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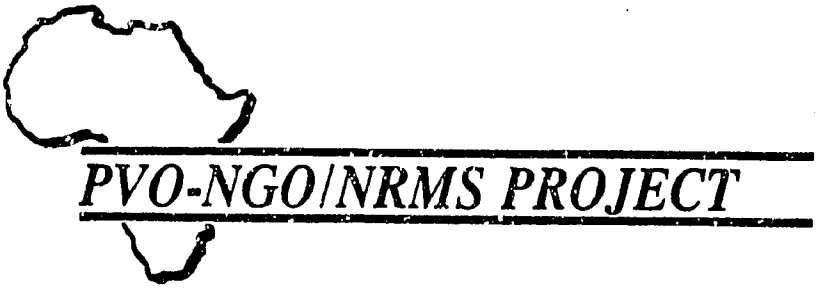

Non-Governmental Organizations and Natural Resources Management

BENIN

March 1993

PVO-NGO/NRMS Project
Private Voluntary Organizations and Non-Governmental Organizations
in Natural Resources Management
(a USAID-funded project)
Suite 500
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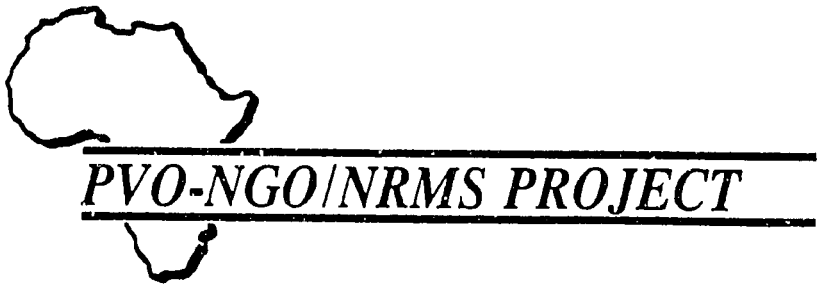

Non-Governmental Organizations and Natural Resources Management

BENIN
Country Assessment

Prepared by: Jill Rizika
Edited by: Jeffrey Clark and Michael Brown

March 1993

PVO-NGO/NRMS Project
Suite 500
1250 24th Street, NW
Washington, DC 20037

Foreword

This document is one of 18 assessments done in 18 African countries under the aegis of the PVO-NGO/NRMS project. Broadly speaking, the assessments cover:

- the general context and issues impacting NGOs and NRM in each given country;
- the content of NGO work in NRM in each respective country;
- the needs of NGOs in 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 given country.

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 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 is 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 situation 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 under the assessment we note the following:

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

Other 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.

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.

Finally, for comparative purposes, the introduction and overview of findings section of the 18 country synthesis document is provided as an annex (1) to this country-specific document.

Michael Brown
Project Director, PVO-NGO/NRMS
Washington, D.C.

March 22, 1993

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Country Assessment
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DISCUSSION

I. The Context of NGO Work in Natural Resources Management (NRM) in Benin

NGO EXPERIENCE:

As in Guinea, a recent change in government has led to an upsurge of new local NGOs. Most are based in the southern part of the country, with weak management and implemenation structures, few if any salaried staff, and little technical specialization. "Local development associations" are strong in the north. The most recent national conference on NGOs (July 1991) cited "la moralisation des ONGs pour les rendre plus credible" to be the community's most important issue. Calls for seminars and training in such basics as "the characteristics of a developmental NGO; how to apply a participatory approach," point to the relative weakness of the sector. One NGO leader estimated that of over 150 registered NGOs, only about 20 percent could be considered operational; of those, about half are church-based. Many are urban-based "shells" with no real "client community" and are lacking defining attributes to make them preferred partners in community-based activities for international PVO/NGOs and donors.

On the other hand, within the operational group, there are some NGOs doing interesting work. And among those which are not yet truly operational, there seems to be potential for growth. A 1990 report on NGO activity noted that, despite problems, national NGOs were capable of helping communities identify development problems in their areas of operation, establish priorities, and "sometimes" propose appropriate solutions. Their strength lies in their ability to mobilize and raise awareness within particular communities and to ensure community participation in decision-making.

NGOs engaged in NRM activities are involved in the 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.

NGO PROFILES

Catholic Relief Services (CRS) has been operating in Benin since 1958. In addition to their traditional health and nutrition activities (PL-480 food distributed through primarily state-run health centers), CRS is involved in several agriculture and integrated rural development projects (community wells, grain storage/processing, improved cookstoves, support to a local church-run training center for young farmers). CRS supports a small beekeeping center which does training and awareness raising to introduce more environmentally sound methods to beekeepers in five villages in the center of the country. CRS is also providing institutional support to two local centers: Centre Medical de Solidarité (a private center operating in Cotonou); and Centre Régional pour le Développement et la Santé (CREDESA), a semi-autonomous state agency servicing rural areas (the staff members are civil servants, but the operating budget comes from various donors and fees). This center has an agricultural component focussing on pest management, soil fertility and crop storage.

While CRS was a founding member of the **Conseil des Organisationations Non-Gouvernementales au Benin (CONGAB)**, an umbrella group for NGOs, it is no longer active in the association. CRS officials express the opinion that CONGAB is essentially an outgrowth of the former government's desire to orchestrate NGO actions. CRS has not joined the newly formed national federation either, not being convinced that the primary objective of a federation being a means to exchange information and ideas on areas of common concern would be met. The problem, as seen by CRS's deputy director, is the lack of a clear sense of shared goals and of mutual confidence within the NGO community. **This is in part due to the broad definition of "NGO" in Benin, which refers to local associations, projects, service groups and training centers of all levels of "organizational maturity."** Each organization reportedly wants to serve as the "père" of the NGO community while not wanting anyone else to control their own actions. CRS expressed concern that the new federation would seek to establish itself as an additional administrative layer, requiring NGOs to clear their proposals through the federation's own secretariat.

The CRS team expresses interest in the NRMS project and its approach. It has experience in local capacity-building that it thinks would be useful in starting a NRMS project in Benin. CRS has done participatory rural appraisal (PRA) training for its own staff and that of local partner agencies.

ASSODIV, the Association pour le Développement des Initiatives Villageoises, is a service providing NGO comprised of urban-based professionals. It has two main areas of activity: training and support to rural groups to increase productivity and provision of legal advisory services to rural populations. It has received support from at least three international organizations: EMMAUS International and the United Nations Development Programme (UNDP) for the first set of activities and "Commission Internationale de Jurists" for the second. ASSODIV has an office in Cotonou and a training center in Tangbo (Atlantic Region). There are two permanent staff members in Cotonou: a coordinator for the legal services activity and a secretary. The training center has a coordinator, a principle

trainer, an assistant trainer and two technicians. Additional technical people participate on a periodic basis in such areas as animal husbandry, literacy, etc. ASSODIV's training center has introduced "culture attelee" using the Houe Manga technique, as well as credit, grain storage and literacy training activities. In Cotonou, the group has established a clinic where they provide free legal advisory services to rural populations. It has also trained several "parajurists" to help disseminate information on rural communities' rights and responsibilities and to help resolve conflicts if necessary. ASSODIV has dealt with such themes as land laws, marriage laws and voting rights.

The "Activities Report 1991" for ASSODIV freely points out weaknesses and difficulties and suggests solutions. This NGO is placing priority on identifying self-financing strategies (at least for the training center) and collaboration with other partners, as well as on the additional training for the staff, particularly in the area of evaluation.

Groupement Pour le Bien-Etre Social (GRABS) seems to typify young NGOs in Benin as it revolves around a single dynamic leader, has no paid staff or permanent office space. The main activities over the past year are participation in various seminars and meetings. GRABS has organized a seminar on the role of NGOs in improving living conditions in Cotonou and is beginning to work with a couple of rural women's groups.

With a fairly well-equipped office and several full-time staff,the **Centre d'Information de Recherche et d'Action Pour la Promotion des Initiatives Paysannes (CIRAPIP)** is one of the oldest and most established local NGOs. It has been active since 1984 and is one of the founders of CONGAB. Its executive director is currently treasurer of CONGAB. The organization also represents the NGO community on the management committee of the Fonds d'Appui aux Initiatives de Base (FAIB) project and serves as the representative of the African Development Fund in Benin. It has activities in all four southern departments and a few in the north. The main objective is to promote sustainable development at the grassroots level, working through village-level organizations on mainly agriculture and health related activities and using a four-pronged approach: information (sensibilisation et documentation); training; applied research; and, technical assistance in the elaboration of micro-projects. CIRAPIP has four animators in the field and a network of village leaders in six other localities. It has also carried out a number of studies for the EEC, UNIFEM, ACORD and other international organizations. The group has a documentation center partly financed by UNDP Partners in Development program.

ENABLING ENVIRONMENT:

The policy environment in Benin is encouraging. The trend is toward decentralization, liberalization, and democratization. Government has a "hands-off" policy towards NGOs and procedures for NGO recognition are straight-forward. The government only recently established a coordinating body, the Conseil Beninois pour la Coordination des Activites des ONG (CBCA-ONG), which is an inter-ministerial committee under the leadership of the

Ministry of External Affairs and Cooperation. The Ministry of Social Affairs and Labor serves as the secretariat. CBCA-ONG is working on an inventory of NGO activities but has no computer and as yet still limited contact with many NGOs (CRS had never heard of CBCA-ONG).

As in the Gambia and Ghana, the national environmental action plan (NEAP) has served as a catalyst for the government to seek information on NGOs in view of promoting a more coherent and collaborative approach within an established policy framework. Few line ministries have previously made efforts to systematically review/coordinate/control NGO activities.

GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:

The **Government of Benin**, with support from the World Bank, the French government, UNSO (UN Sudano-Sahelian Office), and GTZ, a German NGO, is elaborating a national environmental action plan. It has conducted regional workshops followed by village surveys to solicit grassroots input. A national seminar was recently held which included a presentation on the role of NGOs in natural resource management. The NEAP recommends a new conceptual framework that includes decentralization and a participatory approach. The role of NGOs is seen as catalytic; as government cedes more responsibility to communities (which is necessary and inevitable according to the NEAP technical coordinator), the NGOs will be called upon to play an important intermediary/mobilization/training role. Coordination at the field level is important. Presently, poor coordination of rural extension work can lead to confusing messages, e.g. for example, concern about soil degradation on the one hand and the promotion of intensive cotton farming with high chemical use on the other.

The NEAP has financed seven pilot projects to test various approaches to solving problems identified in the workshops and studies. Several of these projects are being executed by NGOs, e.g. the preparation of environmental messages in local languages by ABEL (Association Beninoise des Ecrivains en Langues Nationales), and the training of trainers in PRA by CEBEDES (Centre Beninois pour l'Environnement et le Développement Economique et Social). They are experimenting with PRA techniques in view of applying the "approche aménagement/gestion de terroir" to NRM.

The NEAP conducted a training of journalists, where, among other topics, the translation of environmental messages into local languages was discussed. A complete inventory of legal texts, conducted by the Centre de Recherche et d'Action pour la Protection de l'Environnement, a national NGO, has been commissioned.

A study is underway addressing the issue of coordination. Also in the works is a more in-depth look at decentralized management issues.

In recognition of Benin's pressing needs and strong performance in the areas of economic reform and democratization, the **U.S. Agency for International Development (USAID)** designated Benin a focus country in May 1992. During Fiscal Year (FY) 1993, USAID will approve its first country program strategic plan for Benin. The Benin mission's specific areas of program focus will be: primary education reform; primary health, rural water and sanitation; development of a robust private sector emphasizing non-governmental responses to development challenges and local self-help efforts in solving social problems; and, an active U.S. and third country training program to address the managerial and entrepreneurial constraints to private sector responses to Benin's development problems.

The USAID representative places a great deal of importance on developing the capacity of local NGOs to play a significant role in the Benin program. In the FY 1994 annual budget submission, the mission includes a new project entitled "private initiatives in development issues" (PIDI), whose purpose is "to strengthen newly established NGOs' ability to provide key socio-economic services." Comprehensive training for select NGO staff would be provided, as well as "encouraging linkages with different partners in private associations and within the private sector."

The mission has begun registering local NGOs on a one year probationary basis as a first step toward pursuing registration at the Washington-level. This has opened communications between the NGOs and the mission; the national staff is starting to get to know local groups through letters and meetings. In addition, USAID and the Peace Corps are discussing the possibility of hiring a local consultant to help Peace Corps identify interesting local initiatives that could benefit from Peace Corps Volunteer (PCV) support, as well as assessing, and reporting on, the NGO sector in general.

Thus, while the mission's emphasis is human resources development, with activities primarily in the health/family planning and education sectors, the director expresses a great deal of interest in the PVO-NGO/NRMS project approach and objectives. The mission is looking for models and lessons to be applied to the PIDI. Therefore, the director is supportive of the idea of PVO-NGO/NRMS commencing operations in Benin, and would consider using mission funds for activities if the project could be broadened to ensure that the health and education NGOs are included as major beneficiaries (presumably within the context of the PIDI).

UNDP has the usual array of NGO support activities: the Partners in Development program with complementary funds from the UN Capital Development Fund (UNCDF) for a total of $80,000 in 1992 for small projects activities; FAIB which works more with decentralized authorities and local associations than NGOs per se; the domestic development service, a UN Volunteer program that provides technical assistance to local associations or NGOs -- four NGOs have received volunteers; the regional project "Renforcement de la collaboration entre les ONG, Les Gouvernements et le PNUD" which funded several studies and conferences, including the conference which launched the new umbrella group, Fédération des ONGs du Benin (FENONG).

In addition, a recent consultancy has provided recommendations for a new strategy to invigorate the UNDP's Africa 2000 program in Benin, which began in 1990 but has only financed two projects due to lack of support structure. The structure proposed is similar to Africa 2000 programs elsewhere: an independent coordinator with a joint NGO/government/donor selection committee. Local associations and decentralized administrative authorities can apply for funding as well as NGOs; periodic training for NGOs and local associations on technical and organizational themes is recommended (e.g., environment, participatory approach, project formulation). An Africa 2000 consultant's report notes that based on experience, local communities generally found that NGOs did not provide the support expected, and that their knowledge of participatory methods, as well as of management, was weak. Africa 2000 will favor projects involving: training and awareness raising among the rural population on environmental issues; integration of food/cash crops, animal husbandry and forestry activities; and experiments promoting the "aménagement de terroir villageois" approach.

The **World Bank** has two major programs that involve NRM and/or NGOs: a $24 million NRM program that should be fully implemented by the end of 1992, and a food security project that, in its pilot phase, worked through four international NGOs but will include local NGOs in its full operational phase. The project (PILSA: Programme d'Interventions Locales pour la Securité Alimentaire) should begin in May of 1993.

The Bank NRM program combines capacity building for the planning, management and monitoring of natural resources; training; pilot projects; studies; and legislative reform. It proposes to test a model for rural development that would promote more sustainable and responsible management of renewable natural resources (land, forests, water, wildlife) by rural communities, facilitated by decentralized government and the involvement of NGOs. Specific activities include:

- support to the Directorate of Forests and Natural Resources and the National Remote Sensing Center and the establishment of poaching control posts in the national parks;
- the training and education of farmers and public servants;
- studies, including an NRM master plan for the Borgou department;
- the preparation and implementation of integrated development plans for three natural forests, with local participation;
- the development of watersheds in four test sites as part of land management operations by local communities;
- land ownership surveys on the same watersheds leading to mapping and recording individual and community rights;
- the implementation of research and development operations on watersheds and in farmer fields; and
- wildlife management operations, with the participation of the population in two areas adjacent to the national parks.

While the approach is consistent with "approche aménagement de terroir," the term is avoided by the Bank because of a desire not to be "dogmatic" about the use of formal contracts between the government and the population. Bank officials feel that contracts may impose too heavy a burden on populations not used to dealing with bureaucratic procedures.

The World Bank is actively trying to associate NGOs in the program, and is planning to contact World Wildlife Fund (WWF) as well as IUCN-World Conservation Union. PVO-NGO/NRMS and the Bank would seemingly have much to discuss concerning potential collaboration. The Bank program will be implemented in several phases, allowing NGO involvement over the next few years. The national park/ buffer zone activities, however, are to begin in the coming year.

Bank officials feel that the implementation of the NEAP will be difficult and controversial. Line ministries are not happy with giving coordination responsibilities to the newly created Ministry of the Environment, whose staff is ill-equipped for the task. One officer believes that the NEAP has done a good job in raising awareness and getting the issue of environmental management into public debate. The weak point, however, is translating the participation in discussions into a strategy of substantive participation in the execution of the plan itself.

PILSA aims to support grassroots activities to enhance food security in targeted pockets of the country (micro-infrastructure, credit, grain storage, training). Because the location of these pockets and the composition of the vulnerable groups vary over seasons, the Bank feels that NGOs, with their flexibility and up-to-date knowledge of local conditions (in principle), were well-suited to serve as project implementors. As noted above, during the pilot phase, four international "NGOs" were involved: OCSD, SVA, AFVP, Peace Corps. The World Bank set up general criteria and the groups submitted project proposals. To prepare for greater local NGO participation in the next phase, the Bank held several meetings with the NGOs. After reviewing over 100 groups, it identified 10 as being potentially capable of participating in the program. These 10 were invited to submit proposals and five were retained: Enfants Solidaires d'Afrique du Monde (ESAM); Groupe Recherche pour la Promotion de l'Agriculture et du Developpement (GRAPAD); CIRAPIP; Mouvement Rural de Jeunesse-Chretienne (MRJC); and GERAM.

The project selection committee is equally divided between NGO and governmental representatives. A technical unit consisting of a director, accountant, agronomist, statistician, and a secretary, supported by two "cooperants," is responsible for providing technical assistance to the projects and ensuring monitoring and evaluation. Presumably, the participating NGOs will benefit from improved financial reporting and monitoring capabilities by the end of their involvement with the project.

The director of **Association Neerlandaise d'Assistance au Developpement (SNV)** has worked previously in Mali and knows of the NRMS project and associated activities. He has not found a single local partner in Benin of the caliber he experienced in Mali. While in

Mali, 40 percent of the program is implemented through local partners, in Benin, he works with only two local groups, one of which is a local development association. SNV has integrated rural development programs in five localities, including wells, rural roads and infrastructure, credit and agricultural services. There is no environmental component per se. The SNV director feels that Benin's NRM policy was still not well developed, and that the NEAP did not have much operational detail to back up what looks good on paper.

The SNV director is pessimistic about the feasibility of umbrella groups in Benin, saying that such a structure is only useful if it acts in the interest of all its members. In his experience, Beninese NGOs are very individualistic, competing for money and power, wary of the strongest ones monopolizing resources. Few NGOs are specialized, he notes and he sees little "vision" with most NGO programs simply being a reflection of donor interests (which frequently change).

The **Peace Corps** has three main programs in Benin: education, community development and forestry. Forestry volunteers are placed at the commune level and work primarily with the Ministry of Rural Development extension service (CARDAR). Volunteers are trained to do a "PRA-like" study of village areas and help communities identify activities that will both match their own priority needs and environmental goals through the use of trees and erosion control techniques as well as complementary income generating or social infrastructure activities. According to the volunteers, villagers want trees primarily for fruit and for use as poles. The volunteers see possible areas of collaboration, such as PCVs helping NGOs with the application of PRA training to actual situations and providing technical monitoring of pilot projects. The Peace Corps is also exploring the possibility of commencing some kind of NGO support program with USAID support.

Various NRM programs in Benin, supported and implemented by a number of donors and development agencies, some with NGO components, include:

- Projet d'Aménagement des Parcs Nationaux;
- Projet d'Aménagement des Bassins Versants et de Lutte Contre les Feux de Brousse (completed in 1991);
- Projet de Plantations de Bois de Feu dans le Sud Benin;
- Projet de Développement Forestier;
- Assistance à la Journee Nationale de l'Arbre;
- Projet de Développement Rural Dans Borgou;
- Projet de Promotion de l'Elevage dans l'Atakora;

- Projet Développement Pastoral Integré dans le Borgou; and
- Projet d'Aménagement Pilote de la Foret Classee des Monts Kouffe.

NATURAL RESOURCES ISSUES:

There is no shortage of serious environmental issues in Benin. Competition between farming, grazing livestock and forestry, increasing impact of bushfires, disappearance of the forest cover as a source of fuelwood, the decrease of soil fertility, silting-up of lagoons and the consequent disappearance of fish resources, are all being exacerbated by increasing demographic pressures. Shifting slash and burn is still the most common cultivation practice; fallow land is subjected to bushfires and overgrazing. Mineral losses through cereal and root crop cultivation, fires and erosion are far greater than eventual restitution through fertilizers, the use of which, for economic reasons, is limited principally to cotton fields. Declining soil fertility will be a major factor limiting agricultural yields in the future.

Gazetted forests suffer from poaching, grazing, bushfires and encroachment by farmers. Surrounding populations often do not understand the reasons for, nor perceive interest in, the government's protection policies and are not involved in management of resources in any way.

Insecurity of land tenure is also a factor in limited farmer interest in land improvement practices. In addition, transhumant stockraising puts an increasingly heavier burden on natural pastures, leading to severe degradation and conflicts between farmers and herders. Controlling herd movements, particularly cross-border movement, will be necessary for the integration of forestry into farming systems. There is a serious lack of basic information on Benin's plant cover and soil characteristics.

II. Institutional and Technical Issues

COLLABORATION:

There are presently two NGO umbrella groups in Benin. The oldest, Conseil des ONGS en Activite au Benin (CONGAB), was formed in 1988 but has been relatively inactive. In 1991 a new executive secretariat was elected, but this has not resulted in any new dynamism. As a result, a large number of members, as well as a group of newer NGOs that had never joined CONGAB, formed a new organization, the Fédération des ONG du Benin (FENONG).

Both donors and NGOs cite CONGAB's close ties to the government, in addition to its inactivity, as a major reason for much NGO dissatisfaction. FENONG's secretary, a

representative of a youth group, notes that CONGAB was formed at a time when groups did not really have the liberty to act freely, suggesting that it was a tool of the old regime. FENONG's vice president is a civil servant working for the Ministry of Health.

CONGAB presents the situation as a split between the more established NGOs and the new ones with little experience. CONGAB requires a certain structure and program of activities for membership which excludes some of the younger NGOs. (For example, for national NGO status, groups must have activities in at least three localities.) CONGAB's membership roster is not entirely clear; it claims the affiliation of some of FENONG's members despite the fact that the latter's statutes state clearly that "membership in FENONG is incompatible with membership in any other national coordinating structure having the same objectives."

Neither CONGAB nor FENONG have any permanent structure or personnel. CONGAB uses the office of a member NGO as its meeting place; FENONG uses the office of Association Nationale de Solidarité. The objectives of the two groups are practically identical: to serve as a forum for communication between members, between members and the government, between members and donors; collect data on NGO activities, government and donor programs; organize training activities; and, research funding opportunities.

CONGAB has had four years to perform, but until the creation of FENONG had not undertaken a training needs assessment or attempted to organize member groups sectorally. Allegedly, these activities are now in progress. FENONG just published its report of its general assembly. To facilitate information dissemination and technical cooperation, FENONG envisages a series of networks grouping together NGOs serving similar target groups or working in the same sector. It has already identified seven themes: environment, education, youth, women, economic activities, health, elderly. Four of these issue groups have met at least once. FENONG also talks about establishing a permanent secretariat, starting a newsletter and promoting North-South partnerships.

Despite the existence of these two groups, NGO collaboration remains most limited in Benin.

NGO CAPACITY:

The NGO community is young and evolving. A 1990 report on the NGO community divided NGOs into four groups:

- national associations for local development (e.g. *groupements de ressortissants* or district/commune development associations, often initiated by intellectuals who have left the village, or by local authorities who need a local representative body through which to work);
- national or regional NGOs;
- national religious NGOs; and
- international NGOs.

The activities of the national/regional NGOs, despite the name, tend to be concentrated in the south around the capital and Porto Novo. The lack of personnel and resources do not permit greater geographical coverage. Most NGO leaders are full-time civil servants, or volunteers. Several religious organizations, according to the 1990 report, have a mandate to support local NGO activities. These organizations could not program all of the available funding due to the poor quality of proposals.

The main source of funds for local associations and national NGOs is contributions from members. Donors make available small project grants from Partners in Development, FAIB, Africa 2000 (though not yet), embassy funds and other sources. The NEAP is funding pilot projects, some of which have been executed by NGOs. The World Bank is planning a NRM program with NGO involvement, and USAID may have institutional support for NGOs in the pipeline (in collaboration with Peace Corps). In general, however, there seems to be relatively few resources for strengthening capacity. CRS and OCSD form partnerships with local institutions that usually involve support in the areas of training, technical assistance and operating costs.

Training in PRA was financed by NEAP; CRS does training for its own partners. There seems to be few sources of training for the community of NGOs as a whole. Both umbrella groups are attempting needs assessments and will prepare training programs to submit to donors.

In general, donors react positively to the objectives and approach of PVO-NGO/NRMS. Two donors in particular, however, express skepticism about the feasibility of getting the local NGOs to work together in a collaborative way.

NGO INSTITUTIONAL STRENGTHENING NEEDS:

The following needs are present for Benin's NGO community:

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

In addition, support to the umbrella group which eventually emerges as a leader in NRM will be advisable.

NGO TECHNICAL STRENGTHENING NEEDS:

Certain training centers, such as Projet Songhai (sustainable agriculture, literacy) and ASSODIV (principally animal traction, also literacy and basic veterinary skills) seem to have adequately trained personnel; CIRAPIP has a team of community animators that seem to do good work. These groups appear to be the exception, however. Most NGOs have limited technical capacity and rely on government agents for technical input. The technical inputs required are considerable.

RECOMMENDATIONS ON APPROACH:

Any PVO-NGO/NRMS effort in Benin will have to maintain a flexible approach and one that takes advantage of all possibilities for strengthening the institutional capacity of the local NGO community. The first step may be to call together an informal working group; Africa 2000 and NEAP national and regional workshop reports, as well as the FENONG and CONGAB membership rosters, can provide a starting point for identifying potential participants. If the majority of interested NGOs coincides with the membership of a sectoral sub-committee of one of the umbrella groups, eventual incorporation into that structure could be explored. If on the other hand, both groups are represented, the project may be better off retaining an independent structure.

Collaboration with Africa 2000, as it evolves, as well as with NEAP and the World Bank, should be pursued by PVO-NGO/NRMS. The Bank should be consulted on possibilities for financing certain activities, either out of Washington or through a Benin-based funding structure.

As in Ghana, the World Bank will be experimenting with community-based management of NRM, both around parks and in watershed basins, and foresees collaboration with NGOs. The PVO-NGO/NRMS project could take the lead in training NGOs in these areas. Some initial awareness-raising on NRM issues and on the advocacy role that NGOs have played elsewhere would be both necessary and useful.

STRUCTURING A PROGRAM:

Generally, program objectives should focus on issues of collaboration within the NGO community and on providing training on a systematic basis on the organizational basics (financial management, participatory approaches, proposal writing, etc.), as well as on selected technical areas, particularly on approaches to community-based management of natural resources. The specifics need to be more carefully studied to determine the best approach for reducing divisions in the NGO community, which seem to be motivated primarily by competition for resources. This challenge is not new to PVO-NGO/NRMS; through the open, participatory process applied elsewhere, the project should be able to

stimulate the creation of a forum that promotes dialogue, information exchange, and eventually, that can play an advocacy role regarding NGOs and NRM issues.

ROLE OF THE USAID MISSION:

The USAID mission is supportive of the objectives of the project and would potentially consider some financial support.

LEAD ROLE:

It is too early to suggest either NGO umbrella group as a principal partner for NRMS at this point. CRS, the only American PVO in Benin, has expressed interest in collaboration and has some useful experience to share. More deliberations will be needed to determine if CRS should, and is willing to, play the lead role, however.

POTENTIAL LINKAGES WITH EXISTING PVO-NGO/NRMS NETWORKS:

Togolese NGO participation in any PVO-NGO/NRMS activities in Benin is 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 socio-economic situations (concentration of NGOs in the south, less tradition of community action and more severe environmental problems in the north, etc.) warrant the study of collaborative actions in the future.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- Benin is an exciting place to work at this time. There is a lot of optimism for positive change. The NGO community is young and evolving, but there are several organizations that show promise. NGO collaboration has been weak present and needs strengthening. NGOs also need training on issues of participatory community resource management so they can work as credible partners in the planned pilot projects in these areas. The AID mission, while not sharing the same sectoral focus, is interested in the capacity-building side of the program and is willing to discuss possibilities of funding. The potential is there for a focus-country program; a more in-depth examination of the situation is warranted to identify potential project structures and an appropriate lead agency.

Attachment A
Contact List

- **USAID (U.S. Agency for International Development):** Tom Cornell, director.

- **World Bank:** Adolpho Brizzi, conseiller en services agricoles.

- **UNDP (UN Development Programme):** Dr. Rene da Silva, Chargé de programme/agriculture; Kpapko Adote, Chargé de programme/NGOs.

- **SNV (Association Néerlandaise d'Assistance au Développement):** Joseph Hoenen, country director.

- **Peace Corps:** Brad Favor, Director; Douglas Robertson, APCD/rural development.

- **Government of Benin:** Marcel Baglo, Coordinateur Technique, Plan d'Action Environnemental; Julienne Agosa, Chargé des ONG, Direction des Affaires Sociales.

- **NGOs:**

  - **Association des Personnes Renovatrices de Technologies Traditionnelles (APRETECTRA):** Catherine Anagonou.

  - **Association Pour le Développement des Initiatives Villageoises (ASSODIV):** Virgile Akpova; (tel: 32-15-22).

  - **Association Promotion de l'Environnement pour un Développement Durable.**

  - **Association pour la Sauvegarde de l'Environnement et le Developpement (ASED):** Paul Djogbenou, executive. **

  - **Association des Voluntaires pour Recherche et Exploitation des Terres (AVRET).** **

  - **Benin-Nature**; (tel: 33-06-62). **

  - **Catholic Relief Services (CRS):** Ange Tingbo, Deputy Representative; Loupeda Christian, Project Manager; Fortune Agvoton, Project Manager; (tel: 31-36-52).

  - **Centre Beninois pour l'Environnement et le Developpement Economique et Social (CEBEDES):** Roch Mongbo.

- **Centre Beninois pour le développement des Initiatives a la Base (CBDIBA):** Patrice Lovesse (Zou).

- **Centre de Recherche et d'Action pour la Protection de l'Environnement (CERAE):** Pascale Tonou; (tel: 30-12-84). **

- **Centre IPL:** Lateef Adepayo (Vice President of CONGAB); (tel: 31-31-18).

- **Centre d'Information, de Recherche et d'Action pour la Promotion des Initiatives Paysannes (CIRAPIP):** Patrice Gnacadja; (tel: 32-16-10).

- **FENONG:** Bureau Executif: Mgr. L.M. Agboka, President (Caritas); Jean Baptiste Elias, first Vice President (ANS); Pierrette Darboux, second Vice President (Association des Femmes d'Affaires du Benin); Olivier Gbaguidi, Secretary General (Equipes Enseignants du Benin); Marcel Adjanohoun, Secretaire Adjoint à l'organisation (Association des Jeunes Voluntaires pour le Développement).

- **Forum "Homme-Développemnt-Environnement":** Didier Affoyonuij.

- **Groupe de Recherche et d'Action pour le Bien-Etre Social (GRABS):** Christophe Denadi; (tel: 30-10-60).

- **Groupement pour la Promotion et Exploitation des Ressources de l'Environnement (GROPERE):** Cecile Hounhouenou (Mono).

- **Habitat Plus;** (tel: 32-09-16). **

- **Projet Songhai:** Frere N'Zamujo (Oueme).

- **Reseau de Développement d'Agriculture Durable (REDAD):** Constant Dagbegnou.

- **Solidarité et Développement:** Francis d'Almeida (Oueme).

** indicates membership in FENONG's environmental subcommittee

Attachment B
Literature Available

- Plan d'Action Environnemental au Benin:
  - Rapport de l'Atelier National sur le Thème "Vers une Politique Nationale de l'Environnement au Benin
  - Rapport Trimestriel du PAE (1 avril - 30 juin 1992)
  - Etude sur la "Sensibilisation, Education, Formation et Communication Relatives à l'Environnement" (May 1992)
  - Etude sur le "Cadre Institutionnel et Legislatif de l'Environnement"
- Natural Resources Management Project Appraisal Report, World Bank, February 1992
- Revue du Secteur Agricole, Benin, the World Bank, June 1992
- USAID Annual Budget Submission, BENIN, FY 1994
- La Stratégie et les Activités de SNV au Benin
- Membership rosters: CONGAB and FENONG
- Background information: ASSODIV/GRABS/CEJIDECOV
- Rapport de Mission Relance du Programme Reseau Afrique 2000 au Benin (August 1992)
- Etude de la Dynamique des ONG au Benin (January 1990)

ANNEX 1

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).

The project is managed by a Management Consortium of US private voluntary organizations which includes World Learning Inc. (formerly the Experiment in International Living), CARE and World Wildlife Fund. 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 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 lead agency (CLA) was selected from within the CWG. In Madagascar and in Mali 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 undertaken 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 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 March 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 countries activities, maintain a strong regional program, and in so doing offer USAID or other donors with 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 may 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 and, finally, countries 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 assure 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. Again, 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 clearance from the USAID 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, available 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 and because different countries offer such different situations, the assessments vary in terms of length and content. 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.

Recommendations are organized on a country by country basis, and are structured according to highlights coming out of the assessment criteria. Table 1, the NGO/NRMS Assessment Ratings, 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 Overview of Findings Matrix provides in summary form an overview of the major findings.

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 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 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 above.

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 and Tanzania.

Countries assessed which offer a fair opportunity include: Central African Republic, Eritrea, Ghana and 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 and Zambia. "Slight opportunity" refers here to the NGO community being highly limited, 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, the over-arching reason for a "strong" assessment rating in these countries relates to: (1) the self-perceived needs of the NGO community and expressed desire to become involved in an activity like this; (2) the objectively perceived opportunity for a consortium-building project focusing on capacity building to strengthen NGO skills; (3) the enabling environment, specifically government attitudes toward the activity; and, (4) 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.

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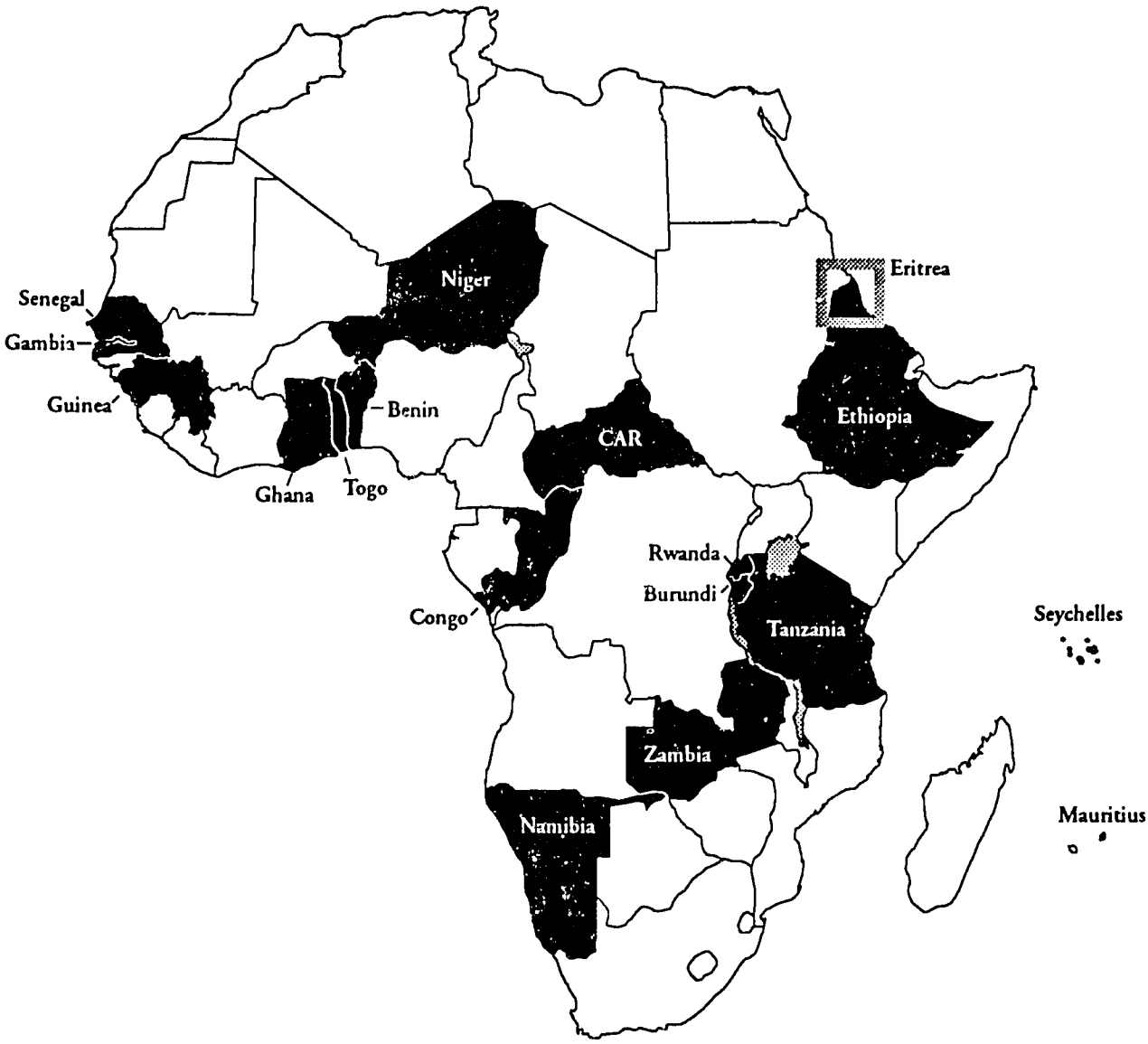

The African Continent

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	2	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	• Recent burgeoning • Weak skills generally	• Encouraging	• Decentralization through NEAP • UNDP's Africa 2000 • USAID focus on health, education, socio-economic services, with potential NRM interest as "target of opportunity"	• Across-the-board technically and institutionally	• Excellent overall • Potential constraint for USAID mission due to NRM as "target of opportunity" vs. focus
Burundi	• Very limited	• Becoming more conducive • NGO status still somewhat confused	• Decentralization policy • Forthcoming NEAP and Africa 2000 • National environmental education plan through Peace Corps. • NRM is no longer a USAID focal area	• Across-the-board technically and institutionally	• Premature for focal country program given limited NGO community and Africa 2000 project • Bring into regional program activities
Central African Republic	• Few NGOs • Thin line between NGOs and government • Overall somewhat weak relative to other countries	• Ambiguous in current political and economic environment	• 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	• Networking across regions • Across-the-board technically and institutionally	• Premature for focal country program • Potential to bring into regional program activities
Congo	• Most are bureaucratic creations • Few national NGOs servicing communities	• Significant structural adjustment program theoretically providing strong NGO opportunities	• Significant interest • Little programmed for local NGOs • USAID "small country program" managed from USAID/W has environmental focus	• Across-the-board technically and institutionally	• Very good
Eritrea	• Embryonic after 30 years of war	• Strong provisional government role • "Planned obsolescence" is objective for international NGOs from government perspective	• Department of Agriculture involved in NRM training for NGOs • EAP planned • Potential UNDP role • USAID discussions with PGE not yet finalized	• Across-the-board technically and institutionally	• Premature for focal country • Potential to bring into regional program
Ethiopia	• Over 75 NGOs with 80% of these international • Strong experience in famine relief	• 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	• 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	• NGOs must shift programming from relief to development • Limited financial resources for national NGOs	• Potential for becoming a focal country

Overview of Findings Matrix (continued)

Country	NGO Experience	Enabling Environment	Government/Donor Trends	NGO Needs	Feasibility
Gambia	• Limited national experience in NRM • Several strong donor-sponsored NRM programs • Multitude of new NGOs	• Positive • Strong state support • Government playing increasing coordination role • Policy constraints addressed in EAP	• 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	• Across-the-board technically and institutionally	• Good potential • Need to work fit with evolving USAID NRM portfolio to be feasible
Ghana	• Characterized by small community-based groups working largely in isolation • Two umbrella groups exist: NENGO for environment and GAPVOD for development NGO work	• Welcoming • Serious decentralization effort through NEAP • Government support for NGO promotion	• 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	• Information sharing and across-the-board technical and institutional assistance	• Potentially feasible but perhaps premature given ongoing activities and apparent NGO community's internal strains
Guinea	• Recently burgeoning • Few of the 200 plus actually operational	• Government decentralization encouraging NGOs • Attempt to inject rigor between NGO categories: associations, service organizations, professional groups, etc.	• 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	• Across-the-board technically and institutionally • Inter-NGO coordination	• Good potential • High demand for assistance • could be challenging in service delivery
Mauritius	• Small but talented in environmental sector • Large in social services with MACOSS umbrella organization	• Functioning democratic parliamentary system in country makes it unique in region • Government reportedly hopes NGOs become strong implementors as well as excellent advocates	• Limited in environmental sector • Government would like to develop larger portfolio post-UNCED • USAID has no NRM program and none envisioned	• Attaining technical competence in project implementation • Professionalizing staff • Coordination	• Excellent on regional basis • Focal country program could be constrained by NGO staff/infrastructure constraints • "Middle income" status constrains donors in NRM
Namibia	• 125 NGOs • Weak grassroot organizations • A number of strong national NGOs	• 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	• USAID's LIFE project targets NRM in Caprivi and Bushmanland • READ will promote socio-economic development through community-based organizations	• Weak infrastructure and management systems • Across-the-board technical and institutional strengthening	• Good if USAID recognizes the potential complementarity between LIFE, READ, and PVO-NGO/NRMS • Danger of NGO community becoming overextended

Overview of Findings Matrix (continued)

Country	NGO Experience	Enabling Environment	Government/Donor Trends	NGO Needs	Feasibility
Niger	• Many international NGOs • Few national NGOs • Fairly undeveloped NGO umbrella organization compared with others in Sahel (GAP)	• Improving as of 1990 vis à vis government • Constrained by overall economic crisis in country	• 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	• Clarified legal status • Increased flexibility to work at community level • Across-the-board technical and institutional strengthening	• Potentially good if government supportive • Improving as GAP
Rwanda	• Considerable in agriculture and natural resources sector • Wide variety of in-country training services	• Positive policy environment • High percentage of country under protected area status • Highly participatory NEAP with government/NGO collaboration • Civil strife still unsettling	• 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"	• NRM technical skill areas • PRA • Information exchange with communities in other countries	• Some potential through USAID PVO project • Limited as stand-alone activity • Civil strife problematic
Senegal	• Considerable since 1970s • Reasonable technical strength in forestry-related activities • Well known NGO umbrella organization (CONGAD) covering many sectors	• 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	• 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	• Greater coordination on environmental issues • Project design and implementation skills • Strengthened extension capacity of NRM technologies	• Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest • Excellent potential as non-focal country through regional program
Seychelles	• 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	• Democratization processes permitting greater role for NGOs • Government more supportive of NGOs	• 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	• Financial support to develop NGO infrastructure • Project design and implementation skills • Sharpened awareness raising/negotiation skills • Some EIA/integrating conservation with development skills	• 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	• Of 400 registered NGOs most in welfare and relief • Most institutionally weak • Limited technical capability	• Supportive of democratic processes • Government anticipates much NGO participation in development broadly, and forestry activities in particular	• Canada, Sweden, Norway, U.K., and World Bank have broad NRM portfolios • NRM is not an USAID focus	• Across-the-board technical and institutional strengthening	• Good if centrally-funded • Potential through other donors