impact. Due to the striking pace of development in Mauritius, negative environmental impacts are being increasingly felt. In response, NGOs have taken a lead in raising the nation's awareness of development activities which are of questionable sustainability.

2. Enabling Environment

The fact that Mauritius is a republic with a functioning democratic parliamentary system and a dynamic economy focusing on sugar and textile exports with low unemployment puts it in a unique category in the Africa region. Mauritius, therefore, offers a very favorable environment for NGO work. While the Government of Mauritius (GOM) may not always agree with NGO positions and vice versa, there is a healthy critical give-and-take between government and the NGO community. Perhaps if there were more coordination between NGOs (the lack of which government perceives as a weakness), the environment within which NGOs work would be even more positive, and NGO impact would be that much greater.



3. Government and Donor Trends in NRM Programming

Like the Seychelles, Mauritius is relatively isolated from donor programming in NRM. One exception involves the World Bank and the Ministry of the Environment and the Quality of Life Program which plan a follow-up to the ongoing environmental development project.

USAID has no program in NRM in Mauritius and none is planned. The USAID representative in Mauritius agrees that strengthening NGO capacity in NRM is quite important, even if USAID is not targeting this sector. The American Embassy's small grant program has funded several environmental initiatives undertaken by NGOs.

As part of its Indian Ocean regional effort, the Fondation de France is planning to support NGO activities in the region. These will involve improved information exchange and increased NGO coordination on regional issues, some of which will relate to NRM or the environment. The Commonwealth Association is already supporting similar initiatives, albeit with more focus on an "anglophone" versus a "francophone" development agenda.

4. NGO Perceived Needs

Some NGOs feel that an NGO capacity building activity like PVO-NGO/NRMS would be worthwhile at this point in Mauritius. These tend to be NGOs which operate on more of a full-time basis. For those NGOs which are

more voluntary, the need for a PVO-NGO/NRMS activity is less clear.

Government, on the other hand, appears to be supportive of the idea of a project which will help coordinate NGO activity and strengthen NGO capacity. The GOM sees a need to provide a complement to NGOs' strong advocacy skills, with hands-on implementation capability as well.

As NGO analytical and advocacy skills, in a small but important number of cases, are already high in Mauritius, it is clear that a nucleus exists on which to build. With the correct coordination and support, national NGOs could provide technical assistance to other national NGOs and thereby strengthen the community as a whole. Any further strengthening will only serve to reinforce Mauritius' strong democratic tradition.

5. NGO Technical Capacity and Institutional Strengthening

NGO capacity to effectively advocate on NRM issues is being increasingly demonstrated by a small but growing number of NGOs in Mauritius. NGO capacity to consult on NRM issues, while restricted to a few NGOs, is solid. NGO capacity to design and implement actual NRM activities is however quite limited, due to staff and funding limitations, along with a circumscribed program mandate.

The GOM is reportedly supportive of the idea that NGOs play a greater implementation role than heretofore, particularly as new post-United Nations Conference on Environment and Development (UNCED) monies become available for sustainable development activities. Unfortunately, NGO technical capacity to implement is institutionally constrained. Most NGOs are voluntary organizations lacking full-time staffs. While many of the development/environmental NGOs have good potential as technical implementors, their current range is limited by lack of infrastructure and full-time staffing. Also, they would benefit from some type of coordinating body which could serve to maintain a more formal network than now exists.

Technical areas in which NGOs could benefit from capacity building activities could include the following:

- training of trainers in PRA;
- project design and technical proposal design;
- environmental impact assessment skills; and
- protected area management skills.

General Conclusions/Recommendations

- The existing human resources in Mauritius are impressive. Two networks exist which could serve as the basis for a strong NRM activity. With the appropriate degree of support, NGOs in Mauritius could not only expect to have a greater impact on government activities in development and environment; they also could have a strong supportive influence on NGO colleagues and their impact in other Indian Ocean countries.
- With support, Mauritian NGOs could play an important role in *providing* technical support services to NGOs in the region, particularly in Madagascar. At the same time, Mauritian NGOs could well benefit from systematic contact with a well-coordinated NGO umbrella organization such as COMODE in Madagascar.
- In structuring any program in Mauritius, careful consideration must be given to whether it would be preferable to work through MACOSS, which already has a well established infrastructure and NGO forum which the government subsidizes, or an organization based on a more independent model which could be coordinated by a more NRM-related NGO.
- Given the size of the country, the strong NGO community, its comparative wealth, and government's supportive rhetoric for NGOs and sustainable development in Mauritius, any activity undertaken in Mauritius should focus on helping the NGO community and government build bridges, not barriers. Sustainable development will not be accomplished otherwise.
- It is doubtful that PVO-NGO/NRMS could justify developing a focal country program in Mauritius. The fact that Mauritius, like the Seychelles, is perceived as a middle income country according to World Bank indices, constrains PVO-NGO/NRMS from establishing a focal country program with USAID funding. This may not, however, impede other potential donors/partners.
- Structuring a Mauritian program in conjunction with the Seychelles and other Indian Ocean countries should be considered. Economies of scale, the experience of COMODE in Madagascar over the last three years, and tremendous opportunities in the Seychelles would justify a regional program, which could well be based in Mauritius.

NAMIBIA

EXECUTIVE SUMMARY

1. NGO Experience

Out of some 125 Namibian NGOs, there are about 30 which are oriented to environmental and sustainable agriculture issues. Most NGOs run by disadvantaged Namibians have focused on social and community development types of activities. NGOs run by advantaged Namibians meanwhile have more experience in traditional wildlife activities. There appears to be some intention to bring those working on community development and traditional conservation issues "closer together" in their approach to sound NRM for economic production.

An outside assessment characterized Namibian NGOs as varying greatly in their institutional capabilities. While some are fairly sophisticated and entirely capable of implementing projects within their areas of expertise, others possess only some of the requisite skills, and still others are in the stage of forming and structuring themselves.

More than one donor agency has stated that Namibian NGOs have not received the bulk of the funds earmarked for them because they have neither adequate infrastructures nor management systems to absorb and utilize the money effectively.

2. Enabling Environment

There is no particular legislation governing the recognition, registration and functioning of NGOs. This does not necessarily negatively affect the ability of NGOs to function or establish relationships with donors or other international organizations; it is felt, however, that there eventually will need to be some definition of NGO legal status, authority, and responsibilities.

The Government of Namibia is working to enact legislation to support community-based natural resource management. It will take some time before all of the administrative procedures and regulations are in place to implement this approach. Until the government has achieved this goal, community-based resource management activities can proceed in those cases where regional planning has been completed that takes into account:

- the preparation of communities to assume manage-



- ment of their resource base;
- implementation of conservation measures to deal with environmental degradation;
- the promotion of institution strengthening for community-based organizations; and
- provision of technical extension services to communities so that they can make informed decisions concerning NRM options.

3. Government and Donor Trends in NRM Programming

Recognizing the critical importance that natural resources play in the livelihood of Namibians, the post-independence government has clearly stated its NRM policy as one of sustainable use for the benefit of the people. Article 95 in Namibia's constitution states:

The State shall actively promote and maintain the welfare of the people by adopting... policies aimed at... the maintenance of ecosystems, essential ecological processes and biological diversity in Namibia, and utilization of natural resources on a sustainable basis for the benefit of all Namibians, both present and future.

Furthermore, the State's appreciation of the complexity of promoting sustainable NRM is evident in Namibia's Green Plan:

The concerns and attitudes of the rich and poor towards the environment are as different as their incomes. Decision-

makers must ensure that development plans address the needs of the poor people and actively contribute to improving their quality of life.

The key government and donor trend therefore is, through the government's community-based NRM program, to broaden the sense of "conservation" to include *ecologically sound development* for all members of society.

USAID/Namibia observes that the PVO-NGO/NRMS project is similar to and overlaps the Living in a Finite Environment (LIFE) project which is part of its regional resource management program. The PVO-NGO/NRMS approach seems to coincide with the four primary activities of LIFE:

- support for the development of local institutions;
- greater involvement of community members in resource management decisions from an informed basis;
- technical training for NGO staff; and
- applied research regarding ecological and social processes for sustainable resource management.

Yet the LIFE Project will concentrate on only two areas of Namibia – Caprivi and Bushmanland. Given that over 40 percent of the people live in Ovamboland and that the natural resource base there is rapidly deteriorating, it would appear that a PVO-NGO/NRMS-type project could function adjacent to LIFE and in many ways complement its activities and expand its community-based approach in an under-served area. In particular, there would appear to be an excellent opportunity to strengthen Namibian organizations oriented towards development activities, and to help them incorporate NRM activities into their portfolios.

On the other hand it is *clear* that NGO and government absorptive capacity is limiting, and while AID and government might acknowledge future opportunities and *intend* to eventually commit resources for NRM across Namibia, government and USAID are both committed to an approach which will not overtax NGO, government, or community capacities.

4. NGO Perceived Needs

Namibian organizations identify their needs as:

- financial resources;
- technical expertise;
- broader exposure to development approaches and other development organizations, especially in Africa; and
- capacity building of indigenous national, regional, and community-based organizations.

5. The Feasibility of Targeting NGOs for Institutional and Technical Strengthening

Two USAID project papers, LIFE and Reaching out with Education to Adults for Development (READ), reiterate the need for NGO institutional strengthening and the need for developing management skills and experience as well as the technical skills to plan, implement, monitor and evaluate NRM projects and programs. This would seem to be a feasible area for technical assistance, training and support from an international organization or consortia, from both USAID and Government of Namibia perspectives.

As mentioned, the absorptive capacity of both NGOs and government is limited. This is understandable given the rapid pace of development activities coupled to the availability of infrastructure and human resources. Any additional NRM programming at this point in Namibia, to be feasible as well as successful, will require the support of both government and NGOs. While outsiders may perceive that a myriad of opportunities exists, so long as Namibians perceive themselves as overextended, additional work in NRM will have limited feasibility. Feasibility may be best in areas outside Caprivi and Bushmanland, where many Namibian NGOs may as yet *not* be overextended.

6. Potential for Linkage with Existing NRM Networks

The Namibian NGO community would profit from contact with development organizations specializing in NRM from other countries, especially if the experiences are approached in the manner of mutually beneficial learning experiences. Some Namibian NGOs have already tapped into PVO-NGO/NRMS and USAID-sponsored activities in the region and elsewhere; over the coming years opportunities to capitalize on networking/training options in the region (and outside) will certainly increase.

General Conclusions/Recommendations

- PVO-NGO/NRMS should consider pursuing Namibia's feasibility as a potential focal country in a Phase II. The conditions in Namibia seem to offer an opportunity for the project. Based on its performance in Cameroon, Madagascar, Mali, and Uganda, PVO-NGO/NRMS could make a significant impact on how the Namibian NGO community develops as it formulates strategies regarding the environment and NRM and as it struggles with the issues of collaboration and coordination on a national, regional and international level.

- Namibian development NGOs should be brought into the conservation NGO network with special attention paid to the initiation and continued flow of information, opportunities for Namibian development NGO personnel contact with staff from other NRM-oriented organizations and close coordination with the LIFE project.
- Should start up of PVO-NGO/NRMS eventually prove feasible in developing a consortium, or country working group, PVO-NGO/NRMS should particularly target NGOs beyond those identified as conservation or environmental organizations. This will mean involving church-based coordinating bodies and their constituent organizations already mobilizing project activity at the grassroots level in different sectors.
- To operationalize a focal country program in Namibia, USAID/Namibia staff will need to clearly perceive how PVO-NGO/NRMS could logically complement the

LIFE and READ projects. At present, the mission perceives PVO-NGO/NRMS to potentially duplicate LIFE and READ. The potential value added from a capacity building activity that targets both national development NGOs as well as conservation NGOs, and that promotes regional and national level collaboration in programming and implementation, should be clarified in an appropriate manner to USAID/Namibia. To do so, PVO-NGO/NRMS, ideally with support from USAID/ARTS/FARA, should contact USAID/Namibia to determine how best to proceed, and determine *if* at this time it is worth engaging in further discussions.

- Should USAID/Namibia not be interested in pursuing discussions, other potential donors should be contacted, as the opportunity for a PVO-NGO/NRMS style project to impact positively in Namibia at this point in time appears high for areas outside of Caprivi and Bushmanland.

NIGER

EXECUTIVE SUMMARY*

1. NGO Experience

In general, there is an atmosphere of cautious optimism on the part of NGOs, Government of Niger (GON) officials, and USAID personnel that the context in which NGOs' work in NRM in Niger is improving. However, there are differences of opinion on the degree and speed with which Nigerien NGO development should be encouraged.

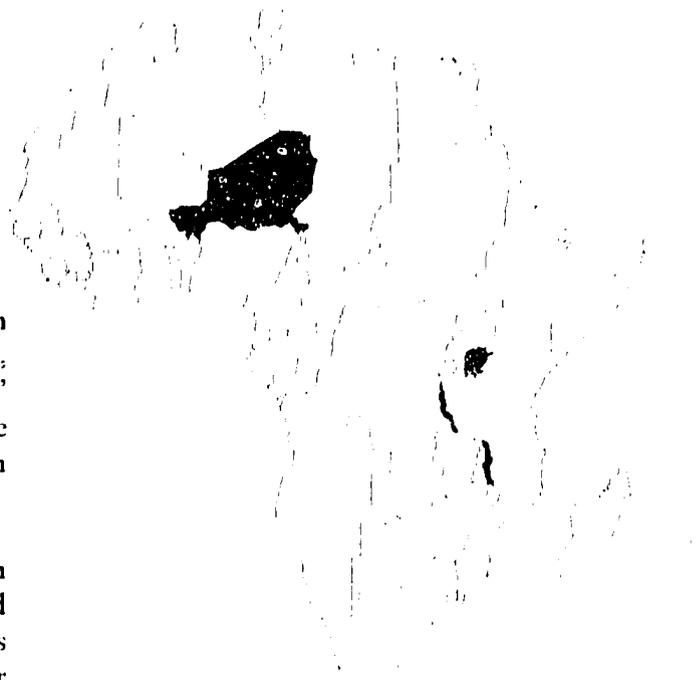
Nigerien associations appear to be unlikely structures from which NGOs can be formed, since most are state-inspired creations, and have not necessarily reflected the aspirations of the grassroots. Cooperatives originate from similar sources and have a disappointing track record in general. The potential to create Nigerien NGOs from other existing traditional structures based on ethnic, religious, or other traditional community groupings or poles of identity is not at all clear. Much emphasis is being placed on the potential role for "informed citizens" to group together and form NGOs. The assumption is that through a mobilization campaign, many people will be prepared to associate under different NGO banners for the betterment of Niger.

To promote the emergence of Nigerien NGOs, the NGO umbrella organization Groupement des Aides Privées (GAP) has been attempting to play a more active role. This is based on recommendations from a 1992 national level meeting organized for NGOs by Innovations et Réseaux pour le Développement (IRED).

Given that a substrata of distrust regarding *all* associations of any kind will likely exist for most Nigeriens for some time, and given peoples' existing perceptions of the role and function of associations, much work will need to be done to guarantee Nigerien citizens that freedom to associate for peoples' own perceived needs will be granted by the GON, and that people therefore will have a major stake and role to play at the grassroots level in deed, and not only in rhetoric.

2. Enabling Environment

The GON has indicated its desire to both lighten the NGO



bureaucratic process while simultaneously encouraging its own decentralization process. Furthermore, at another level, the stated desire of the GON to amend existing legislative texts to more specifically recognize NGOs (versus those of any other type of "association"), is another indicator of the GON's desire for facilitating change in the context in which NGOs work. Nevertheless, significant changes to legislation and working arrangements have reportedly been stalled pending elections.

As for USAID, it has obligated over \$4 million to NGO activities in NRM through its Agricultural Sector Development Grant (ASDG) II, managed by Africare. Funds here may be used for building working relationships which could lead to partnerships between Nigerien community groups, NGOs, and American PVOs.

The GON is extremely sensitive as to the "raison d'être" of NGOs working in NRM or otherwise in Niger, and feels that "development NGOs" should be non-profit organizations. The sense of non-profit however is not totally clear, and *may* imply that Nigerien NGOs should not have the right to generate any revenues through overhead for instance, even if this overhead could be used to extend programming opportunities or fortify institutional capacity to undertake more work in NRM or other sectors.

The GON feels it is its inalienable right to "orient" NGO work in Niger, with particular regard to where NGOs work,

**Based primarily on PVO-NGO/NRMS March 1990 consultancy to USAID/Niger on "NGOs and NRM in Niger." Developments in the NGO community since 1990 have not been seriously considered here. Aspects in the assessment may therefore be dated.*

and to some extent in what particular sectors. In terms of the approach taken, the GON wishes to promote certain NRM interventions which are thought by some to be complicated and unproven. In general, there is concern that NGOs will not be given the necessary breathing room they need to establish their identity.

3. NGO Perceived Needs, Institutional Strengthening and Technical Capacity

Certain NGOs have expressed a reservation about the suitability for donors and the GON to target Nigerien NGO development as a priority per se in the short-term. Some believe that "looser," less formalized structures which evolve naturally around commonly held beliefs or objectives of a particular community is of crucial importance at this point in the evolution of Nigerien society. Others suggest that emphasis should not be placed on emergent Nigerien NGOs since the existing human resource capacity and the "on-the-ground level of consciousness" as to the basic rationale of NGOs is still very limited. Focusing on the Nigerien NGOs in a major way as structural entry points for NRM interventions could therefore be premature.

NGOs express interest in participating in a program or project which could bring information and technical resources together to improve both the technical and institutional capacity of NGOs working in NRM. Key institutional strengthening needs of Nigerien NGOs include: human resource development for administrative and technical tasks and financial management. However, there appears to be no systematic means via existing structures in Niger for NGOs to receive support in enhancing their technical and institutional capacities to implement NRM projects.

There is a need to attempt to reach some sort of consensus between NGOs, government, and donors regarding the effectiveness of NGO operations from both an institutional and technical perspective. Without this, the climate of mutual confidence necessary to facilitate sustainable NRM activities involving both NGOs and local populations in Niger will remain elusive. Further, if NGO-initiated NRM interventions are to become sustainable, many NGOs feel that much greater emphasis needs to be placed on ascertaining the constraints, needs, and aspirations of local populations vis à vis how NRM is to be integrated into their socio-economic systems than is currently the case.

General Conclusions/Recommendations

- In order to further improve the context within which NGOs

operate in NRM in Niger, clarification of GON and various donor positions on the potential role of NGOs is required. This includes GON flexibility with regard to NGO autonomy, the degree of anticipated GON participation in NGO activities, along with a new set of guidelines which defines each partner's participation in NRM and other sectoral activities.

- The role of northern NGOs in support of Nigerien NGOs should focus more on support of the latter once groups of committed Nigerians have taken the initiative to organize themselves.
- The support provided to Nigerien NGOs, once formed, should focus on a progressive strengthening of Nigerien capacities to identify viable NRM projects, design such projects, and effectively implement and monitor such projects.
- It is not likely to be sufficient for the government to rely on modification of juridical texts regarding NGOs' legal status in Niger to convince those same NGOs that the socio-political context for work is now more favorable. Verbal declarations, dialogue and other actions are critical accompaniments to any textual changes.
- The ability of Nigerien NGOs to generate revenues to use for institutional strengthening and extending programming is of fundamental importance. Developing models of partnership with local resource users at the operational level should be a primary objective of all forthcoming NRM activities.
- *It is recommended that USAID funding sources for NGO/NRM activities focus on promoting exchange at all institutional and technical levels.*
- A rapid appraisal study should be undertaken to determine whether informal structures, such as producer associations, may be potential models for NGO formation. A sampling of cooperatives and associations should also be investigated for potential applicability.
- It is desirable for there to be a multiplicity of NGO projects and consortia operating in Niger; i.e., the burden of responsibility should not fall on any single body or forum to speak for or represent the NGO community in more than a loose, virtual ad hoc way.
- Given that the above assessment and recommendations may be dated, effort should be made by PVO-NGO/NRMS (or others interested in NGOs and NRM in Niger) to ground truth from the assessment and recommendations *prior* to launching any major new initiative in Niger.

RWANDA EXECUTIVE SUMMARY

1. NGO Experience

There is a long history of NRM/sustainable agriculture projects in Rwanda implemented by the international NGO and bilateral donor community. With few exceptions, local involvement in these projects has not gone beyond hired workers, and extension into the surrounding communities has been minimal if not ineffective. The highly publicized mountain gorilla project, sensitizing Rwandans to the importance of conservation, has yet to really involve local NGOs.

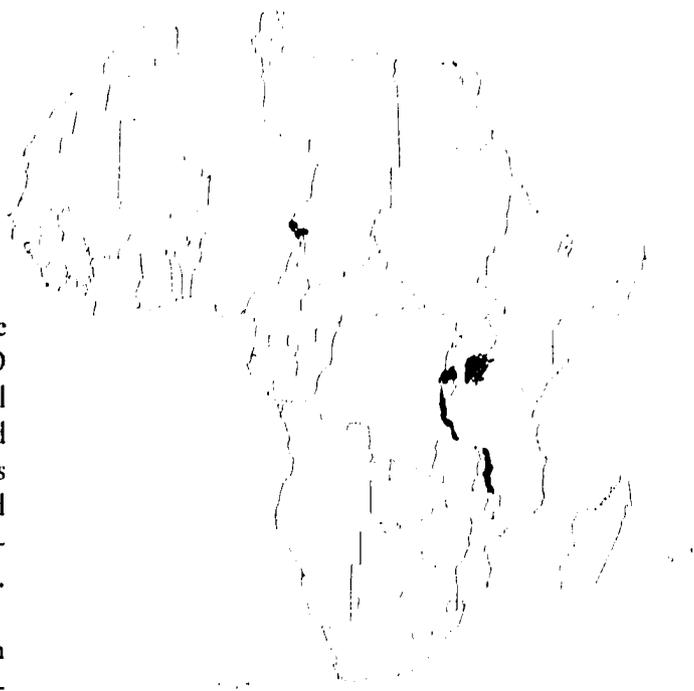
With a relatively liberalized political environment, Rwandan NGOs working in agricultural production through cooperatives and religious organizations working in rural development are numerous. Most were created from the outside and continue to receive some external support. There are several NGOs in Rwanda which are well organized and have great potential for expansion of activities in NRM.

2. Enabling Environment

The policy environment for NGO development and involvement in NRM is positive. Despite the highest population density in Africa, Rwanda also has one of the highest percentages of protected areas and one of the lowest deforestation rates. The Government of Rwanda (GOR) has long been committed to the preservation of its natural resource base and is highly sensitized to developing solutions to its serious environmental threat. Worldwide interest in the mountain gorilla has made it abundantly clear to the GOR and the people that conservation of biodiversity is of great potential importance to the Rwandan economy.

The GOR has long supported the development of agricultural production cooperatives (over 500 are registered), but has always remained in firm control over production and marketing strategies. While this control is relaxing, the ongoing civil war has created some tensions within the NGO community, as suspicion of ethnic and political loyalties is strong. This situation has nevertheless created opportunities for the NGO community to demonstrate that an apolitical service spirit can do much to build credibility with the GOR and the population.

The newly-formed Ministry of the Environment (April



1992) plans to start an NGO advisory council to advise the Conseil Nationale de l'Environnement et du Tourisme (CNET). Strong participation by the NGO community and private sector will be encouraged and is seen as vital to the success of the EAP, a collaborative effort that involved NGOs/PVOs from its initial planning stages.

3. Government and Donor Trends in NRM Programming

There is a long history of NRM/agriculture projects in Rwanda and the GOR has begun to exercise greater control over project implementation. For example:

- A recent GOR edict states that there are to be no more government sponsored project nurseries but that rather trees are to be purchased from the private sector. (This is supported by donors working in NRM.)
- Wetlands at the bottom of Rwanda's massive hills are the most fertile lands in the country and are almost all held within the public domain. CARE is working with the donor community and GOR to develop pragmatic guidelines for long term leases (15-20 year) for sustainable agricultural production in these areas.

While GOR has been vocally very supportive of NGO work, there has been little financial support facilitated by government for NGO activities.

Cooperation Suisse (Switzerland) and Germany's GTZ have long been involved with pine and eucalyptus plantations with surrounding communal woodlots and are now

exploring processing activities that will increase local employment. The German-funded Project Agro-Pastoral (PAP), begun in 1969, is one of the first projects in sustainable agriculture using organic methods.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

Despite its history of leading the donor community in NRM/agriculture, USAID/Rwanda is dropping the NRM sector from its portfolio with the exception of specific high-profile "targets of opportunity" such as the DIGIT (a U.S. PVO specializing in primate research and education) mountain gorilla project and WCI Nyungwe Forest project, neither of which substantially involves national NGOs.

The priorities of the USAID Country Program Strategic Plan (CPSP) will be on population, governance and the private sector. The Natural Resource Management Project (NRMP), an umbrella project working in fish culture, wetland management, soil conservation/ agriculture and environmental policy/planning, will continue until 1995. Activities within NRMP will be realigned towards private sector development or will be phased out.

While USAID support to NRM activities is being scaled back, its support to PVOs/NGOs is actually expanding. The upcoming private voluntary organization support project (PVOP) is designed to "increase commercial output (production) and employment by medium and small scale enterprises in Rwanda's non-farm sectors." This project will provide a wealth of opportunities for NGOs to provide services in training, institutional strengthening and agricultural processing industries that could also involve sustainable marketing of non-timber forest products from protected areas. NRM activities could very well be supported in the PVOP, if appropriately designed.

5. NGO Perceived Needs

The Rwandan NGO community is well-organized, possesses a number of dynamic, well-intentioned individuals and has access to a wide variety of in-country training services. In addition, there are a fair number of well-trained and experienced technicians in the NGO sector particularly in forestry and agro-forestry techniques.

NGO needs include:

- strength in community needs assessments (through PRA and RRA);

- technical skills in processing industries, nursery management, rural engineering/construction, water management, erosion control, sustainable marsh cultivation, alternative cropping for steep slopes; and
- exchange visits to other countries.

6. Targeting NGOs for Institutional Strengthening

The Conseil de Concertation des Organisations d'Appui aux Initiatives de Base (CCOAIB), a consortium of the ten largest national NGOs/PVOs, is the optimal partner for PVO-NGO/NRMS involvement. While its members do not specifically work in NRM, they all work in agriculture and rural development which are inextricably linked to NRM. CCOAIB will also be involved in advising the Ministry of the Environment.

The Rwandan-based organizations INADES, IWACU, and PREFED all offer well organized training courses on a variety of subjects including: financial management; accounting; agriculture; extension; non-formal education; and cooperative education. For over 10 years, USAID, working with the Cooperative League of USA (CLUSA), has supported the creation and strengthening of the local league of cooperatives. This organization, IWACU, is a strong and dynamic training facility which is now virtually self-sufficient. It offers a variety of courses to Rwandans as well as NGOs from other countries.

General Conclusions/Recommendations

- There is ample opportunity to promote greater awareness of NRM issues in the Rwandan NGO sector which now is focused on agriculture and rural development issues.
- Including PVO-NGO/NRMS support activities in the technical component of the USAID/PVO project should be explored, as the mission feels strongly that a stand-alone PVO-NGO/NRMS project *would not* fit within the current CPSP.
- Rwandan NGOs could benefit from exposure to NGO work in other countries. At the same time, IWACU's usefulness as a training site and regional resource should not be overlooked, as it could play a larger role in the region. Opportunities for Rwanda NGOs to benefit from PVO-NGO/NRMS regional program activities should therefore be explored.

SENEGAL

EXECUTIVE SUMMARY

1. NGO Experience

NGO experience in Senegal in NRM has focused on forestry activities. Many NGOs have received training in nursery establishment, with high skill in this area. Nevertheless, NGOs' ability to *extend* forestry technologies to local communities is quite limited, as is expertise in other NRM areas. Some international NGOs have focused on developing and disseminating sustainable agricultural technologies, inclusive of extension methodologies. The effectiveness of NGOs in grassroots land use management (AT/GT) is not well developed.

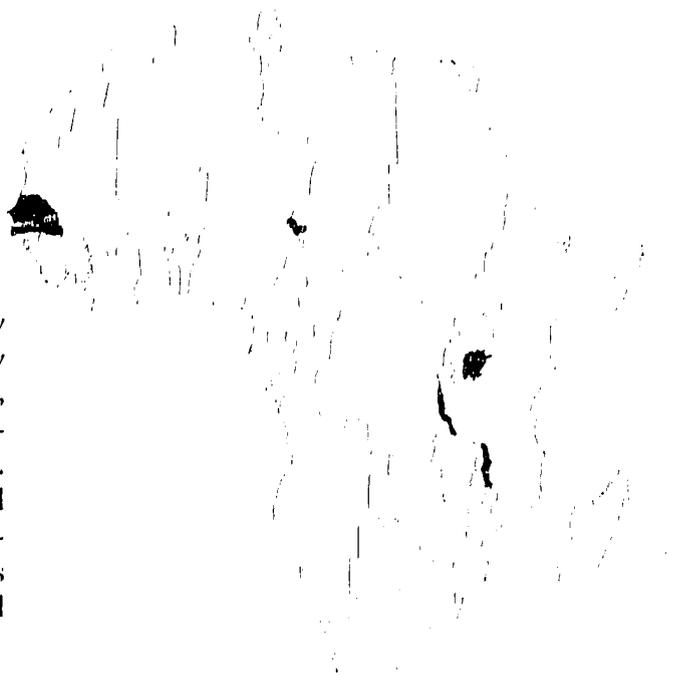
2. Enabling Environment

The policy environment in Senegal is increasingly liberalizing with respect to devolution of management responsibilities to lower levels of authority. Opportunities to implement AT/GT are therefore improving. This stems directly from the country's structural adjustment program, in which government has increasingly reduced its role vis à vis the private sector. While this trend is applauded, government may be placing unrealistic expectations on the ability of the private sector – NGOs and local communities – to deliver technical services or absorb functions, particularly in the short-term.

Government commitment to local devolution of NRM responsibility was recently challenged however by NGOs and some donors in the Khelcom (Mbegué) Forest incident in which a politically powerful religious confederation was authorized to clear 50,000 plus hectares of forest for peanut cultivation. NGO supported the position of local Peulh pastoral communities that as traditional managers of Khelcom's forestry resources, government had no authority to disregard their resource use patterns and permit wholesale clear-cutting of the forest. For AT/GT to work, much confidence building between government, NGOs and local communities clearly needs to take place.

3. Government and Donor Trends in NRM Programming

Structural adjustment results in less Government of Senegal (GOS) funding being available for NRM initiatives.



USAID has identified NRM as a priority sector for its portfolio and projects totalling tens of millions of dollars are now being implemented or are in the design phase (some of which are to be carried out in part by NGOs). The USAID mission is supporting a project which addresses capacity building activities similar to the focus of PVO-NGO/NRMS, though NRM is not the sole targeted sector in this effort. It seems apparent that the current project's methodology and objectives would be both consistent and complementary with a PVO-NGO/NRMS program in Senegal.

UNDP through Africa 2000 is funding activities in information exchange, environmental education, research, project implementation and monitoring. As in Cameroon and Uganda, Africa 2000 activities in Senegal appear to complement in style and target the types of activities which PVO-NGO/NRMS undertakes. Africa 2000 places considerable emphasis on community-based microproject implementation, while PVO-NGO/NRMS focuses on NGO technical and institutional capacity building.

The Ford Foundation and the International Council for Research and Development (ICRD) support the Programme de Recherche-appui des Associations Paysannes, devoted to strengthening NGO capacity in community-based diagnostics for improved organizational performance, use of credit and participatory agricultural research. This approach is similar to PRA activities promoted by PVO-NGO/NRMS, along with other NGOs and donors.

The World Bank, in collaboration with USAID, the French

and Norwegian governments and the Caisse Centrale de Cooperation Economique (CCCE), is planning a \$30 million project in NRM on promotion of policy changes conducive to more sustainable land use throughout the country.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

To a degree, USAID/Senegal is already funding a PVO capacity building activity which covers issues similar to those focused on by the PVO-NGO/NRMS program, albeit in a greater number of sectors. In addition, the mission is bolstering the linkage between the Institut Sénégalais pour la Recherche Agricole (ISRA) and NGOs to promote dissemination of improved NR technologies. Nevertheless, it appears that the mission could be willing to consider collaboration with PVO-NGO/NRMS under some form of bilateral agreement, probably emphasizing training in PRA and RRA activities. A potential delay until 1995 for implementation renders this option basically moot for the present, however.

The important question for USAID to consider in Senegal is the following:

Given the mission's proven commitment to NRM programming, could value be added to the portfolio in considering the relevance of a PVO-NGO/NRMS style program to complement ongoing projects?

5. NGO Perceived Needs

While it is dangerous to generalize about the strengths of NGOs in Senegal given the size of the NGO community, the perception is that NGOs are strong in: facilitation/animation; awareness raising; and nursery establishment. The perceived needs include:

- training in the following areas:
 - diagnosing NRM needs, potential and appropriate responses at the community level;
 - extension methodologies for different NRM technologies;
 - training of trainers in the aforementioned areas;
 - project design and proposal preparation;
 - financial and organizational management; and
 - monitoring and evaluation of NRM interventions.
- NGO coordination in the following areas:
 - information exchange on viable approaches in NRM;

- advocacy;
- transfer of skills; and
- database development of in-country and regional NRM expertise.

General Conclusions/Recommendations

- The need for technical capacity building for Senegalese NGOs is considerable; skill building in areas such as monitoring and evaluation, agricultural extension, tapping into data bases and networking would all be highly valuable.
- NGOs should be encouraged to become increasingly involved in policy issues and policy dialogue, which will require these agencies to increase their sophistication in addressing these issues.
- It is recommended that any donor interested in NRM issues in Senegal design programs that will complement other donor efforts in the sector, given its complexity and the multitude of challenges. Based on NGO response during the assessments, it is further recommended that donors other than USAID seriously consider the PVO-NGO/NRMS approach to working with NGO communities as a potential model for Senegal. *This is important due to the improbability that USAID would support a PVO-NGO/NRMS project currently given the scope of their NRM portfolio.*
- In any event, the USAID mission is urged to consider the relevance of a PVO-NGO/NRMS style program in Senegal to complement ongoing projects. Specifically, the mission could consider the complementary nature of this initiative to its ongoing PVO/NGO support project by focusing on strengthening NGO capacity in: PRA; advocacy in the environmental sector; technical capacity in design, implementation, monitoring and evaluation; and regional networking.
- Senegalese NGOs and supporting donors should make themselves aware of what PVO-NGO/NRMS has done in Mali, which has immediate application for the situation in Senegal. Opportunities for collaboration with PVO-NGO/NRMS/Mali through the Comité de Coordination des Activités des ONGS Maliennes (CCA/ONG).

SEYCHELLES

EXECUTIVE SUMMARY

1. NGO Experience

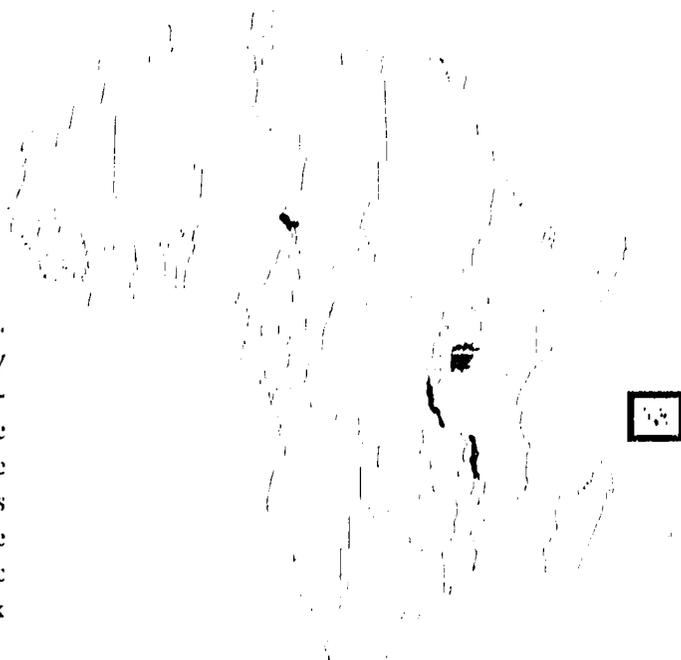
Until very recently few NGOs existed in the Seychelles. According to most NGOs now working there, the country previously did not offer an enabling environment for indigenous NGOs to establish themselves and flourish. With the tides of democracy sweeping across Africa and the rest of the world, the Seychelles within the past several years has benefited greatly from the end of the Cold War and from the opening up of previously "closed" societies to democratic processes and debate. As a result, the context of NGO work in Seychelles has changed dramatically.

NGO work in NRM in the Seychelles has been oriented to conservation-related issues. With the exception of perhaps the Seychelles Island Foundation, no NGO is involved with natural resources management per se. Most NGO work has been done on a voluntary basis. Despite the nominal existence of a Liaison Unit of NGOs (LUNGOS), there has been until recently little coordination among these NGOs, nor has there been much contact between these NGOs and the international NGO and donor community. Lately, however, contact through workshops and fact finding assessments between Indian Ocean NGOs – Seychelles, Madagascar, Mauritius, Comoros and Réunion – has been promoted. This has been facilitated by the Commonwealth Association for Anglophone countries, and recently the Fondation de France.

Within the past year an Environmental Lobby (SEL) has been formed in the Seychelles. SEL was created as the government began permitting greater freedom of expression in the country. SEL has questioned the government on television, radio, and print media over key government programs which they feel portend potentially serious environmental repercussions. Government has been reasonably responsive to issues raised.

2. Enabling Environment

Until recently any form of opposition to the single party line of the Seychelles Peoples' Progressive Front (SPPF) was not only frowned upon, but was virtually non-existent in the country. But within the past two years, the political process has opened up dramatically. It is on the basis of this trend



toward democratization that NGOs in the Seychelles are beginning to convene in larger meetings, and are considering developing stronger programs.

The Ministry of External Affairs, which is responsible for oversight of NGOs, wants to encourage NGO activities and to help coordinate sectoral initiatives. The signal to NGOs is that the policy environment is favorable for permitting NGOs a greater role in the country's affairs. For NGOs, particularly those involved with LUNGOS, greater government commitment could also be demonstrated by a modicum of financial support for NGO activities, similar to the Government of Mauritius' support of MACOSS.

3. Government and Donor Trends in NRM Programming

The dominant international donors in the Seychelles are the United Nations Environmental Programme (UNEP) and the World Bank. UNEP together with the UNDP and the World Bank collaborated in developing the environmental management plan for the Seychelles (1990-2000). The World Bank also plans further work on environmental management planning.

Nevertheless, there is no discernible trend regarding NRM programming. The Seychelles government is working within its available budget to manage protected areas. Were NGOs available and capable of delivering management services, the Department of Environment would be happy to broaden its collaboration with NGOs. Due to the small size of the sector, few resources meanwhile are allocated to

agriculture in the Seychelles.

The USAID program in the Seychelles has been managed out of the Nairobi regional office of REDSO. According to REDSO, the Seychelles will be receiving less funding in coming years as it is a middle income country with a per capita GDP of more than \$2,600.

4. NGO Perceived Needs

The need for a PVO-NGO/NRMS type activity in the Seychelles is clearly expressed by both NGOs and government authorities. The NGO community feels isolated as it has had little contact with the global NGO community.

On a technical level, NGO skills are not well developed. Nonetheless, as most NGOs have a relatively (if not very) well-trained membership, the opportunity to increase NGO technical and institutional capacity in the Seychelles is promising and will increase.

For example, both the NGO community and the government are interested in monitoring the impact of the expanding tourism and fishing industries. SEL would like to be able to participate in some way in the environmental impact assessment (EIA) process. The Nature Protection Trust could, with greater institutional capacity, become more involved in aspects of conservation management.

5. Targeting NGOs for Institutional Strengthening

There is an existing nucleus of expertise and potential talent in the Seychelles. What is lacking is the means for organizations with relatively limited track records to develop institutional and technical skill areas which will permit these organizations to go beyond the "voluntary" level on which they now are operating.

For the few international conservation organizations in Seychelles, it is likely that skills could be built through tapping into regional fora and training opportunities. Inno-

vative approaches to raising conservation awareness, or training initiatives in integrated conservation and development taking place in the Africa and Asia regions, are possible examples. In addition, international conservation NGOs could share their existing project design and proposal preparation skills with their Seychellois counterparts.

General Conclusions/Recommendations

- NGOs in the Seychelles are open to new opportunities in NRM. The community, albeit small and operating on a volunteer basis, is highly motivated and prepared to collaborate on activities which will increase their capacity to intervene productively in the natural resources sector.
- At the present time the absorptive capacity of the Seychellois NGO community probably would not justify more than, at least at the outset, participation in a strong regional-based activity. Any program design for Seychelles should therefore assess the feasibility of establishing collaborative links with other Indian Ocean countries.
- The lead role for NRM activities could be assumed by several possible candidates including LUNGOS, the Seychelles Institute for Democracy, and the SEL, or a combination thereof.
- Any program in the Seychelles could be linked with upcoming Indian Ocean initiatives being undertaken by Fondation de France; COMODE, a PVO-NGO/NRMS-supported group since 1989; and MACOSS.
- Opportunities would seem to abound for both international donors and NGOs to develop small, potentially viable NRM programs in the Seychelles. The fact that the Seychelles, unlike much of the rest of Africa, is not facing basic survival issues offers a distinct opportunity to structure an NRM activity which with minimal input could potentially have significant spread effect.

TANZANIA

EXECUTIVE SUMMARY

1. NGO Experience

There are three types of Tanzanian NGOs which relate to the environment and NRM. The first group is composed of NGOs involved with activities to increase awareness, develop public education and influence public decision-makers regarding the environment. The second group includes national organizations and community-based groups which are focused on environmental issues and are implementing projects, the majority of which are reforestation, tree planting and nursery projects as well as activities designed to produce and distribute fuel-efficient stoves. National and local NGOs which are implementing more integrated programs, including projects that deal with sustainable agriculture, pastoral production systems, tree planting and nurseries, alternative income generation and community mobilization, all of which have a direct impact on the environment, form the third group.

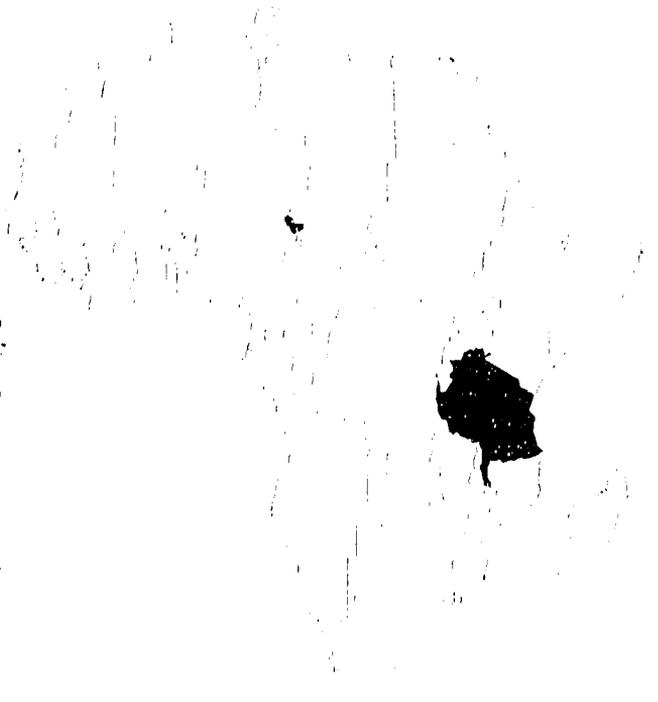
Few of the projects implemented by Tanzanian NGOs can be characterized as broad-based natural resources management, however. They are not designed based on analysis of problems out of which a coherent management plan is developed; these NGO projects are more typically a set of short-term activities, tied to donor funding, small-scale in nature and localized in particular communities.

The major resources management projects, such as the efforts to mobilize and involve people living in and around the Serengeti or the Selous game reserve project in resources management, are being implemented and managed by international organizations rather than Tanzanian NGOs. Indications are that most Tanzanian NGOs do *not* have the programming, management or technical capacity to respond to these opportunities.

To become players in the NRM arena, Tanzanian NGOs need to develop the technical and managerial capability to design, implement and monitor long-range management plans. Needed skills include gathering and analyzing baseline data and doing simple feasibility studies; project elaboration; organizational and financial management and accountability; and monitoring and evaluation.

2. Enabling Environment

There is a positive policy environment in Tanzania stem-



ming from the government's move towards a healthier involvement of the private sector, the ability of NGOs to form and operate as independent, private entities, and government interest in and commitment to involving NGOs in community-based, participatory conservation efforts. The national forestry action plan pays particular attention to community participation and NGOs.

The plan notes, however, that the comparative advantages ascribed to NGOs are currently an unrealized potential and that the present constraints to NGO effectiveness include limited replication potential and sustainability of projects, limited technical capacity and lack of broad programming strategies.

3. Government and Donor Trends in NRM Programming

The government has identified a number of areas where it wishes to move forward with regard to popular participation in NRM activity. The forestry action plan lists five specific areas and has received initial indications of donor support. The Women's Legal Rights Promotion has generated possible financial support from the Danish International Development Agency (DANIDA) and from the Netherlands government for its land tenure activities. The Dutch are also considering support for a series of training seminars for rural women in tree growing and forest conservation. DANIDA has also expressed interest in funding an NGO agro-forestry/tree nursery development scheme.

Donors have yet to come forward with backing for a

proposed NGO information, documentation and communication center or for strengthening NGO managerial skills.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

NRM is not now a specific objective in the USAID mission's CPSP, but is considered a "target of opportunity." The mission is funding a joint venture between the African Wildlife Fund (AWF) and WWF for assessment and planning of wildlife management around the Selous game reserve. A major component of this project is the participatory involvement of local communities.

The major focus of the USAID mission is in private sector initiatives in banking, agro-industry, import substitution, and non-traditional exports. The mission acknowledges the need to strengthen local NGOs and may consider an umbrella project toward this end. The mission will generally concur with proposals for centrally-funded NRM activities, as long as they do not represent serious management or resource demands for the mission.

5. NGO Technical Capacity in NRM

A number of Tanzanian NGOs possess a level of technical capacity appropriate for the implementation of community-based tree planting, nurseries, community awareness, subsistence agriculture and similar types of projects. NGOs have not demonstrated the technical capacity to plan and implement NRM activities in any sort of strategic or sustainable way, however, so as to impact on a large scale.

General Conclusions/Recommendations

- PVO-NGO/NRMS should consider Tanzania as a candidate for focal country status. There is a wide variety of NGOs working in the natural resource sector and an expressed need for and interest in building organizational and technical capacities.
- The approach to in-country organization of a NRMS

project should take into account and encompass existing consortia and working groups of environmentally-oriented NGOs, but must also make concerted efforts to contact and involve NGOs which fall outside the "environmental group" but are implementing development activities which clearly have an impact on the sustainable use of natural resources.

- Consideration should be given to mechanisms which allow for participation of NGOs which are based in the northern, western and central regions of Tanzania.
- While there may be some need for field level "pilot project" funds, emphasis should be placed on developing NGO institutional capacity, at the country working group level, lead agency level and within the participating NGOs to effectively program and use donor funds.
- In all likelihood USAID/Tanzania will not be able to make funds available to support a PVO-NGO/NRMS project, and Government of Tanzania resources are extremely limited. Groundwork for the project should, however, explore two other in-country mechanisms for financial support. One would be to invite several of the many international donors and/or international NGOs to directly participate with financial support, particularly for technical training or organizational development since these are generally acknowledged needs. Alternatively, it may be desirable to structure the project so that participating Tanzanian NGOs contribute an increasing share of the costs which they would leverage, with assistance from the project, from donors. This in itself would be a significant challenge.
- The potential exists for PVO-NGO/NRM linkages to be formed with both Madagascar and Uganda. If Tanzania is selected as a focal country, this would be especially beneficial in the initial organizing and start-up phases of any NRMS-project activity. The Tanzanian NGOs could profit greatly from examples of how coordination and consortium building has taken place in the two focal countries in East Africa.

TOGO

EXECUTIVE SUMMARY

1. NGO Experience

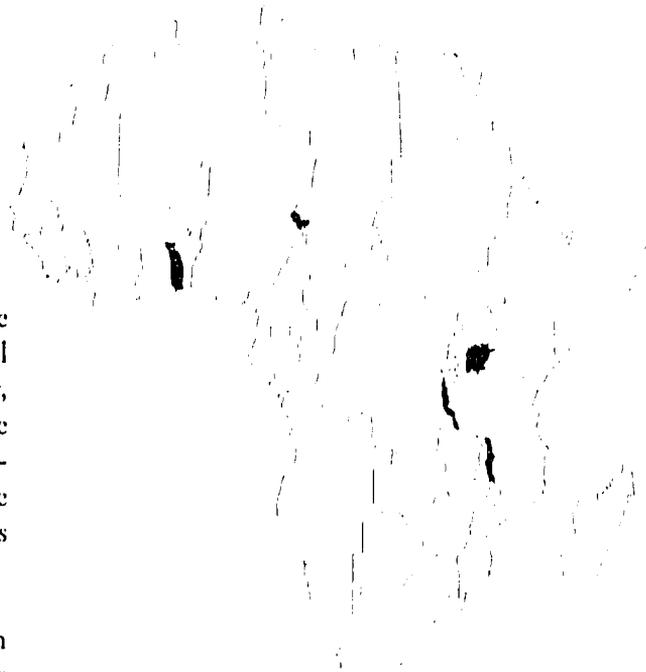
There are 81 NGOs in Togo, 60 percent of which are indigenous. While there is a long history of international NGO and church-related NGO activity in Togo, secular, national NGO activity is new. Most local groups have formed in the last three years and thus have limited experience. Local NGO activity is concentrated in the south of the country, while the most pressing environmental problems are in the north.

CARE has important agro-forestry activities in the north involving demonstration of production techniques such as alley cropping, use of organic fertilizers, and environmental education. It has introduced "pépinière-douche" in which nurseries are placed next to the area where families wash to benefit from water run-off. CRS is providing institutional support to a center that trains farmers in agro-forestry, contouring and other soil and water conservation techniques. Local NGOs are involved in reforestation, environmental education, village nurseries, potable water, socio-economic studies, appropriate technology, and organic farming activities.

As elsewhere, few local NGOs are specialized in a particular area. The NGO umbrella group, Fédération des ONG de TOGO (FONGTO), sees one of its primary roles being to identify training needs and mobilizing resources to address these needs. FONGTO has organized several trainings financed by UNDP, the latest of which was carried out by CARE. About 30 percent of FONGTO's members are "operational."

2. Enabling Environment/Government Trends in NRMS Programming

The political situation in Togo is tenuous and likely to remain so pending elections. Within this context, the environmental policy framework is weak. The USAID environment officer notes that there are important policy-level constraints to doing good work in NRM, notably with regard to land tenure. The NRM situation has reached a crisis point in the north where locals have burned over 3,000 hectares of formally protected forests and slaughtered thousands of animals purportedly in anger over government policies.



Official responsibility for managing the environment has shifted among ministries, with no integrated approach. Both USAID and the World Bank note that there are few people in the government with appropriate training in NRM issues. The EAP is stalled, pending reorganization of the planning team. Conversely, the national parks administration is aware of the potential benefits of participatory approaches to NRM and has commissioned a study on buffer zones to get a better understanding of people's attitudes and needs vis à vis conservation and development around protected areas. The forestry department, interested in harmonizing approaches, is planning a survey of NGOs and a seminar to discuss how collaboration between all potential actors in NRM can be promoted.

3. Donor Trends in NRM Programming

The World Bank is promulgating village-based land management schemes which involve local populations in the management of wildlife reserves and improving rural sanitation and drinking water supplies. Other donor activity includes the following: UNSO is experimenting with a pilot community land management scheme in northern Togo; FAO and GTZ work primarily with the government on management of state forest resources; FAO helped the government elaborate a tropical forest action plan; the World Food Programme (WFP) provides food for tree planting activities; the International Labor Organization (ILO) has an integrated rural development program in one region that incorporates an environmental component; and UNDP's Africa 2000 will start up soon.

There are numerous funds for NGO activities:

- UNDP's Fonds d'Appui aux Initiatives de Base (FAIB);
- the World Bank's Programme d'Appui aux Initiatives de Base (PAIDB);
- The Fonds Européen de Développement (FED) regional development funds.

The government views international NGOs as additional revenue sources; thus there is little Government of Togo (GOT) coverage of any NGO operational costs. This has been a real constraint on the full mobilization of these donor funds and their effectiveness.

4. USAID Programming and Potential Support for PVO-NGO/NRMS Projects

USAID/Togo support for PVO-NGO/NRMS initiative is unlikely, given the country program strategy foci. These areas are: health and population; development of an export processing zone; and the promotion of democratic processes. There is however willingness to cooperate with a centrally-funded initiative, and perhaps ability to orient training and small grants activities (counterpart funds) to address NRM issues. The mission's environmental unit, however, feels that the policy framework is not conducive to progress on NRM issues at present and that the technical capacity in the government is extremely limited.

5. NGO Perceived Needs

Institutional needs of the NGOs in Togo incorporate:

- strategic planning and strategies for greater financial autonomy;
- financial management;
- North-South partnership/networking/information exchange;
- designing information campaigns for the grassroots; and
- PRAs and RRAs.

The technical needs in training include:

- AT/GT, agro-forestry;
- designing community income generating activities (as activities to accompany NRM interventions); and
- fish farming methodologies.

The NGOs are interested in establishing a revolving fund for start-up operational costs with the idea that they need to make an initial investment in "animation" *before* they can produce a project document to submit for funding.

6. Targeting NGOs for Institutional Strengthening

FONGTO, while still relatively young, seems to be on the right track. FONGTO has an office, a documentation center, a full time executive secretary and secretary, and has started a newsletter. FONGTO members suggest that a PVO-NGO/NRMS project structure be tied to FONGTO, but not limited to members.

CARE, with its experience in NRM and in training, is well qualified to serve as lead agency should there be a start-up phase.

General Conclusions/Recommendations

- Given the political situation, a "wait and see" approach regarding PVO-NGO/NRMS initiatives in Togo is mandatory.
- Although local NGOs are motivated and enthusiastic, CARE would be best placed to play a leadership role in any eventual initiative, similar to the role it has assumed in Cameroon.
- USAID mission support will be minimal, based on concern over the government's lack of clear NRM policy (although some donors are managing to achieve satisfactory results at the local level).
- Exchanges with Cameroon and Mali on PVO-NGO/NRMS approaches could be beneficial for the NGO community in Togo, whether Togo becomes a PVO-NGO/NRMS focal country or not. Mechanisms for operationalizing this require further exploration.
- Should PVO-NGO/NRMS support activities in Benin, effort should be made to bring Togolese NGOs into any focal activities undertaken there.

ZAMBIA

EXECUTIVE SUMMARY

1. NGO Experience

Zambian NGOs have relatively little experience implementing NRM. The better established "environmental" NGOs are involved in awareness, public education and programs for primary and secondary schools. It is primarily church-based or church-supported community groups which are implementing project activity which impact on natural resources through more intensive, sustainable agricultural initiatives.

Community-based resource management activities that do exist, like the ADMADE project funded by USAID through WWF, are implemented through the Department of National Parks and Wildlife Services or are being implemented by international NGOs. At government and donor levels, there is little confidence in NGO capabilities in the natural resources sector. When asked about NGO activities, officials invariably cite work of international NGOs like Africare, the Dutch Volunteer Organization or OXFAM.

2. Enabling Environment

Government policy in principle favors and promotes community involvement and community action and includes mention of NGOs. In reality, however, both the government and international donors focusing on decentralization and community level projects work through district and local councils rather than NGOs. Recent famine relief efforts are being channeled through district councils and church-based groups because NGOs have neither the management nor logistical capacity for these activities.

Like a number of countries in the region, Zambia is moving towards a heavier reliance on the private sector, including privatization of some parastatals. As an indication of how NGOs are viewed by many in the government, NGOs are not included as potential players in discussions on the role the private sector can play in national development.

3. Government and Donor Trends in NRM Programming

The government, supported by international donors, is seeking ways to decentralize development responsibilities

and activities to the local jurisdictions as general policy, business and economic initiatives favor the private sector. Indications are, however, that with respect to NRM, the government seems to be taking on a greater role. Rather than seek collaboration with NGOs for community mobilization and development activities, government is taking on new personnel at national, district and local levels to address these issues directly.

IUCN has taken the initiative to try and mobilize NGOs which deal with natural resources, biodiversity, environmental matters and sustainable resource use so that they can play a greater role in NRM activities.

4. USAID Programming and Potential Support for the PVO-NGO/NRMS Project

The USAID mission's priorities have traditionally been focused on agricultural policy, but have shifted to drought relief and food assistance in response to the critical conditions faced in southwestern Zambia. Emerging priorities relate to the privatization of parastatals, AIDS prevention and democratization and governance. Through the Southern Africa Regional NRM Program (SARP), USAID is funding the ADMADE program through the National Parks and Wildlife Service and WWF. USAID/Zambia expresses a general interest in "private sector" activities, including those which are community-based.

Recently USAID underwrote an intensive assessment of Zambia's natural resources sector which contained recom-

mendations on where the mission could make interventions with a high probability of making a positive impact. The results of that study have not been released pending an in-depth World Bank study of the water, soils, forestry and wildlife sectors.

Although NRM is not a mission priority, it is considered a "window of opportunity" where small investments can make a high impact. The mission would probably concur on a centrally-funded NRMS-like project, but would likely not have management or financial resources to contribute.

5. NGO Perceived Needs

The NGO community is viewed, from the outside, as immature, lacking in technical and managerial skills, more focused on advocacy, research, and representational issues rather than sustainable development activities; it is also seen as disorganized and uncoordinated. There are two NGO coordinating bodies, one of which had been active but is now dormant, and a second which is just emerging to fill the gap.

Environmental NGOs came together around preparation for the Rio Conference; several reports and an NGO plan of action were drafted. Since Rio, the community has not come back together and no one has taken the responsibility to move the action plan into "action." At this point it seems the driving force behind coordinating efforts is IUCN. NGO needs are seemingly broad-based, both technically and institutionally.

6. Targeting NGOs for Institutional and Technical Strengthening

The Zambian NGO community appears somewhat in disarray with no clear indications of interest in or commitment to coordinated institutional or technical strengthening. Individually, each NGO seeks to strengthen its own capabilities. At this time, the conditions do not seem to be present within the community to support a PVO-NGO/NRMS-like approach in NGO consortia building, institutional strengthening and increasing overall technical capacity.

7. NGO Technical Capacity in NRM

Natural resource-focused NGOs have two very different

levels of technical capacity. Among the Lusaka-based education, advocacy, and research-oriented organizations there is a high degree of professional expertise. Some of the education programs, particularly those directed at secondary students, have been quite effective. These organizations, however, are not implementing field-based natural resource activities. Among those NGOs which are working at a field or community level there is a lack of NRM technical capacity.

8. Potential Linkage with Existing NRM Networks

The potential for establishing linkages between any Zambian NGO initiatives and other existing NRM networks is somewhat dependent on IUCN's success in catalyzing Zambian NGO activities in NRM. The effectiveness of linkages relates to the ability of Zambian NGOs to contribute to and learn from their regional colleagues. Currently, Zambian NGOs lack the experience to be effective contributors in a network, though they certainly could benefit from participating in national or regional collaborative activities.

General Conclusions/Recommendations

- Given the current conditions within the NGO community, Zambia should not now be considered a candidate for targeted focal country status.
- The PVO-NGO/NRMS project should establish relationships with IUCN in Zambia and through them monitor development in the NGO community, possibly developing relationships with one or two emerging local organizations working in NRM. As organizations advance, they can be made aware of the PVO-NGO/NRMS approach and related regional activities, at which time feasibility for project start-up could be explored.
- At such time when there is a strong indication or request from local NGOs or a local coordinating body begins functioning, PVO-NGO/NRMS should consider how Zambia can be appropriately integrated into this program. For the time being, Zambian NGOs should be brought into NRM activities through PVO-NGO/NRMS regional programs and through other regional efforts as appropriate.

ATTACHMENT A

PVO-NGO/NRMS ASSESSMENT CONSULTANTS

The following individuals served as country assessment consultants to the PVO-NGO/NRMS Project:

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Please note: Ms. Rizika undertook the PVO-NGO/NRMS assessments for Benin, the Gambia, Ghana, Guinea and Togo; Mr. Prendergast did the desk study assessment for Eritrea; Namibia, Tanzania, and Zambia assessments were done by Mr. Cawley; Mr. Amstadter assessed Burundi, CAR, Congo and Rwanda; Mr. Clark did the desk study for Ethiopia and served as primary editor of the executive summary; Mr. Brown did the Mauritius, Senegal and Seychelles assessments, wrote parts of the Namibia assessment, collaborated on the Niger assessment, and performed the final edit of the overall document.

ATTACHMENT B

ASSESSMENT SCOPE OF WORK

This scope of work was drawn up for the following clusters of PVO-NGO/NRMS consultancies under the "New Initiatives" (or pre-catalytic) activities of PVO-NGO/NRMS:

- Cluster I: Senegal, Seychelles, Mauritius
- Cluster II: The Gambia, Guinea, Benin, Togo, Ghana
- Cluster III: CAR, Rwanda, Burundi, Congo
- Cluster IV: Tanzania, Zambia, Namibia
- Cluster V: Eritrea, Ethiopia

PURPOSES OF THE ASSESSMENT

- One, to determine the status of NGO activities – ongoing, planned and potential – in each country assessed *vis à vis* natural resources management opportunities and constraints.
 - Two, to determine appropriateness, feasibility and potential constraints of a PVO-NGO/NRMS-like project to commence NGO work in NRM in each country.
 - Three, to prepare a five-to-ten page report per cluster country addressing the following:
 1. A listing of national and international NGOs working in the country for the sustainable agriculture (including pastoralism) and environment (including conservation) sectors (for descriptive purposes in the reference report, can be organized according to sectors, even if many NGOs may be working on both agricultural and environmental issues at the same time).
 2. A listing of all NGOs contacted during the assessment.
 3. Presentation of the kinds of activities NGOs are currently undertaking in these sectors (with identification of whether NGOs are service-providing organizations, membership organizations, community groups, other, or combinations of these).
4. Indication as to the existence of existing NGO consortia in each country, or of the intention for NGO consortia for NRM (or other areas) to be formed (and if so, at whose instigation).
 5. Assessment of the institutional capability of NGOs to implement NRM projects in either the agriculture or environment sectors based on the following (with identification made by consultant as to specific criteria actually used to gauge capability in addition to, or in lieu of, those indicated below):
 - a. structure and function of relevant organizations;
 - b. funding sources of organizations;
 - c. available outside assessments of managerial capacity of NGOs to implement NRM or other types of projects;
 - d. prior or current assistance received from external sources to improve the institutional capability of NGOs to deliver services in NRM;
 - e. the existence in-country of technical assistance support services to improve NGO performance in the future either through umbrella organizations or bilaterally through some format;
 - f. the opinion of donors such as USAID, the World Bank, GTZ, the UK's Office of Development Assistance (ODA), DANIDA, etc., as to the institutional capacity of the NGO community as a whole, and of specific NGOs worthy of note; and
 - g. the opinion of NGOs as to where institutional capacity most needs strengthening.
 6. Assessment of the technical capability of NGOs to implement NRM projects in either the agriculture or environment sectors based on the following (with identification made by consultant as to specific criteria actually used to gauge capability in

- addition to, or in lieu of, those indicated below):
- a. the types of NRM interventions undertaken;
 - b. the quality of these interventions as perceived by technical agents of donor organizations, technical agents of government services, technical agents of NGOs, and through any available reports or evaluations;
 - c. existence of any collaborative efforts in NRM linking communities, NGOs, government and donors to transfer skills of use in NRM technologies and techniques;
 - d. trends indicative of either increasing, decreasing or stagnating capacity for community level organizations and service providing organizations;
 - e. examples of innovation in NRM programming; and
 - f. the opinion of NGOs as to their capacities and to where capacities most need strengthening.
7. Assessment from NGOs, donors, government representatives and relevant others as to whether a project like PVO-NGO/NRMS would be a welcome addition over the coming year to each respective country assessed (including why yes or why no).
 8. Assessment of the potential feasibility of the USAID mission to provide bilateral funding in 1993-1995 for PVO-NGO/NRMS in each country; availability of funding; mission opinion as to whether activity should be centrally funded, bilaterally funded, or a mix of the two; mission willingness to work out a joint financing arrangement with USAID/W.
 9. Assessment of the "enabling environment" including: the perception of different interest groups of the need for a PVO-NGO/NRMS type of activity in the respective country; support of government institutions for a project which promotes national level consortium activities; provision of technical skills in NRM to NGOs; strengthening of NGO analytical and advocacy skills; promotion of democratic process and institutions.
 10. Determination of whether the respective country's NGO community has the ability to become a focal country for PVO-NGO/NRMS à la Cameroon, ,

Madagascar, Mali, or Uganda or whether it would be preferable for it to participate in a less intensive networking activity bringing the community into contact with other NGOs in regard to specific themes on an occasional basis.

11. Depending on the response to the above question, what types of activities in a given country is the NGO community interested in focusing on, and what NGOs in-country could take the lead in coordinating future potential activities.
12. If the assessment is that it would be inappropriate for PVO-NGO/NRMS to consider initiating activities in the country in the near future, what types of NGO oriented activities *would be* appropriate in the country, why, and how could these be approached?
13. Potential of country to fit into existing PVO-NGO/NRMS network of countries or other networks working on NRM issues.
14. In the case of Benin and Togo, is it possible or preferable to consider these two countries as a single block or is it preferable that implementation proceed separately?

METHODOLOGY TO BE USED

An essential factor in the success of the assessment will lie in how well the consultant understands the existing PVO-NGO/NRMS project and the general activities and approach to NRM undertaken in the current four focal countries. To facilitate this understanding, provision of project background documents will be made to the consultant. Upon reading, discussion in person or by phone with the project director prior to undertaking the assessments will be made.

In assessing the potential appropriateness of the project in a particular country, the consultant need not suggest that PVO-NGO/NRMS would or would not be appropriate. Rather, information on PVO-NGO/NRMS should be provided to different interest groups in the country, and *their* assessment of appropriateness and feasibility should be elicited.

In this assessment, PVO-NGO/NRMS is genuinely interested in determining feasibility, and is not interested in "selling" the project to potential NGO communities, government and USAID missions. PVO-NGO/NRMS *is*,

however, interested in having different interest groups in the various countries understand the rationale of the assessment so that maximum participation will be forthcoming. To this extent the strengths and weaknesses of the project together with its potential relevance to the country visited could be suggested, but clearly *not* exaggerated. In this regard, the consultant will need to make it clear to everyone dealt with that the purpose of the assessment is not for the express purpose of marketing PVO-NGO/NRMS but is rather for the express purpose of determining whether it would be appropriate and feasible for the project to work in a particular country. So too, clarification that this assessment will not bind the project to start up activities in the particular country must be made. All these issues are somewhat sensitive, and will be discussed with the consultant prior to departure.

To facilitate the assessment, PVO-NGO/NRMS will provide the following in so far as possible:

- Receipt of clearance from the relevant USAID missions to conduct the assessment and be visited if possible.
- Identification of NGOs who may be able to coordinate group meetings between NGOs, and/or one-on-one meetings.
- Identification of any documents that PVO-NGO/

NRMS is aware of that could be useful for the assessment.

- Identification of any institutions outside the targeted assessment countries worth visiting.
- Provision of support from any World Learning, WWF, or CARE offices in targeted countries where feasible.
- Procurement of visas and ricketing arrangements for consultants.

ORGANIZATIONS TO CONTACT

Consultants shall contact all relevant NGO (national and international), government, and donor institutions. USAID missions in particular should be queried as to the potential interest of a PVO-NGO/NRMS type program in the country. Government institutions should be queried as to the receptivity of government to a capacity building project targeting NGOs primarily. Specific reference to the democratization aspects of PVO-NGO/NRMS should be made. Should Peace Corps be in country, their assessment of the pertinence and feasibility for a PVO-NGO/NRMS initiative should also be sought. The opinion of donors such as UNDP as to the complementarity of a project like PVO-NGO/NRMS should be determined.

NOTE: This was the basic scope of work (SOW) which all consultants used in undertaking the NGOs in NRM assessment for the PVO-NGO/NRMS Project.

ATTACHMENT C

GLOSSARY OF ACRONYMS

A

ADMADE	Administrative Management Design
ADRA	Adventist Development and Relief Agency
Africare	A U.S.-based PVO
Africa 2000	A United Nations Development Program project
ANR	Agriculture and Natural Resources Management
ARTS	Analysis, Research and Technical Support (Office of USAID/AFR)
ASDG	Agricultural Sector Development Grant
ASSODIV	Association Pour le Développement des Initiatives Villageoises
AT/GT	Approche aménagement/gestion de terroir
ATLAS	Africa Training for Leadership and Skills
AWF	African Wildlife Fund

B

BZM	Buffer Zone Management
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C

CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CAR	Central African Republic
CARE	CARE, Inc.
CARITAS	The NGO of the Catholic Church
CCA/ONG	Comité de Coordination des Activités des ONGS Maliennes
CCCE	Caisse Centrale de Cooperation Economique
CCOAI B	Conseil de Concertation des Organisations d'Appui aux Initiatives de Base
CECI	Centre Canadien d'Étude et de Coopération Internationale
CENAFOD	Centre Africain de Formation pour le Développement
CIDA	Canadian International Development Agency
CIRAPIP	Centre d'Information de Recherche et d'Action Pour la Promotion des Initiatives Paysannes
CLA	Country Lead Agency
CLUSA	Cooperative League of USA
CNET	Conseil Nationale de l'Environnement et du Tourisme
COMET	Collectif des ONG et Associations en Matière de l'Environnement au Togo
COMODE	Conseil Malgache des Organisations de Développement et l'Environnement
CONACONG	A committee of national NGOs (Congo)
CONGAB	Conseil des ONGs au Benin

CONGAD	Conseil des Organisations Non-Gouvernementales d'Appui au Développement
CPSP	(AID) Country Program Strategic Plan
CRS	Catholic Relief Services
CRUEA	University Research Center in Alternative Energies (Burundi)
CWG	Country Working Group

D

DANIDA	Danish International Development Agency
DIGIT	A U.S. PVO specializing in primate research and education

E

EAP	Environmental Action Plan
EEC	European Economic Community
EIA	Environmental impact assessment
EPLF	Eritrean People's Liberation Front
ERRA	Eritrean Relief and Rehabilitation Association

F

FAIB	Fonds d'Appui aux Initiatives de Base
FAO	Food and Agriculture Organization
FARA	Food, Agriculture and Resources Analysis (Division of USAID/AFR/ARTS)
FED	Fonds Européen de Développement
FEDAR	European Fund for Development of Agriculture
FENONG	Fédération des ONG du Benin
FONGTO	Fédération des ONG de TOGO

G

GAP	Groupement des Aides Privées
GAPVOD	Ghana Association of Private Voluntary Organizations in Development
GCAR	Government of Central African Republic
GEAP	Gambian Environmental Action Plan
GEF	Global Environmental Facility
GOC	Government of Congo
GOG	Government of the Gambia
GOM	Government of Mauritius
GON	Government of Niger
GOR	Government of Rwanda
GOS	Government of Senegal
GOT	Government of Togo
GRB	Government of the Republic of Burundi
GTZ	Deutsche Gesellschaft für Technische Zusammenarbeit
GVC	Gruppo di Volontario Civile

I

ICDP	Integrated Conservation and Development Project
ICRD	International Council for Research and Development
IFAD	International Fund for Agricultural Development
IGAADD	Inter-Governmental Authority Against Drought and Desertification
ILO	International Labor Organization
INADES	Institut Africain pour le Développement Économique et Social
INECN	National Institute for the Environment and Conservation of Nature
IRED	Innovations et Réseaux pour le Développement
ISRA	Institut Sénégalais pour la Recherche Agricole
IUCN	International Union for the Conservation of Nature
IWACU	A cooperative league training center (Rwanda)

L

LIFE	Living in a Finite Environment (a USAID/Namibia project)
LUNGOS	Liaison Unit of NGOs (Seychelles)

M

MACOSS	Mauritius Council of Social Service
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N

NEAP	National Environmental Action Plan
NENGO	Network of Environmental NGOs
NGO	Non-governmental organization
NGOCC	NGO Coordinating Committee of Zambia
NORAD	Norwegian Agency for Development
NR	Natural resources
NRM	Natural resources management
NRMP	Natural Resource Management Project
NTEs	Non-traditional exports

O

ODA	Office of Development Assistance (UK)
ONG	Organisation non-gouvernementale
OXFAM	An international NGO founded in Oxford, England

P

PAIDB	Programme d'Appui aux Initiatives de Base
PAP	Projet Agro-Pastoral
PARO	Programme d'Appui au Renforcement des ONG
PGE	Provisional Government of Eritrea

PRA Participatory rural appraisal
PREFED Programme Régional de Formation et d'Echanges pour le Développement
PVO Private Voluntary Organization
PVOP Private Voluntary Organization Support Project

R

READ Reaching out with Education to Adults for Development (a USAID/Namibia project)
REIDSO AID's East African Regional Economic and Development Support Office
RRA Rapid rural appraisal
RRC Relief and Rehabilitation Commission

S

SARP Southern Africa Regional NRM Program
SCF Save the Children Fund
SCIO Service de Coordination des Interventions des ONGs
SEL Seychelles Environmental Lobby
SIDA Swedish International Development Assistance
SNEB Stratégie Nationale Environnemental du Burundi
SOS A church-based NGO
SPA Small Project Assistance (Peace Corps)
SPPF Seychelles Peoples' Progressive Front

T

TANGO The Association of NGOs (The Gambia)
TGE Transitional Government of Ethiopia

U

UNESCO United Nations Educational, Scientific and Cultural Organization
UNCED United Nations Conference on Environment and Development
UNCDF United Nations Capital Development Fund
UNDP United Nations Development Programme
UNEP United Nations Environmental Programme
UNICEF United Nations Childrens Fund
UNSO United Nations Sudano – Sahelian Office
USAID U.S. Agency for International Development

V

VITA Volunteers in Technical Assistance

W

WCI

Wildlife Conservation International

WFP

World Food Programme

WWF

World Wildlife Fund