



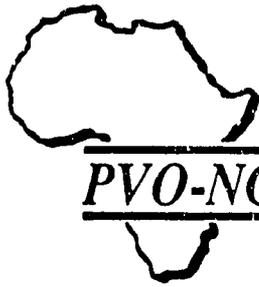
PVO-NGO/NRMS PROJECT

**Non-Governmental Organizations
and
Natural Resources Management**

ERITREA

March 1993

**PVO-NGO/NRMS Project
Private Voluntary Organizations and Non-Governmental Organizations
in Natural Resources Management
(a USAID-funded project)
Suite 500
1250 24th Street, NW
Washington, DC 20037**



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and
Natural Resources Management**

**ERITREA
Country Assessment**

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**March 1993
PVO-NGO/NRMS Project
Suite 500
1250 24th Street, NW
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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

ERITREA
Country Assessment

DISCUSSION

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

NGO EXPERIENCE/NGO PROFILES:

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

The **Eritrean Relief and Rehabilitation Association (ERRA)**, the most prominent indigenous NGO, for years helped coordinate soil conservation and reforestation programs in areas which the Eritrean People's Liberation Front (EPLF) controlled during the war with Ethiopia. ERRA will coordinate NGO work in Eritrea after the referendum of April 1993.

Other secular NGOs are the **National Union of Eritrean Women**, which plans to undertake a significant amount of environmental restoration work, and the **Regional Center for Human Rights and Development**, which will focus on policy issues, including NRM policy questions.

Church-related NGOs which plan to undertake some resource management initiatives are the **Eritrean Catholic Secretariat**, **Qale Hiwet** (a Protestant organization), the **Eritrean Evangelical Church**, the **Eritrean Orthodox Church**, and the **Muslim Relief Committee**. There is extensive planning taking place for the creation of new indigenous NGOs, some of which will be directly involved in NRMS.

International NGOs interested or involved in NRM projects include the following: **Norwegian Church Aid** (agricultural rehabilitation); the **Emergency Relief Desk** network (currently debating its role); the **Eritrean Inter-Agency Consortium** (a 12-member European NGO network involved in water conservation); **Oxfam/UK** (which works through ERRA); **Catholic Relief Services** (which works through the Eritrean Catholic Secretariat); **Lutheran World Federation** (which works through local Lutheran churches); and the **Unitarian Universalist Service Committee** and **Grassroots International** (both of which have been involved in agricultural rehabilitation).

ENABLING ENVIRONMENT:

Given the situation of extreme environmental degradation, there remains an overall need for enhanced NGO coordination. The Regional Center for Human Rights and Development is attempting to address this issue as it relates to indigenous NGOs. ERRA and the Department of Economic Cooperation handle liaison with the international NGOs. There is no apparent deliberate obstacle to coordination, but transitional circumstances dictate slow going in this area. There is near unanimous receptivity among the NGOs about the need for greater coordination.

Although resources are scarce to non-existent, there is strong government support and awareness of the need for NGOs and NGO consortia. But it is important to provide a brief historical context.

Because most of Eritrea has been controlled by a liberation movement (EPLF) during the last 10-to-15 years, and due to the tendency of most multi-lateral agencies (World Food Programme (WFP), Food and Agriculture Organization (FAO), ICRC, etc.), governments, and groups like the EEC and UN to deal only with governments, the EPLF's relations were longest and closest with NGOs. This situation began to change toward the end of the war when WFP began to ship food and supplies in through Massawa, and others followed suit.

The Provisional Government (PGE) does not object to religious-based NGO activity, but because Eritrea is a religiously mixed society, the PGE does not want to see such activity contribute to religious polarization, either through organizational philosophy or disproportionate external financing. The PGE wants NGOs to operate in ways that contribute to reconciliation and reconstruction.

The PGE also prefers that expatriate personnel contribute to the development of technical skills and management capacity in the local Eritrean community rather than define certain roles in programs seen as being permanently the preserve of expatriate personnel. "Planned obsolescence" is the operative catch phrase.

The PGE feels that with an improvement in the economic situation more progress in strengthening decentralized administrations (provincial, sub-provincial, district, and local councils, with improved education and awareness of a broader range of NRM issues, and with greater economic specialization, the number and types of NGOs will increase and they will be able to take over and/or initiate more and more diverse NRMS programs.

There is very little being done presently in the way of providing 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 and management, afforestation, animal husbandry, and other sectors with NRM components. External assistance to Eritrea has

focused more on disaster/famine resulting from protracted warfare than on NRM issues, capacity building or otherwise, per se.

The PGE has already hosted a conference organized by the Regional Center for Human Rights and Development, which discussed NGO-NGO and NGO-PGE relations and coordination between and among PGE, ERRA and other NGOs, both international and indigenous. 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.

GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:

In the last year of the war, in Government of Ethiopia-held areas of Eritrea reforestation became important. In EPLF areas, reforestation and soil and water conservation programs were in operation to a varying extent throughout the war years. Figures available for EPLF areas include:

- from 1978-87, 254,985 trees were planted;
- from 1986-87, 308 hectares were terraced; and
- from 1986-88, 8,604 hectares of desert areas were rehabilitated.

The EPLF had a comprehensive development strategy in agriculture and its department of agriculture had initiated programs of afforestation, soil conservation, water supply projects, and agricultural rehabilitation in conjunction with ERRA (then simply ERA). Some of these projects have continued and include terracing, tree planting, seed collection and seedling preparation, and extension on conservation issues.

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. Government departments such as energy, industry, marine resources, and agriculture are instructed to examine the longer-term NRM implications of various options in developing their programs and budgets. The decision was made, at least for now, that no official department of the environment would exist, but that environmental issues and NRM would be every department's concern.

The PGE is now directly involved in soil and water conservation, building micro-dams, irrigation, and other initiatives, primarily through food-for-work programs. Former EPLF soldiers have volunteered for two years to carry out much of this work in cooperation with local councils. The Department of Economic Development and the Eritrean Inter-Agency Consortium plan a conference after the referendum in April 1993 to hash out the specifics of a national environmental plan.

The United Nations Development Programme (UNDP) is considering environmental management, both across the board and sectorally, and will likely facilitate coordination of 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 European Economic Community (EEC) plan are not yet available.

Although there have been preliminary negotiations, the U.S. Agency for International Development (USAID) 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 USAID's "slow" response and conditionalities. The PGE would like to see USAID consider working on NRM through government departments and NGOs, rather than just the latter.

The government feels that help through any credible source, as long as that aid works toward increasing overall self-reliance and equitable distribution of gains, is positive; the government, however, retains final authority over all efforts at NGO coordination.

NATURAL RESOURCES ISSUES:

Little hard data is available, but a plethora of personal observations exist on deforestation, soil erosion, and related ecological calamities in Eritrea. Another issue in the highlands is the denuding of vegetative cover by grazing oxen and other livestock. The number of livestock cannot easily be reduced because there is a grave shortage of oxen for ploughing.

War degraded the Eritrean environment in numerous ways. Napalm and shells from Ethiopian MIGs destroyed crops, land and trees, and disrupted well digging and terrace building.

Trees cannot grow fast enough to meet current demand. Farmers rely on the forests for fuelwood, timber, medicinal plants and other critical needs. In the highlands, trees are used to make charcoal for use in nearby cities and towns.

II. Institutional and Technical Issues

NGO CAPACITY:

Before the war ended, ERRA was the only NGO operating in the liberated areas. In the Ethiopian-controlled areas, some international NGOs and local church structures were operating, but all in a relief mode. As a result, indigenous NGO capacity is critically underdeveloped.

NGOs do not exist in quite the same way in Eritrea as in the West. Less formal groups of relatives or villages or neighbors are more prevalent. The people's councils which now govern all districts and villages, and which have existed for varying lengths of time in the EPLF-held areas and are now being instituted in the former government-held areas, are not NGOs in the formal sense. Until sectors of civil society are further developed, these local councils will undertake the functions of local government and NGOs.

Furthermore, there is a heavy emphasis on unity and lack of competing organizations. This does not mean there are no differences about policies and issues, but that differences tend to be seen as debatable within one organization or community rather than creating multiple competing interest groups. Consensus rather than majority vote is sought.

International NGOs can only register local branches if they have indigenous implementors; they cannot be operational on their own. ERRA acts as the intermediary between international NGOs, indigenous NGOs, and the government.

In terms of funding, international church networks support indigenous affiliates or other networks (e.g., Catholic Relief Services and CAFOD support the Eritrean Catholic secretariat and various Lutheran agencies support local Lutheran churches as well as the Emergency Relief Desk consortium). In terms of managerial capacity, most local NGOs are extremely limited, with the exception of ERRA, which would implement NRM in conjunction with relevant government departments.

The Regional Center for Human Rights and Development is attempting to facilitate the coordination of local NGOs. 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. The Regional Center's conference, "Consultations on NGO Policy, Multi-Lateral Policy and Rural Credit Institutions" formalized an arrangement whereby ERRA acts as a go-between for the government and local NGOs.

Donors are quite aware of the prevailing limitations of local NGOs, and seem convinced of the need to strengthen them.

NGO PERCEIVED NEEDS:

Needs for institutional strengthening exist primarily in the areas of planning, coordination, staff-training, 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.

STRUCTURING A PROGRAM:

In terms of NRMS, the NGO community will be urged by the government to rehabilitate agricultural and grazing land and to carry out soil and water conservation. Water harvesting and water conservation are considered to have the greatest potential to transform production and increase yields. Training and orientation programs are eagerly sought.

ERRA will take the lead for some of the rehabilitative initiatives, with the exception of water conservation, where the Eritrean Inter-Agency Consortium has a comparative advantage. A collaborative effort between the Regional Center on Human Rights and Development, ERRA, and the Department of Economic Development would be ideal. Donor agency officials should be invited into the process as resource persons.

The government, of course, asserts that the maximum immediate results for NRM can be achieved through official PGE programs, and for now that assertion may be correct. 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 the PVO-NGO/NRMS project in Uganda and its other planned East African projects.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- The structures of both the state and civil society in Eritrea are now in the process of formation. There is a very 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, but the interventions from the outside need to be tailored, not formulistic.
- General workshops which would be open to indigenous NGOs and government departments in various NRM issues may be the step needed before an actual NRMS project commences in Eritrea. The institutional infrastructure there is too undeveloped yet to focus immediately on enhanced collaboration. More NGOs need to become involved in NRM in a more substantive way before an NRMS-type project would be fully relevant.

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.

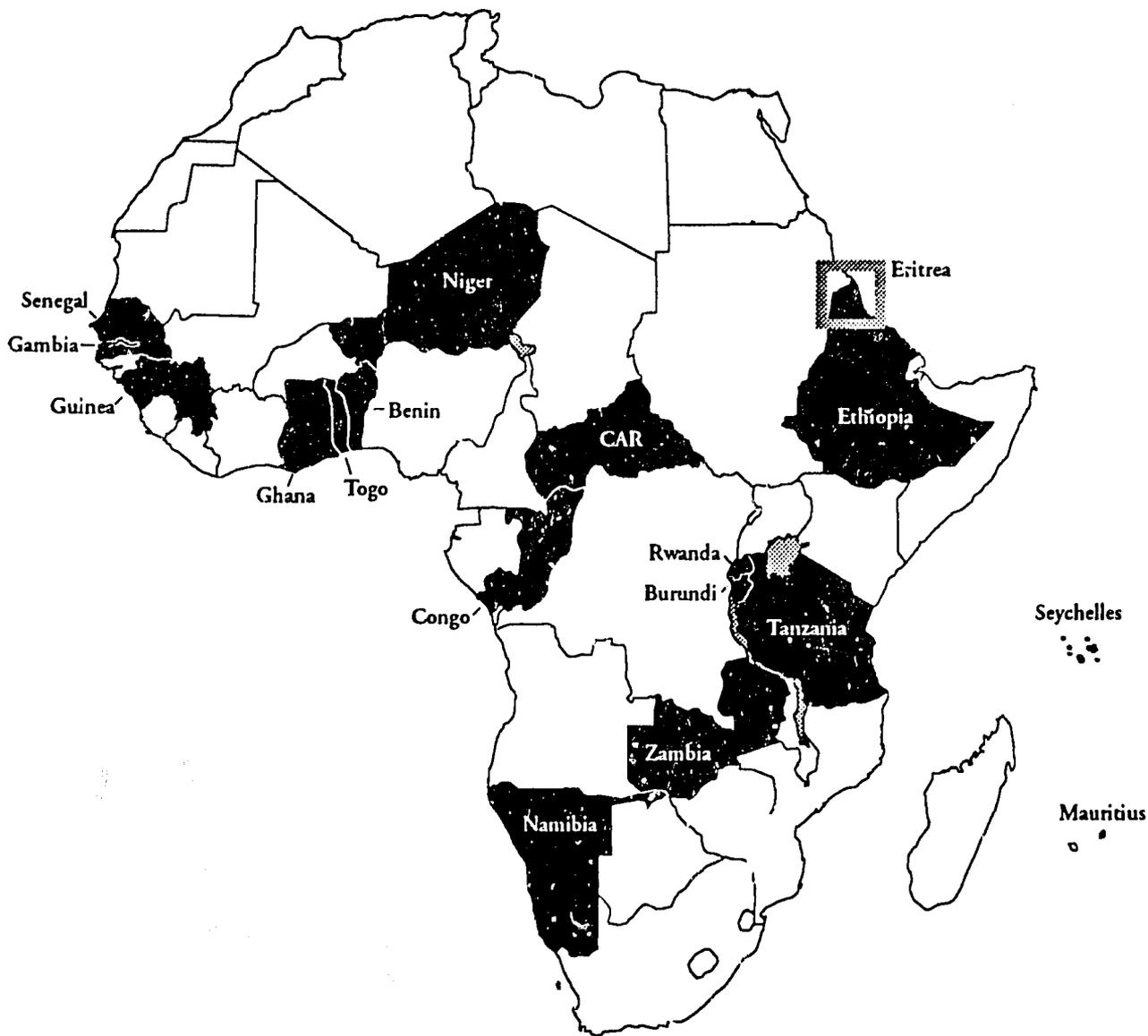
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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.



The African Continent

M

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⁾	1/5 ⁽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 ICLIP 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 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	<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 GAP
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 (CONGAD) 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 ELA/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