



**PVO-NGO/NRMS PROJECT**

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

**ETHIOPIA**

**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**



***PVO-NGO/NRMS PROJECT***

**Non-Governmental Organizations  
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Natural Resources Management**

**ETHIOPIA  
Country Assessment**

**Prepared by: Jeffrey Clark**

**March 1993  
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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*

## ETHIOPIA Country Assessment

### DISCUSSION

#### 1. *The Context of NGO Work in Natural Resources Management (NRM) in Ethiopia*

##### NGO EXPERIENCE:

There are over 60 international and an undetermined number of indigenous NGOs now functioning in Ethiopia; nearly 80 percent are international voluntary organizations based in Europe or North America. Most of these agencies, regardless of basic orientation, have been involved in the dramatic struggle for survival ensnaring millions of Ethiopians as war, massive dislocation and famine have ravaged the country without mercy for most of two decades.

Political upheaval diverted many NGOs working in Ethiopia from their respective long-term development agendas from the late 1970s through May of 1991 as the country endured aggravated human rights abuses, including the torture and murder of perceived challengers to the Mengistu Haile Mariam dictatorship, forced migration of millions, the partial collectivization of agriculture and the gross politicization of civic and educational institutions. Steep social and economic decline paralleled the political regression. Civil war and the ideological fixations of Mengistu and the Dergue government precluded the implementation of serious long-term development strategies even as the natural resource base of the country was being degraded and the economic fortunes for residents of one of the world's poorest nations were sharply declining.

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

The harsh political legacy of the Mengistu regime was paralleled by an economic emergency of considerable magnitude: an empty treasury; declining exports; high unemployment, exacerbated by the dismantling of state-run industries; and, slowness by donors to provide urgently needed financial assistance. The economic problems are made immensely worse by severe environmental degradation which complicates the urgent search for national food

security. There are today -- absent war and outright famine -- as many as 8 million Ethiopians facing acute food shortages.

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

Expanded food security is the overwhelming priority of the nation's development agenda and NGOs are well-placed, if not well-equipped, to play a central role in enhancing national food security. The central role NGOs can and do play in reaching people in remote areas with critical interventions has been demonstrated conclusively to government and donors during repeated cycles of famine; trust in NGO capacity to likewise address critical development issues is strong.

There can be neither food security nor long-term development in Ethiopia without an urgent addressing of the degradation of the natural resource base and a vast expansion of NGO efforts in the NRM area.

## **NGO PROFILES:**

**LEM Ethiopia is the Environmental and Development Society of Ethiopia, a citizens organization founded to promote concepts of sustainable development through indigenous movements. LEM (an Amharic word for fertile) seeks to address "the human crisis confronted in the Horn of Africa... caused by inappropriate and unsustainable exploitation of life support systems which is apparent in the incredible rate of loss of bio-mass cover, soil erosion, irregular precipitation, climatic changes and creeping desertification."**

LEM is a civic association and advocacy group that promotes policy and legislative initiatives in support of natural resource management through development partnerships with local communities. It seeks to complement grassroots efforts to promote conservation based development and to promote the formation of literally thousands of local working groups/committees that will be the focal points of environmental rehabilitation and sustainable development.

LEM is supporting a number of major programs currently, including:

- the Women in Sustainable Resource Management Project, which seeks to broaden the understanding of the contribution of women to national development;
- establishment of environmental clubs in schools, which engage youth in community-based activities aimed at conserving and developing the natural environment;
- an environmental hygiene program in Addis Ababa, which, among other objectives, seeks to lay the foundation for an environmental clean-up program for the capital;

- a conference on the environment and development as a national follow-up to the Rio summit;
- establishment of an environment and development center for training and education activities;
- population, bio-diversity and environmental research; and
- the Menagesha-Sodo-Adama environment and development program which will attempt to assist 202 vulnerable communities in identifying interventions aimed at improving food security, such as increasing agricultural productivity through land reclamation, agro-forestry techniques or better water management practices.

LEM bases its work in farmers groups and thus has a unique opportunity to raise resources within communities and implement projects which will directly impact the lives of those participating in the implementation.

LEM has an ambitious agenda for a new organization but has impressed an array of observers with its clarity of focus and concentration on grassroots initiatives.

**FARM Africa** is an NGO established by the agricultural industry in the U.K. in 1985 with the goal of helping the small farmers and herdsmen of Africa to help themselves by breaking the cycle of famine. Its projects, 10-to-15 years in duration, aim at introducing new agricultural and livestock strategies and techniques which produce more food in more sustainable ways. FARM Africa is active in Ethiopia, Kenya, the Sudan and Tanzania.

In Ethiopia, the group is providing dairy goats to poor families, promoting on-farm research and looking for approaches to conserving forests and wildlife in six specific sites. The goat project, funded by the British Overseas Development Administration, improves the living standards of poor women by helping them enter the businesses associated with goat herding. The Community Forest and Wildlife Conservation Project is perhaps FARM Africa's most ambitious undertaking. In six ecologically diverse sites in the Ethiopian highlands, FARM is working with local residents to identify long-term strategies to protect the remaining natural forests and to provide families with alternative sources of fuel and income to develop farming systems both more productive and sustainable. It is working to promote environmental awareness within these communities. Funding is provided by Oxfam, Wildlife Conservation International (WCI) and the Canadian International Development Agency (CIDA).

Farm Africa's third project in Ethiopia is a farmers' participatory research program aimed at finding more sustainable farming systems that will halt the environment degradation.

**CARE** has had a major presence in Ethiopia since 1984 and has been one of the primary actors in the massive famine relief programs over the past decade. Agriculture and natural resource projects have recently been implemented to counter the ongoing threat of famine. The international staff of CARE in Ethiopia numbers 15; the national staff is 716 employees.

CARE's Borana Rangelands Development Project assists some 6,000 pastoralist families overcome food insecurity brought on by water and forage shortages, insufficient access to grain and inadequate income-producing opportunities. Activities include the construction of water supply systems, forage improvement, food purchase and supply and tool supply. The project has established an early warning system to detect food shortages and will soon expand into veterinary assistance and income generation. In introducing the technical interventions necessary to deal with the problems in the area, CARE uses a community participation extension approach. Local residents are actively involved in all stages of the project development process. Communities are learning how to take responsibility for their own development and are expected to be in a position to continue development activities after external assistance is terminated.

CARE's Habro rehabilitation project helps 8,700 families overcome the related problems of food insecurity, water scarcity and severe soil degradation, using a community participation approach to introduce improved land use practices which include soil conservation, terracing and crop diversification.

Working to increase the agricultural productivity of approximately 23,000 families in the eastern Hararghe region, the Gursum land use project involves the construction of water supply systems, soil conservation, development of agricultural resources and the creation of woodlots for forage and fuel. Again, an early warning system for food shortages is being instituted and food distribution systems are being developed.

One of CARE's emergency relief programs is evolving into a rehabilitation effort. The Shoa rehabilitation project is utilizing food-for-work commodities for road building, terracing and irrigation canal construction. The project is based on community participation and seeks to improve the region's agricultural base by promoting soil and water conservation, inter-cropping and vegetable gardening.

CARE's other eastern Hararghe (Garamuleta) development project focuses on soil and water conservation, afforestation, water development and participatory community extension activities. Insecurity in the region has disrupted the effort and limits prospects for early success.

The Ethiopian Wildlife and Natural History Society (EWNHS) is engaged in a series of lectures and film showings focusing on Ethiopia's people and natural resources. It is sponsoring a number of visits to parks, reserves, historical sites and other points of interest for members. EWNHS is producing two journals, "Walia" and "Agazen." The former focuses on scientific presentations of information about the wildlife remaining in Ethiopia and the latter is geared to high school students, informing them of the natural heritage of the country.

The EWNHS "conservation for survival" program focuses on the creation of awareness of conservation issues and the wise utilization of natural resources. This effort, supported by

CIDA, includes the publication of natural resource books for children, a series of environmental education magazines and the establishment of a mobile "conservation school" which entails slide and film shows augmented with lectures and discussions for rural audiences. Pilot conservation sites are also to be part of this project.

The Wildlife and Natural History Society, with about 400 members at present, also has a unit called **PLANT (Plant Locally and Nurture Trees)** which focuses on the establishment of nurseries for indigenous plants and the distribution of seedlings for planting and caring by others. PLANT's goals include encouraging the planting of indigenous trees, many in danger of extinction, in lieu of the imported eucalyptus which is more demanding on the soil and less efficient in utilizing water resources (by a factor of eight, at least). Many podocarpus gracilior and olea africana trees have been planted in and around Addis has been achieved since PLANT commenced operations in May of 1992. Several kebeles (local units of government) have ordered seedlings from PLANT for the reforestation of hillsides.

The EWNHS, which has received support from the World Wildlife Fund and other international organizations, will soon publish the "Ethiopian Environmental Magazine." Its chairman is the founder of the Ethiopian Society for Appropriate Technology and is involved in LEM Ethiopia. The group is seeking official NGO status.

**Catholic Relief Services (CRS)** has had the largest presence of any international NGO in Ethiopia for several decades and consistently has played a dominant role in implementing famine relief programs. By working through the Ethiopian Catholic Church structure, CRS has delivered hundreds of thousands of tons of food assistance to millions of Ethiopians in numerous locations. It has, as well, an extensive development portfolio.

CRS is expanding its environmental stabilization sector activities and will be supporting land recovery and agro-forestry activities in all regions of its involvement. It is launching soil conservation and afforestation projects in western Shoa, Hararghe and Tigray "as a matter of urgency." The alternative, CRS asserts, is a progressive deterioration in the carrying capacity in these regions and the ultimate massive relocation of the population.

Activities will focus on increasing beneficiaries' involvement in conservation measures implemented on private plots. CRS officials believe that community animation is essential in clarifying the long-term purposes of the activities now underway as people are frequently more concerned with the immediate benefits of the food-for-work commodities utilized in projects.

A number of nurseries will be established in the project area with a production goal (per nursery) of 500,000 multi-purpose tree seedlings, including citrus and other fruit trees, plus legume and grass seeds for local distribution.

The agro-forestry/environmental stabilization projects have projected annual budgets of over \$312,000 for the next three years.

Altogether, some 16 NGOs currently are implementing natural resource rehabilitation and/or sustainable agricultural programs in Ethiopia. NGOs included in that total are: **CONCERN; Ethiopian Orthodox Church Development; Oxfam/U.K.; Baptist Mission of Ethiopia; Food for the Hungry International/Ethiopia; Hope International Development Agency; Kaleheywet Church Development Program; Norwegian Church Aid/ Ethiopia; Norwegian Save the Children; Society of International Missionaries; Swedish Philadelphia Church Mission; 24-Hour Television Charity Committee/Ethiopia; and, World Vision.**

### **ENABLING ENVIRONMENT:**

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

The situation has changed dramatically since the Dergue government's reign when NGOs functioned under an acutely hostile policy environment. International and indigenous NGOs were engaged in an adversarial relationship with the government over both policy issues and implementation methodology and were forced to work within the collectivist agenda of the socialist regime. Some, with support from the international donor community, challenged some of the more outrageous policies (forced migration, for example) of Mengistu, but little dissent was tolerated, of course. A number of international NGOs were expelled from Ethiopia in the 1980s and indigenous agencies were co-opted or harshly suppressed.

Today, in the wreckage and chaos left behind by Mengistu and his police state, indigenous NGOs are asserting themselves in demanding popular governance and freedom from authoritarian domination by any central government. NGOs clearly see their role as promoting pluralism and the right of people to participate in national affairs. Freedom is the common theme of most NGOs -- freedom from arbitrary power by the Addis government.

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

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

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

The Relief and Rehabilitation Commission (RRC) is the TGE's liaison body with NGOs and it is with the RRC that all non-governmental organizations register. NGOs are now basically free to implement programs meeting general guidelines without serious government interference. Government officials urge "all" NGOs to establish programs in Ethiopia.

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

### **NATURAL RESOURCES ISSUES:**

More than 10 years ago, a US Agency for International Development (USAID) background paper declared "there is an environmental nightmare unfolding before our eyes. It is the result of the acts of millions of Ethiopians struggling for survival: scratching the surface of eroded land and eroding it further; cutting down the trees for warmth and fuel and leaving the country denuded.... Over one billion -- one billion -- tons of topsoil flow from Ethiopia's highlands each year."<sup>1</sup>

The environmental nightmare then foreseen has arrived and the degradation of the natural resource base in Ethiopia is clearly at a crisis level. The loss of vegetation cover and degradation of farm lands have reached a critical point in Ethiopia's highlands. Indigenous forest cover is now no higher than two percent of Ethiopia's land mass and water tables are down in all areas. Soil erosion and poor fertility coupled with high population growth rates lead to an accelerating decline of the natural resource base. The former government's resettlement and villagization schemes concentrated farm families in areas formerly forested, aggravating the problem.

Ethiopia's national parks and game preserves have been devastated -- "decimated" in the view of several observers who speak of the need for their total rehabilitation. The endemic Walia ibex is faced with imminent extinction as a result. Elephant herds have been radically reduced in size.

The wave of environmental destruction sweeping across Ethiopia is clearly being carried out by a population almost completely unaware of the linkages between agricultural and livestock management practices and long-term food security and general development. The

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<sup>1</sup> see *Building a Sustainable Society* by Lester R. Brown, Worldwatch Institute.

consequences of the practices being followed are simply not being addressed adequately and the environmental education required in the country is monumental.

The degradation of the environment in Ethiopia is of course regrettable at many different levels. Biodiversity is now threatened in many critical sites. Ethiopia is in fact one of the most important countries in Africa in terms of endemic wild plant and animal species and in terms of crop species and varieties. (Not less than 10 percent -- but perhaps up to 20 percent -- of Ethiopia's plant species is endemic.)

Important wildlife species exist in the Awash valley, including the Somali wild ass. The endemic gelada baboon lives in the northern and western highlands. The habitat for all of these animals is under threat.

Ethiopia's natural resources and cultural sites are such that an informal World Bank estimate is that the country could, with proper investment in infrastructure, realize some \$15 billion annual income from tourism. Such estimates rest upon assumptions about reversing the environmental degradation now underway, however.

The environmental issues challenging government and donor agencies in Ethiopia can be summarized as:

- deforestation;
- the population growth rate and the subsequent pressure on the carrying capacity of the land;
- soil degradation;
- an acute shortage of funds to deal with aggravated problems; and
- uncertainty over land tenure which inhibits the adaptation of land use techniques.

#### **GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:**

The TGE has virtually no resources to program in NRM (though it is allocating more from the treasury than was the case under the Mengistu government), but has emphasized the sector as a priority to donors. The government has encouraged an apparently successful effort by local NGOs and community associations in some highland districts to recruit volunteers to work on terracing. These efforts are frequently supported by food-for-work programs and have involved "thousands" of individuals over the past year. International observers characterize the government as basically "inactive" in terms of on-the-ground NRM activities, however.

However, the government has taken several potentially significant organizational and programmatic initiatives which auger well for its commitment to enhanced NRM. A separate Ministry of Natural Resources has been carved out of the Agriculture Ministry. The ministry has yet to implement projects, but is monitoring and evaluating environmentally fragile areas.

A series of detailed technical reports have been commissioned, with **World Bank** financing, which will form an Ethiopian forestry action program (EFAP). Plans are emerging for the reconstitution of the national parks and forests, now largely devastated. The Ethiopian Wildlife Conservation Organization (EWCO), a governmental entity, is being tasked to manage ecosystems in 10 national parks and four wildlife sanctuaries. EWCO's draft wildlife management policy and strategy statement contains several references to cooperation with local associations and local input to NRM policy.

The government is engaged in various NRM programs (or at least has commenced dialogues) with the **United Nations Development Programme (UNDP)**, the **African Development Fund**, **UNSO (UN Sudano-Sahelian Office)**, the **IUCN-World Conservation Union**, the **World Food Programme (WFP)** and the **World Wildlife Fund (WWF)** as well as the **World Bank**.

The **Nordic aid agencies** are supporting several reforestation and soil preservations projects. **SIDA (Swedish International Development Agency)** is providing the funds for a refrigeration unit for tree seedlings and for the Forestry Research Center. **Catholic Relief Services (CRS)** and **CARE** are tapping **USAID** as well as other donors food-for-work funds for similar efforts involving road building and the construction of irrigation canals. **Oxfam** and the **United Nation's Childrens Fund (UNICEF)** are both including NRM aspects in their emerging program portfolios. The **British government** is providing some support to an effort to restore Ethiopia's native trees, which use only a fraction of the water that the imported eucalyptus require.

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

#### **USAID PROGRAMMING IN NRM AND POTENTIAL SUPPORT FOR A PVO-NGO/NRMS PROJECT:**

USAID is now delineating its course in Ethiopia after the resumption of a 1950s bilateral assistance program terminated in the late 1970s. (USAID, of course, was by far the most significant provider and implementor of emergency relief assistance in Ethiopia throughout the entire period of the 1970s through the fall of Mengistu.) Potential components of the USAID program are being considered with an assumption that efforts will be focused in only a few areas. The AIDS epidemic and democracy and governance are certain to be areas of concentration, as will food security -- broadly defined. Early impressions are that mission officials clearly see NRM as important but are not yet clear as to its place in the evolving matrix of programs and initiatives. There is not necessarily particular awareness of what NGOs are capable of doing in this sphere and there is a concern of building expectations for a major NGO funding initiative which may not evolve.

Due to USAID's history in Ethiopia, it seems clear that interest in the PVO-NGO/NRMS program will be in direct relationship to its relevance to enhanced food security. That is to say, if PVO-NGO/NRMS can be constructed in ways that readily illuminate its positive and direct impact on long-term food security in the country, the USAID mission reaction is likely to be strongly positive. Preliminary discussions between USAID/Ethiopia and PVO-NGO/NRMS have begun to determine if and how PVO-NGO/NRMS could help USAID better identify NGO needs and opportunities in NRM in Ethiopia. USAID's East African Regional Economic and Development Support Office (REDSO) has also been involved in this discussion.

## *II. Institutional and Technical Issues*

### **COLLABORATION:**

There are three umbrella organizations which in theory have some coordinating role for the work of the various NGOs active in the country. The **Christian Relief and Development Agency (CRDA)**, with more than 70 members, was limited to coordinating NGO relief projects by the Mengistu government and has no history in addressing political or development policy issues. Despite its name, CRDA is a non-religious organization.

The **International Coordinating Committee** concentrates on NGO operations in urban areas, primarily Addis, but has an extremely limited role.

The **Council of Ethiopian Humanitarian Organizations (CEHO)** is a newly-functioning forum for indigenous NGOs with over 20 members. CEHO is at least approaching policy questions and sees itself as an umbrella group for NGOs asserting themselves in "the political, economic and social development scene." CEHO is predicated on the assumption that CRDA could not effectively encourage the growth of civil society in Ethiopia and asserts that nothing requiring intervention by NGOs is apolitical. There are thus some ties between the group and some of Ethiopia's many new political parties.

None of the three organizations, however, genuinely coordinates the programs or projects of NGOs involved in development activities. Except for CRDA, these groups are embryonic and still struggling for recognition. None have significant resources or staff expertise. Their value is in the ability to provide forums for policy discussion and exploration for NGO officials only recently able to function independently from the heavy hand of the Mengistu government's control and direction.

There are, additionally, non-governmental entities operating in Addis Ababa that could be highly relevant in exploring prospects for a PVO-NGO/NRMS activity in Ethiopia, though none have any NGO coordinating aspirations or status. The **Inter-Africa Group**, probably the most significant such body, has proven itself to be a skilled convener of disparate

elements for serious debate on a variety of public policy issues. The Inter-Africa Group is a self-conscious catalytic agent attempting to further discussion on economic policies, human rights and the forthcoming national constitutional convention, among other topics. It relocated to Addis from Kenya after the fall of Mengistu and has enjoyed a good reputation for a number of years with the donor community. The Congress for Ethiopian Democracy plays a somewhat similar role as Forum 84, though the latter is seen as a more "elite" organization and one that has concentrated on human rights issues. It has now taken on a few minor activities, none in the environmental sector.

The Inter-Africa Group and conceivably the Congress for Ethiopian Democracy could serve as neutral brokers for discussions on the structuring of a PVO-NGO/NRMS effort in Ethiopia. Neither are implementors of development projects and presumably would not be seen as rivals by participating NGOs.

Ethiopian NGOs, mirroring the larger society, are factionalized and unsettled and there is probably not an immediate prospect for consistent coordination of activities.

#### **NGO CAPACITY/PERCEIVED NEEDS:**

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

Particular needs in institutional strengthening and technical training include:

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

The most basic need is for financial support which would allow more rapid implementation of activities.

## **ROLE OF THE USAID MISSION:**

The USAID portfolio in Ethiopia is expanding rather dramatically from its emergency relief base. Development activities centering around food security and support for the democratization of the country, as well as AIDS education and prevention, will be at the heart of the mission's work.

USAID officials are obviously quite aware of the urgent necessity of stemming the environmental degradation of Ethiopia and include appropriate land use, deforestation and overgrazing in a tentative matrix of issues to be addressed in their program portfolio. Mission officials would seemingly be open to discussions on prospects for a PVO-NGO/NRMS initiative. But, again, the prerequisite for those discussions being fruitful is a clear and convincing articulation of how NRMS would directly and significantly address national food security. NRMS' managers will have to demonstrate -- by practical and specific examples of activities the mission could undertake -- to USAID how the project will directly serve its interests in Ethiopia. Discussions should facilitate an understanding of how the mission can have a focused input with a measurable product.

Since any successful PVO-NGO/NRMS program would of course enhance food security in a country like Ethiopia, the prospects for undertaking serious negotiations with the USAID mission in Addis on NRMS would appear to be quite strong.

## **GENERAL CONCLUSIONS AND RECOMMENDATIONS**

- Ethiopia's agony, displayed before the world, has resulted in a determination on the part of donors, government and the people to break the cycle of famine. The restoration of basic food security is the common priority of virtually all players. Central to enhanced food security is a reversal of the nation's acute environmental degradation. PVO-NGO/NRMS offers an applicable process for both positively addressing long-term food security and for channeling the latent potential of NGOs, international and indigenous, into a critical development area while simultaneously seriously engaging them in national reconstruction.
- Donors, including USAID, have an implied interest in the objectives of PVO-NGO/NRMS. Their focus is wide, however, due to the enormous needs facing the Ethiopian people in the aftermath of the monumental convulsions which have racked the country. This offers both opportunities and barriers for PVO-NGO/NRMS' inclusion in Ethiopia's development strategy. It is incumbent to quickly expand the country assessment so that opportunities for specific interventions highly relevant to the central priorities of the country's rebuilding be identified.

- Ethiopia is one of the most important African countries in which to demonstrate the viability of the PVO-NGO/NRMS project. The country is rich in endemic plant and animal species and has multiple sites of singular environmental value. It also has acute problems in food security and national development directly related to successful natural resources management and, further, has a variety of international and indigenous NGOs prepared, with proper support, to play a major role in grassroots NRM. Finally, Ethiopia has the attention and the sympathy of the international donor community and is likely to generate a relatively large share of development assistance dollars allocated for Africa -- as long as current ethnic and political divisions do not prevent national reconciliation. This combination of factors would seemingly argue quite strongly for inclusion of Ethiopia into the NRMS process as a focal country.
- Similar to the situation in Eritrea, exploratory seminars designed to link specific NGO interests and strengths as well as prospects of forming consortia would be well advised as a first step. The Inter-Africa Group is a logical candidate to convene such sessions. It is neither appropriate nor possible, however, to adequately address questions of program structure without benefit of an expanded country assessment undertaken in Ethiopia. The NGO community in Ethiopia is in flux and judgments on capacity and identification of lead agency roles should not be made without benefit of an in-country assessment.

**Attachment A  
Contact List**

**In Ethiopia:**

- **CRDA (Christian Relief and Development Agency):** Brother Gus.
- **Ethiopia Environmental Magazine:** Marie Gronvall.
- **Ethiopian Wildlife and Natural History Society (EWNHS):** Professor Shibru Tedla, president (also: honorary chair, LEM Ethiopia; honorary chair, Ethiopian Society for Appropriate Technology).
- **FARM Africa:** Dr. Assafar; Dr. Christie Peacock.
- **Government of Ethiopia:**
  - Ministry of Natural Resources: Dr. Mesfin Abebe, minister.
  - National Conservation Strategy Secretariat: Dr. Tewelde Berhan, director; Dr. Peter Sutcliffe.
- **LEM Ethiopia:** Costantinos Berhe, president.
- **New York Zoological Society:** Lisa Malloy.
- **PLANT (Plant Locally and Nature Trees):** Andy Haines; Gus Atkins.
- **UNICEF:** Della Dash.
- **USAID (US Agency for International Development):** Victor Barbiero, chief program officer; Carla Barbiero, program officer; J. Stephen Morrison, governance and democracy program officer.

**External:**

- **CARE:** Maryanne Leach (U.S.)
- **Catholic Relief Services (CRS):** David Palaists (U.S.).
- **University of Florida/African Studies:** Dr. Tom Chrissman.
- **Wildlife Conservation International/Ethiopia:** Christopher Hillman (U.K.).

**Attachment B**  
**Literature Available**

- UNCED, "Ethiopia: National Report on Environment and Development"
- PLANT, outlining memo
- Ethiopian Wildlife and Natural History Society, background program information
- Catholic Relief Services, background program information
- CARE, background program information
- FARM Africa, background program information
- Institute of Development and Disaster Studies, "NGOs in Ethiopia"
- World Bank/Associates in Rural Development, "Ethiopian Forestry Action Programme: Conservation of Ecosystems and Bio-diversity," final draft
- Journal of Soil and Water Conservation, numerous articles
- ICUN/the World Conservation Union, Bio-diversity in Sub-Saharan Africa and its Islands: Conservation, Management and Sustainable Use

## 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

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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.

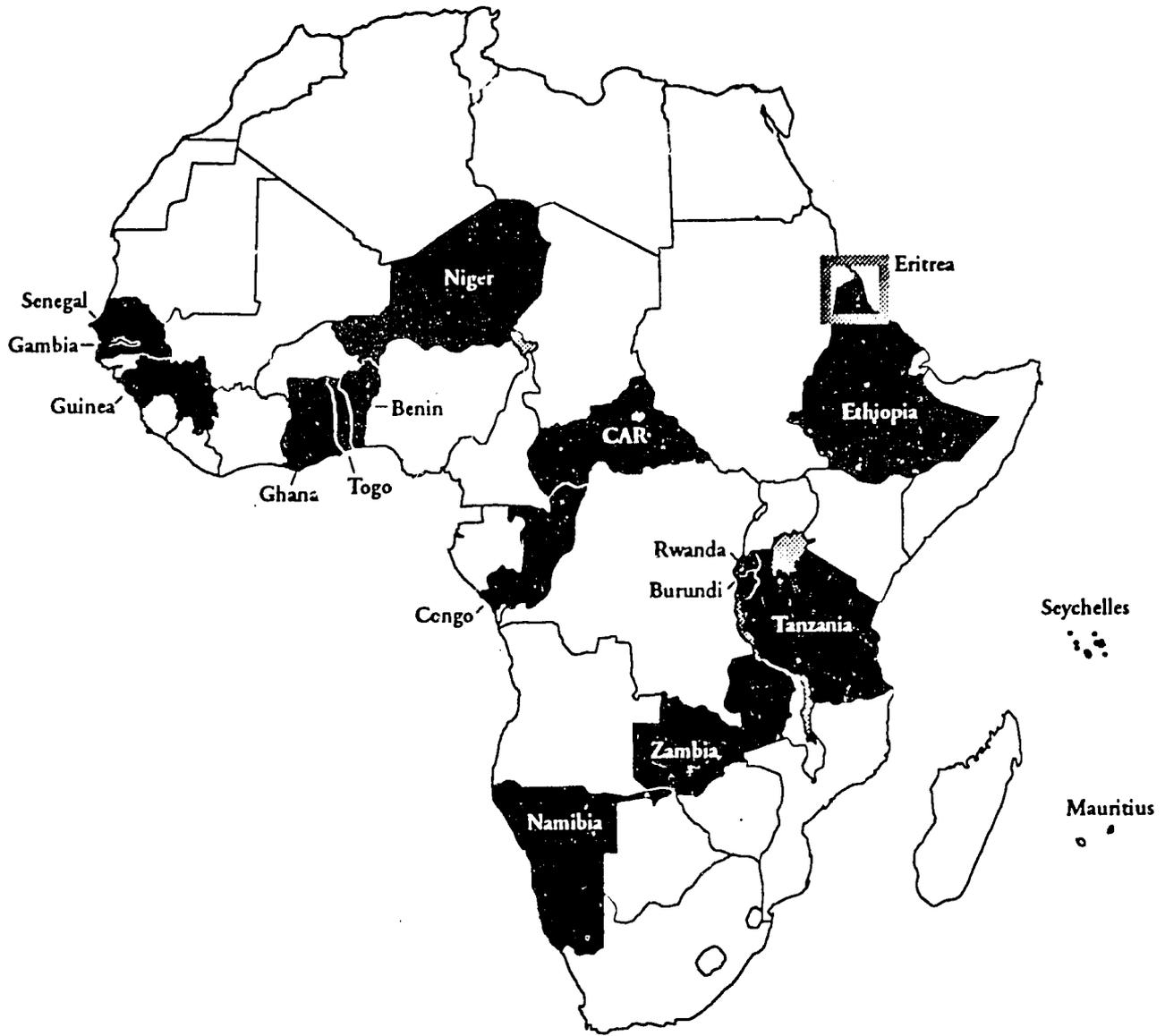
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

Table 1 NGO/NRMS Assessment Ratings

| Countries Assessed       | Perceived NRM Opportunity <sup>(1)</sup> | AID Interest <sup>(8)</sup> |
|--------------------------|--|-----------------------------|
| Benin                    | 1  | 1                           |
| Burundi                  | 3  | 3                           |
| Central African Republic | 2  | 4                           |
| Congo                    | 1  | 2                           |
| Eritrea <sup>(2)</sup>   | 2  | —                           |
| Ethiopia <sup>(2)</sup>  | 1  | 2                           |
| Gambia                   | 1  | 1                           |
| Ghana                    | 2  | 2                           |
| Guinea                   | 1  | 1/a <sup>(3)</sup>          |
| Mauritius                | 1  | 4/p <sup>(4)</sup>          |
| Namibia <sup>(2)</sup>   | 1  | 3/b <sup>(5)</sup>          |
| Niger <sup>(6)</sup>     | 1 <sup>(7)</sup>                         | 1/b <sup>(5)</sup>          |
| Rwanda                   | 1  | 3                           |
| Senegal                  | 1  | 1-2/a <sup>(9)</sup>        |
| 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   |
|---------------------------------|--|---|---|---|---|
| <b>Benin</b>                    | <ul style="list-style-type: none"> <li>Recent burgeoning</li> <li>Weak skills generally</li> </ul>   | <ul style="list-style-type: none"> <li>Encouraging</li> </ul>   | <ul style="list-style-type: none"> <li>Decentralization through NEAP</li> <li>UNDP's Africa 2000</li> <li>USAID focus on health, education, socio-economic services, with potential NRM interest as "target of opportunity"</li> </ul>  | <ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> </ul>  | <ul style="list-style-type: none"> <li>Excellent overall</li> <li>Potential constraint for USAID mission due to NRM as "target of opportunity" vs. focus</li> </ul>                       |
| <b>Burundi</b>                  | <ul style="list-style-type: none"> <li>Very limited</li> </ul>   | <ul style="list-style-type: none"> <li>Becoming more conducive</li> <li>NGO status still somewhat confused</li> </ul>   | <ul style="list-style-type: none"> <li>Decentralization policy</li> <li>Forthcoming NEAP and Africa 2000</li> <li>National environmental education plan through Peace Corps.</li> <li>NRM is no longer a USAID focal area</li> </ul>  | <ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> </ul>  | <ul style="list-style-type: none"> <li>Premature for focal country program given limited NGO community and Africa 2000 project</li> <li>Bring into regional program activities</li> </ul> |
| <b>Central African Republic</b> | <ul style="list-style-type: none"> <li>Few NGOs</li> <li>Thin line between NGOs and government</li> <li>Overall somewhat weak relative to other countries</li> </ul> | <ul style="list-style-type: none"> <li>Ambiguous in current political and economic environment</li> </ul>   | <ul style="list-style-type: none"> <li>Generally ambiguous pending elections</li> <li>Major EEC NRM initiative for April 1993</li> <li>Major WWF ICDP activity ongoing in southwest (Dzangha-Sangha)</li> <li>Low USAID priority in NRM</li> </ul>  | <ul style="list-style-type: none"> <li>Networking across regions</li> <li>Across-the-board technically and institutionally</li> </ul>                           | <ul style="list-style-type: none"> <li>Premature for focal country program</li> <li>Potential to bring into regional program activities</li> </ul>  |
| <b>Congo</b>                    | <ul style="list-style-type: none"> <li>Most are bureaucratic creations</li> <li>Few national NGOs servicing communities</li> </ul>                                   | <ul style="list-style-type: none"> <li>Significant structural adjustment program theoretically providing strong NGO opportunities</li> </ul>  | <ul style="list-style-type: none"> <li>Significant interest</li> <li>Little programmed for local NGOs</li> <li>USAID "small country program" managed from USAID/W has environmental focus</li> </ul>  | <ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> </ul>  | <ul style="list-style-type: none"> <li>Very good</li> </ul>   |
| <b>Eritrea</b>                  | <ul style="list-style-type: none"> <li>Embryonic after 30 years of war</li> </ul>  | <ul style="list-style-type: none"> <li>Strong provisional government role</li> <li>"Planned obsolescence" is objective for international NGOs from government perspective</li> </ul>  | <ul style="list-style-type: none"> <li>Department of Agriculture involved in NRM training for NGOs</li> <li>EAP planned</li> <li>Potential UNDP role</li> <li>USAID discussions with PGE not yet finalized</li> </ul>   | <ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> </ul>  | <ul style="list-style-type: none"> <li>Premature for focal country</li> <li>Potential to bring into regional program</li> </ul>   |
| <b>Ethiopia</b>                 | <ul style="list-style-type: none"> <li>Over 75 NGOs with 80% of these international</li> <li>Strong experience in famine relief</li> </ul>                           | <ul style="list-style-type: none"> <li>Strong government respect for NGOs</li> <li>Government accepting role for national NGOs in evolving pluralism and decentralization</li> <li>Supportive of skill transfer program</li> <li>Strong donor support as long as national reconciliation continues</li> </ul> | <ul style="list-style-type: none"> <li>New government ministry for NRM</li> <li>World Bank financing for forestry Action Plan</li> <li>Reconstitution of national parks planned</li> <li>UNDP, IUCN, UNSO, WFP, NORAD, SIDA, UNICEF, USAID are all active</li> <li>USAID interest is function of how food security could be enhanced</li> </ul> | <ul style="list-style-type: none"> <li>NGOs must shift programming from relief to development</li> <li>Limited financial resources for national NGOs</li> </ul> | <ul style="list-style-type: none"> <li>Potential for becoming a focal country</li> </ul>  |

Overview of Findings Matrix (continued)

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

Overview of Findings Matrix (continued)

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