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Non-Governmental Organizations and Natural Resources Management

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PVO-NGO/NRMS Project
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GAMBIA
Country Assessment

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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.

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March 22, 1993

GAMBIA
Country Assessment

DISCUSSION

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

NGO EXPERIENCE:

There is a long history of international NGO involvement in the Gambia. However, the emergence of local NGOs is a relatively new phenomenon that in some ways was a response to the effects of structural adjustment (government layoffs and a freeze on additional hiring of civil servants, combined with the reduction in government services). In 1989, there were 17 national NGOs; today there are over 100. The international NGOs are well-established, funded and organized. The local NGOs, with some exceptions, are still struggling with the basics of organization, structure, mission, core funding and the like. Only one international NGO, Catholic Relief Services (CRS) expresses an explicit goal of enforcing local NGO structures, however.

NGO PROFILES:

Save the Children/USA (SCF) works primarily in the North Bank Division on maternal/child health, primary health care and agriculture. The agriculture unit initially identified the lack of availability of quality seed as a major constraint and worked on seed multiplication and varietal promotion (mostly rice and millet), with an emphasis on provision of inputs and farmer training (GARD funding). Then a new constraint presented itself: loss of soil fertility. The 1991 program report notes that "the greatest challenge facing the agricultural unit (in 1992) is the resources management plan to support increased food production, stem deforestation and to arrest loss of soil fertility." SCF is now in the process of recruiting a NRMS specialist to help with this task.

In the meantime, SCF has introduced techniques to reduce soil erosion and is experimenting with organic fertilizers. SCF would like to involve some local NGOs in the testing of varying amounts/types of organic fertilizer in different ecological zones; this effort is being supported with Winrock International funding. The agency also has received funding from World Resources International (WRI) to develop a village land management plan in Njawara. After identifying priority problems and suggested solutions, SCF will contract the government technical services to provide the technical support. The hope is to expand this work to five additional villages and include rice plain reclamation and the introduction of community forestry and woodlots. SCF would eventually like to look at the entire watershed

and may apply to the U.S. Agency for International Development (USAID) for funding. The USAID mission highly regards SCF's work in the Gambia and is encouraging its involvement in the Agriculture and Natural Resources (ANR) Program.

Catholic Relief Services (CRS) has three main program areas: agro-enterprise promotion, nutrition and health education, and savings and credit. CRS played a major role in the promotion of sesame production in the Gambia. In all areas, CRS works through local institutions, providing them with technical assistance and operational support.

CRS starts its partnerships with small grants ($2,000) to be managed over a period of six to nine months. The next step is support for project development activities (up to $20,000 over six to 12 months). If this is carried out satisfactorily, it can lead to the development of a multi-year program covering institutional support and project activities ($100-400,000). CRS is working with two organizations at this third stage: **Gambian Food and Nutrition Association (GAFNA)** on food distribution and maternal/child health activities, and the **Association of Farmers, Educators and Traders (AFET)** on the "Community Based Experimentation and Extension" program.

AFET is a membership organization with 72 associated farmers groups (village "kafos") consisting of 9,000 members, 70 percent of whom are women. AFET provides training and assistance to its members in the production and marketing of their produce to promote self-sufficiency. It has received grants from numerous donors (VSO, the Danish International Development Agency (DANIDA), Ford Foundation, Six S, the U.S. embassy). Activities include: beekeeping development, fruit tree nurseries, village credit banks, chain pump development, training in the production of metal cookstoves. CRS is supporting AFET efforts to involve farmers in the design of appropriate technical packages. AFET is experimenting with rice varieties that have greater salt tolerance; use of organic fertilizers/pesticides; planting techniques, and the like. The organization emphasizes environmentally sound practices and build on farmers' existing techniques. CRS is providing $150,000 over three years for equipment, salaries, technical assistance in financial management and development of monitoring tools.

CRS has worked with three other local NGOs at various stages of organizational development. The **Gambian Rural Development Association (GRUDA)** received $18,000 for institutional support and the implementation of participatory rural assessments (PRAs) in five villages. CRS has said however that it is not satisfied with the results so far. **Child Youth Support and Rural Development Association (CYSARDA)** received an initial grant of $3,000 to do a village PRA; CRS found weaknesses in the report but feels there is potential. They have also assisted **GARDA** (also called **Gambian Rural Development Association**). CRS is working on a "Counterpart Development Project" which would provide support to five-to-six local groups in a first phase, after which two or three would be selected for intensive longer-term support for institution-building and project activities.

In keeping with the new approach to reduce its direct operational responsibility, CRS will

gradually withdraw from other activities initially run by its staff. For example, the organization is trying to identify a local partner to take over the Nemakunku Fruit Tree Nursery and Agricultural Research Center, one of the biggest suppliers of improved mango seedlings in the country. The center used to do research on seed varieties, particularly sesame seed, but has trimmed operations to focus on fruit trees. CRS has not yet found a viable partner. Also being redefined is the proper CRS role vis-a-vis the sesame growers associations; the goal is to help the groups evolve into autonomous organizations.

Action Aid (AA), a British organization, has a large presence in the Gambia. This NGO works in 588 villages with 326 staff and a $4 million annual budget. It builds schools, runs literacy classes, digs wells, provides credit and other agricultural inputs (seeds, tools) as well as extension services for crops, livestock, beekeeping, fisheries and agro-forestry. AA works directly with village development committees but has not worked through local NGOs. Action Aid is in the process of developing a new approach using a community-based planning system and focusing on building the capacity to manage the development process at the local level. Its officials see room for increased collaboration with local NGOs. The group has trained 100 of its staff in PRA techniques. AA is supportive of **The Association of NGOs (TANGO**, an umbrella NGO association); in fact, AA's director is the president of that larger organization.

Gambian Rural Development Agency (GRUDA) is a service-providing, national NGO, based in Banjul, working on agriculture, NRM, and rural community institution-building in one region of the country with an annual budget of around $40,000. Donors have included CRS, UNDP, CUSO, UNSO (UN Sudan-Sahelian Office), EEC and SCF. Projects have included carrying out several village PRAs; well rehabilitation; and studies on village development committees and on fuelwood use. It has a $300,000 multi-year program in the pipeline, developed from the basis of a PRA. The program has three components: poverty reduction, livestock development and NRM. The NRM component includes reforestation, gully control, water retention canals, cover crops and the introduction of drought-resistant varieties. GRUDA is applying to SCF for funds for this component. GRUDA has three permanent staff (executive director, project coordinator and finance officer). A UNDP Partners in Development grant is covering operating costs for 1992.

Gambian Rural Development Agency (GARDA) is also a service-providing, national NGO, based in the Lower River Division, with an annual budget in 1991 of $25,000. GARDA has worked with UNSO on a study of drought-stricken villages and the promotion of improved cookstoves and is engaged in forestry and improved beekeeping activities.

CARITAS operates under the Catholic archdiocese of the Gambia, with support from the governments of the Netherlands, Germany and Australia. Activities include village gardens, school gardens, well construction, fishing, adult education and women's welfare promotion. Caritas has a pilot demonstration garden for the purpose of training local farmers and multiplying seeds. The agency has recently been involved in marketing and storage. CARITAS has 74 employees; its budget for 1990 was just over one million dollars.

Partnership and Progress in the Gambia (PPG) is a national, service-providing NGO established in 1990. It has eight projects and a permanent staff of three (coordinator, accountant, trainer) plus occasional technicians. The budget for 1990 was approximately $50,000. PPG runs a "future farmers training center," which promotes agro-forestry and other techniques to improve soil fertility and promote conservation. It has done some research on improved seed varieties.

ENABLING ENVIRONMENT:

The policy environment for NGO initiatives is positive in the Gambia. NGOs work with litter interference from the state. Current registration procedures are straight-forward. NGOs are and traditionally have been free to organize and to intervene where and how they deem appropriate. The international NGOs have tended to adopt certain regions, implementing integrated development activities within these areas though there are often several NGOs operating in the same sector in the same region.

Coordination remains informal at this time. The Association of NGOs (TANGO), the umbrella group, functions without interference and in fact is welcomed by certain people in the government to the extent that it helps introduce some order into the NGO sector. Under the program for sustainable development, the second phase of a World Bank-inspired economic reform program, NGOs are acknowledged as important contributors and are counted upon for increased support; foreign NGOs are called upon to place a priority on training their national counterparts.

The rapid proliferation of NGOs since 1989 has created some tensions, however. There has been abuse of duty free privileges by some NGOs with questionable motivations (one international NGO official refers to communities being robbed of their savings by an unfortunate NGO/S&L scam). Also, the new NGOs are drawing the most qualified technicians away from government service (Action Aid alone has over 300 employees).

As the government is placing high priority on establishing sectoral policies, concern for coordinating and controlling NGO activities is growing. The existence of the Gambian Environmental Action Plan (GEAP), and USAID's Agriculture and Natural Resources (ANR) program, suggests that NGO activities in NRMS will be among the first to be reviewed.

A new protocol agreement is in the making and registration of new NGOs may be temporarily halted until the final version is approved.

The governmental focal point for NGO activities is the Advisory Council for the Coordination of NGO activities (ACCNO), based in the Community Development Department of the Ministry of Local Government and Lands (MLGL). ACCNO is responsible for overseeing the registration of NGOs as well as "coordinating and advising on all NGO activities in the country." In fact, ACCNO has been relatively inactive until now.

The UNDP has financed a study to examine how it might become a more effective coordinating body in the future. The report's principle recommendation (transfering ACCNO to the office of the president where the rest of aid coordination takes place) was rejected by the government and ACCNO is now trying to consolidate and reorganize within the context of the ministry.

GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:

The **Government of the Gambia (GOG)** recently published the GEAP which provides a framework for national environmental policy planning and natural resource management decision-making. The plan is viewed as an integral component of the government's program for sustained development (PSD), thus acknowledging the link between economic development and sound natural resource management. The plan also makes the link between the participation of affected communities and achieving sustainable natural resource management arrangements.

The GEAP is composed of three programs:

- a natural resources management program, which includes the strategy "developing government/NGO partnerships for natural resources management;"
- the environmental health program, including a strategy to increase community involvement in controlling adverse environmental factors, particularly in rural areas; and
- the energy program, including the strategy of promoting community forest management programs to increase the amount of cultured fuelwood and reduce depletion of natural forests.

The GEAP states that the GOG is "committed to the principle of closer involvement of both urban and rural communities in the planning and implementation of actions to address environmental problems within the broader framework of economic and social reforms" and calls for a "selective approach to sharing the management of land and resources with local communities" and for the exchange of ideas and information between NGOs and government staff. The GEAP also emphasized the importance of monitoring NGO activities to ensure that they are in line with government policies.

The **USAID** mission supports several related programs, including the **Agriculture and Natural Resources (ANR)** program and support project. The ANR program has two components: non-project assistance totalling $10 million to promote policy and institutional reforms in the NRM sector and an additional $12.5 million support project. The support project includes a $1.8 million fund for community level activities, to be channeled through NGOs (NGO sub-grants).

The non-project assistance will serve to support reforms in the areas of: strengthening the

national policy and institutional framework governing natural resources; and facilitating the development of an effective government/local community partnership for rational management of natural resources. Specifically, this would involve changes in legislation concerning forestry, grazing, and wildlife so as to enable local communities to assume management responsibility over local resources and to profit from this management subject to government supervision and technical assistance.

The support project activities are designed to:

- strengthen the capacity of the Ministry of Natural Resources and the Environment (MNRE) to formulate policy and to plan, coordinate and monitor the status of the NR sector;
- develop and expand the use of the program budgeting system within MNRE and Ministry of Agriculture (MOA); and
- promote the diffusion and adoption of the concept of participatory community resource management agreements (CRMA), and of improved resource-management technologies at the local level, with NGOs acting as community organizers and intermediaries between local communities and government technical services.

The program documents note that "experience has shown that CRMAs must be preceded by a period of information and consensus-building before a community is ready to approach the government technical services to negotiate a resource management plan. Communities also need assistance during the negotiations. The community-based program under the ANR support project will focus primarily on activities leading to a CRMA." USAID/Gambia is looking to NGOs to play a significant role in the preparation of CRMAs and related activities. Given the length of time it will take to get the project management structure in place, the USAID mission is hoping to make an intermediate grant available to an American PVO to get the community-based activities started.

Grants to NGOs will be managed by the institutional contractor. A technical advisor will oversee the program. NGO proposals will be reviewed by a joint committee with representatives from the government, USAID, the NGOs and contractors.

USAID is also supporting the **Kiang West National Park Project (Biodiversity Support Project (BSP)/World Wildlife Fund (WWF))**. The project objective is to develop a national park management plan, as well as a rural development plan for the five communities surrounding the park area. The project is nearing completion. According to the project consultant, the community plans were developed in partnership with technical advisory committees consisting of the village chief and two other village members. A team of consultants and government agents spent six weeks working intensively at the village level.

Apparently the villagers are enthusiastic about the plan; the project consultant is most concerned about a lag time between the plan's completion and the availability of funds for its

execution, however. Delayed action could lead to the community's disillusionment with the process. The project works directly with community structures without any local NGO operating as intermediary. The consultant feels NGO involvement could be quite useful during the implementation stage of the plan. Presently, however, few NGOs are active in this geographical area. USAID has said that it would like to begin its ANR activities here as the equivalent of a CRMA is already established.

USAID previously provided support to the Soil and Water Management Unit (Ministry of Agriculture), which tests and disseminates soil erosion and land reclamation techniques and provides technical assistance to farmers. This project ended in 1991. USAID also funds the Gambia Agricultural Research and Diversification (GARD) project (1986-92) which provides support to MOA's Department of Research on planning and implementing applied, agricultural research. The project has worked with Save the Children to disseminate new seed varieties.

UNSO (United Nations Sudano-Sahelian Office) has provided assistance, including a long-term advisor, for the elaboration of the GEAP. It is likely the support will be continued through the implementation phase of the GEAP. UNSO is also involved in the promotion of improved cookstoves and has worked with the local NGO (GARDA) on dissemination of cookstove technology.

The **UNDP** (UN Development Programme) is one of the major supporters of NGO activities in the Gambia. UNDP has used its Partners in Development Fund to finance two management-related workshops, provided core support and technical assistance to TANGO, provides $35,000 annually for small projects grants (for "pre-organizational" support grants to selected NGOs), and organized a consultancy to look at issues of NGO/GOG coordination. Additional support will be forthcoming in the poverty alleviation component of UNDP's next five year program. UNDP has also placed its "Gambian Village Development Trust Fund" project under the auspices of TANGO. While appreciative of UN support, several TANGO members expressed concern about retaining independence.

UNDP also supports a rangeland and water development project in Dankunku and Niamina West districts. While USAID's ANR proposes this project as a model for range management and livestock production, the UNDP program officer for agriculture discerns village-level management problems that threaten its sustainability. He cited declining quality control (e.g. of yogurt production) and lack of general maintenance as UNDP reduces its presence at the village level as signs of a lack of sense of ownership of the project. Thus while the technical aspects of the project may be quite good (introduction of firebreaks, access bridges to rivers, boreholes, veterinary services, and related social infrastructure projects for the surrounding communities), the community level management issues have not been resolved. UNDP did not work through any local NGOs and there seems to be little connection between the work at the TANGO level and collaboration with NGOs in sectoral programs in the field. The program officer did express interest in contacting some of the NGOs to learn from their experiences with village management schemes.

GTZ (Gesellschaft für Technische Zusammenarbeit) is well known for its support to the Forestry Department. A Gambian-German forestry project (GGFP) developed a model to protect and enrich government controlled forests. More recently, at the request of three communities surrounding the forest, the project has been experimenting with community forestry techniques. The project helped the villages negotiate with the government for local management of certain areas of the forest. Based on this agreement, the community controls who uses the forest, and can collect fees. The project also introduced furniture-making, using wood not previously exploited by the villagers. The income generated raises the value of the forests in direct terms for the villagers and they are now more active in discouraging burning and illegal felling. Until now, the GGFP has worked directly with the communities (there are community foresters seconded from the Forestry Department on staff) but is now beginning to look for potential collaborators and sees CARITAS and the Gambian Village Development Trust Fund as possibilities. GTZ is not very familiar with the NGO community's activities, but is interested in greater exposure.

The **Peace Corps** is working in forestry, education, and environmental education. Environmental education cuts across all sectors of development in Gambia, as the Peace Corps perceives the situation. Within the forestry program, activities include agro-forestry extension, women's gardening, soil and water conservation, and work with the national park service.

There is $200,000 programmed in the ANR for Peace Corps activities in forestry, agriculture and environmental education, such as conducting village training in agro-forestry techniques and in village management of forest-based resources. The Peace Corps hopes that the ANR project will succeed in clarifying some of the policy issues, particularly with regard to land tenure, and would like to organize exchanges between villages with experience in resource management. The volunteers will receive training in community needs assessment. Peace Corps has cooperated closely with Save the Children, but has had little contact with local NGOs. Officials feel strongly that local capacity building is essential, but underline that any PVO-NGO/NRMS initiative should be closely linked with USAID's ANR program.

NATURAL RESOURCE ISSUES:

High population growth and decreased rainfall have led to rapid degradation of the resource base. Loss of soil fertility leads to lower crop yields while the compensating extension of cultivated area threatens the livestock sector. Fifteen to 20 percent of the population own cattle; combined with goat and sheep production, the resulting pressure on grazing lands is severe. The rate of fuelwood consumption is greater than the growth rate of the remaining forest. In addition, burning appears to have increased in scope and intensity and is a major concern of the government. Deforestation has led to massive soil erosion and loss of bio-diversity, practically eliminating hunting as a protein source for rural populations and potentially undermining the tourist industry. Salinization of floodplain rice paddies is also an important problem.

The resource degradation has been exacerbated by ineffective management. This is in part due to the fact that institutional, legal and financial restrictions effectively discourage local communities from taking responsibility for their resources. The GEAP sets the framework to change this; the ANR conditionality supports the operationalization of these concepts.

II. Institutional and Technical Issues

COLLABORATION:

TANGO has been in existence since 1983. At its founding, there were 12 members. It was more or less moribund until 1991, when USA for Africa provided a grant to set up a secretariat, consisting of an executive director, a UN Volunteer (UNV) and some office equipment. TANGO now has over 50 members. The secretariat is seeking funding from Oxfam/Dakar for a program officer position to serve as a counterpart to the UNV. TANGO is governed by a 10-member executive committee elected for two years by a general assembly which convenes annually. There are two types of membership: full and associated. The associated status was created to accommodate community level or cooperative groups that are less formally structured.

TANGO's objectives are: to provide a forum for the discussion of unmet development needs susceptible to NGO intervention; to coordinate NGO activities to prevent geographical and sectoral overlaps; to advise government on NGO activities and concerns and ensure the effective integration of NGO efforts into national development; to provide a forum for inter-NGO collaboration; and, to facilitate the growth of local NGOs through technical assistance and identification of funding sources.

TANGO clearly states that it exists primarily to service its members and is well aware that its survival depends on whether or not NGOs see it in their interest to join. Membership dues are 300 dalasi/year and there is a 300 dalasi initial registration fee. For this contribution, TANGO provides the following services:

- publication of a directory of TANGO members;
- publishes a quarterly newsletter, "TANGO Talks;"
- establishes links with other umbrella groups in Africa;
- administers funds raised by the association;
- organizes forums for NGOs to discuss issues of common interest or concern -- savings and credit, health, non-formal education;
- provides pre-organizational support for local NGOs with funds from donors (e.g. UNDP "Partners in Development" funds); and
- provides opportunities for program and finance staff of NGOs to receive training locally.

TANGO is a member of ACCNO (Advisory Council for the Coordination of NGO Activities), although its principals feel that ACCNO is ineffective. In general, the government lacks clear sectoral policies within which the NGOs can operate (a factor noted by TANGO, UNDP and UNSO officials). As noted above, the government is working on this within the context of the program for sustained development. ACCNO prepared a draft of a new NGO/GOG protocol agreement which TANGO helped circulate to the NGO community for comments. As a result, the protocol will be significantly revised. TANGO also developed a flyer on "guidelines for recognition as a NGO."

TANGO represents the NGO community on donor-organized committees, such as the women-in-development project management unit (a World Bank-financed fund to be channeled principally through NGOs) and Partners in Development, and houses the Gambian Village Development Trust Fund (to promote village savings and loan activities). TANGO has mixed feelings about being responsible for administering funds for NGO projects. It feels that this "judgmental" role could undermine its neutrality in the eyes of its members. SCF in particular does not want to see TANGO get bogged down in administration and lose sight of its more important roles of coordination, information exchange and advocacy.

TANGO has done some excellent work with the bare minimum of resources. However, the secretariat is extremely fragile, with only the executive director and newsletter editor as Gambian staff and funds for their salaries may soon expire (the UNV is fulfilling a directly operational role without a counterpart). That its members truly seem to appreciate TANGO's efforts and to rely on its services works in TANGO's favor. The international NGOs are active in TANGO (the chairman is the director of Action Aid; the executive committee is 50 percent international and 50 percent national). Action Aid recently donated some money to TANGO for a building fund. UNDP is also committed to seeing TANGO survive.

LOCAL NGO CAPACITY:

The Gambians classify local NGOs into three categories: national NGOs with "international linkages," i.e. those with significant, long-term institutional support from outside sources (such as the Gambian Family Planning Association which receives support from IPPF and the Gambian Food and Nutrition Association which receives support from CRS); national NGOs "without much international linkage," i.e. young NGOs receiving occasional support from programs such as UNDP's Partners in Development Program and CRS, which have some permanent staff and basic infrastructure but are still quite fragile (such as AFET, GRUDA, GARDA); and "local, indigenous NGOs" which are primarily community-based groups and local development associations. Cutting across these categories are national/regional/local and service/membership distinctions (e.g. AFET is a membership based, regional organization; GRUDA is a national service-providing organization).

To become a TANGO member, each NGO must at least have a board of directors, executive director and a separate financial/accounting officer. Several of the newer NGOs have at least

one paid staff and an office because of the availability of two sources of institutional/start-up grants: the UNDP's Partners for Development Fund (PDP), and CRS' institutional support to selected local NGOs. However, the survival of those groups receiving these funds after the grant has run out is still in question. Half of the local NGOs interviewed had some kind of field presence, but more often than not they depended on volunteers. In some cases, paid personnel would be used for precise tasks for limited periods (e.g. the duration of a small grant). Despite these constraints, NGOs officials feel that their strength vis à vis the government is their accountability and system of monitoring. They also feel that influencing government policy is one of the NGO community's important roles.

In addition to UNDP and CRS, there are several embassy small-projects funds available. USAID's ANR is a large potential pool of money if the local NGOs can demonstrate the capacity to manage funds. Some of the World Bank women-in-development project funds could conceivably be used for NRMS activities as well.

TANGO organized two training sessions with support from UNDP's regional project account covering strategic planning and project management. These workshops seem to be the only training organized for the community as a whole on management issues. Individual organizations have benefitted from CRS' institutional support (consultants to help set up financial management systems for example). Action Aid has organized a series of participatory rural appraisal (PRA) trainings, primarily for its own staff and some government extension workers (two two-week courses covering 100 people). USAID's ANR project includes funding for some training and technical assistance directly related to execution of community resource management agreement activities. The only local training institution identified for management issues is the Management Development Institute (MDI), a parastatal, whose primary target group is upper level civil servants. MDI is recommended for organizational issues but not for participatory methodologies, etc. A sister parastatal, Rural Development Institute, does not seem to have much credibility.

Most organizations look outside the country for training sources. For PRA, CRS uses Senegalese technical assistance; Action Aid has used the International Institute for Environment and Development (IIED) and Clark University, but is striving to develop a team of local trainers in PRA. CRS has used local consultants for financial/accounting training.

There is a broad consensus among donors, government and the NGOs themselves that the local NGOs need strengthening in all areas: technical, organizational, advocacy, and analysis. Donors express interest in getting to know the NGO community better, as they perceive local NGOs as the best "vehicles" through which to ensure a participatory approach. But not much is being done to close the gap between this perception of the advantages of a NGO and the reality of the weak capacity of the local NGO community.

Several donors are using participatory approaches and working at the community level through government services or their own project structures (Action Aid, GTZ, UNDP). UNDP strongly supports the idea of a project that would provide training in project and

financial management on a systematic basis. The GEAP team is interested in the prospect of improved NGO/GOG collaboration.

SCF emphasizes the need for a project oriented specifically towards organizational development. Local NGOs have a difficult time getting over the hurdle from conception to execution. More training in PRA would be useful. CRS stresses the utility of the networking component of the project. CRS officials feel that the funds are available for good NGO projects.

NGO INSTITUTIONAL STRENGTHENING NEEDS:

The following are identified as needs by Gambian NGOs:

- financial management training;
- development of monitoring systems;
- participatory rural appraisal skills; and
- enhanced consciousness-raising/advocacy skills.

The NGOs cite the need for on-the-job training as well as formal seminars/workshops. They also stress the need for material support, such as audio-visual equipment to help them design educational materials for illiterate audiences.

RECOMMENDATIONS ON APPROACH:

Any formal training should serve to reinforce the initial series of workshops on project management and strategic planning organized by TANGO and financed by UNDP. Given the relatively small number of local NGOs currently working in NRMS, it may be feasible to provide short-term technical assistance to small groups of NGOs with similar problems, e.g. a specialist to help two or three NGOs during the implementation of a PRA or evaluation of a project or to design a financial management or monitoring system, etc. Partnering or "mentoring" relationships between international and national NGOs should be encouraged. When Action Aid trains its staff, it could, for example, include selected staff of local NGOs working in the same area. Save the Children is already thinking of working with local NGOs on soil fertility research activities. A PVO-NGO/NRMS project should also examine possibilities for reinforcing the institution-building efforts of UNDP and CRS programs. The small number of NGOs in NRMS also points to the necessity of raising awareness and encouraging other NGOs to get involved.

NGO TECHNICAL STRENGTHENING NEEDS:

Technical capacity to design and execute NRMS activities is weak in the Gambia. Most of the NGOs depend on government agents for technical input.

Until now, not many local NGOs have been involved with NRM issues. Those involved focus on improved cookstoves, introduction of agro-forestry techniques, community nurseries (particularly fruit trees), campaigns against burning, dissemination of environmental messages through traditional media, etc.. One local NGO (GRUDA) is in the process of designing a NRM program addressing soil fertility and erosion problems through the introduction of water retention canals and cover crops. Otherwise, only the larger international NGOs have ventured into more technical areas of research on new seed varieties and use of organic fertilizer; even intervention in terms of soil erosion management and water conservation issues is limited. The emphasis is on sustainable agriculture with few activities oriented towards conservation.

The NGO community is not involved in rangeland management or pastoral issues at all, nor in activities involving populations living in buffer zones surrounding protected areas, despite the fact that these are areas of great interest to the government and there are several ongoing bi- and multi-lateral projects in progress. Many NGO officials feel that the confusion surrounding land tenure is a major constraint to getting involved with these issues. In addition, the majority of the local NGOs work on the North Bank, while most of the pastoral activity is on the South Bank.

Technical training needs as identified by the NGOs include:

- agro-forestry techniques;
- composting and other soil fertility management techniques;
- salinity control and land reclamation skills; and
- designing appropriate materials to train trainers of NRM issues

Avenues for sharing information on technical approaches and solutions with the ongoing bi- and multi-lateral projects should be explored (e.g. German-Gambian Forestry Project, UNDP Rangeland and Water Development Project and Kiang West Park project).

The need for fuelwood is one of the main problems prompting interest in woodlots and agro-forestry activities. An institution worth nurturing for future involvement is the Gambian Renewable Energy Center (GREC).

STRUCTURING A PROGRAM:

There is a great deal of interest and enthusiasm within the NGO community and among government and donors for strengthening the capacity of local NGOs and in providing a

forum for improving the community's coordination/communication/collaboration with the government. The NGOs are interested in strengthening their advocacy role vis-a-vis the government. Strengthening TANGO is seen as an important step towards achieving these objectives. In addition, with the implementation of the ANR and other programs under the GEAP, demand for NGO "services" in the areas of participatory needs assessment, development of village land-use plans, and buffer zone management will be high. Yet these are all areas where NGO capacity is weak. Thus building NGO capacity in these areas should be a major objective.

ROLE OF THE USAID MISSION:

The mission's primary concern is finding an appropriate mechanism for the programming of the ANR's $1.8 million NGO fund. Officers are well aware of the weak capacity of the NGOs and would welcome collaboration with a project like PVO-NGO/NRMS which could respond quickly and appropriately to needs for training and technical assistance for NGOs, as well as government technicians and village leaders in the context of the ANR project. The first concentrated intervention would most probably be in the Kiang West Park area, where the BSP/WWF project has already developed a management plan.

There are different ways in which the NRMS project might meet the mission's needs: a) the mission could retain part of the money now reserved for management by the institutional contractor and "buy in" to the services of the PVO-NGO/NRMS project for technical assistance, training, animation, social mobilization, etc.; or b) it could leave the funds in the hands of the institutional contractor but stipulate that technical assistance needs be satisfied through the project. The mission needs to explore the administrative procedures linked to these options.

While this scenario ensures coordination with local USAID programming and provides a source of local funds, it involves a fundamental change in the philosophy of the project. In the ANR, working through NGOs is a strategy for soliciting community participation. The desired "products" are CRMAs; the strengthening of certain NGOs is a useful byproduct. Training and technical assistance needs will be defined by skills needed to obtain the CRMAs. Money will be available for projects related to the CRMAs.

This is different from a scenario whereby emphasis is placed on the NGO community as a whole, supporting an agenda defined by the members of this community and providing assistance for networking, coordination and advocacy activities.

It is highly doubtful that the mission would consider local financing for the project if it were not directly linked to the NGO component of the ANR program. It would be interesting, therefore, to explore the possibility of a hybrid project with central funding for the consortium-building, networking and training activities for the NGO community as a whole along the lines of first phase programs, with a subcontract component to conduct specific

types of training and/or project implementation tied to the ANR program. PVO-NGO/NRMS could serve as an initial screening board for ANR projects; provide project development and proposal writing assistance to NGOs preparing submissions; play a role in monitoring and evaluating NGO activities, etc. PVO-NGO/NRMS/Washington as well as members of NRMS projects in the original four countries could serve as sources of technical assistance.

LEAD ROLE:

There is a general consensus among the NGOs, donors and government that a PVO-NGO/NRMS initiative should work through TANGO, which has already established three working groups on special issues. A fourth such group could be set up to serve as the NRMS country working group. Ideally, CRS and/or SCF, in partnership with one or more local NGOs would serve as lead agency. Other international NGOs, such as Worldview International Foundation (WIF) and CUSO should be encouraged to participate. The program should include direct support to TANGO, along the lines of the Madagascar program, particularly with regard to data collection.

TANGO has produced an NGO directory, but the information is not yet computerized. It should be easy to put the information into a database to facilitate information sharing and exchange. TANGO will also need to strengthen its capacity to do training in needs assessment, as stated above.

The NGOs have discussed the idea of inviting government representatives to be part of a PVO-NGO/NRMS working group, but indicate a preference for a forum for debate and consensus-seeking on issues prior to dialogue with the government. With the GEAP getting underway, the government should welcome the idea of having a focal point for NGO positions on NRM activities. The working group may want to include representatives from key donor agencies, however, such as USAID and UNDP.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- Gambia offers key elements to become a focus NRMS country: a welcoming policy environment, compatibility with USAID/Gambia program priorities; basic structures in place with which to collaborate; strong American PVO presence, with a trend towards greater involvement in NRM and an interest in collaboration with local NGOs. PVO-NGO/NRMS could provide important complementary support in the areas of training, networking, advocacy, and education. The main constraints, e.g., limited technical capacity and the small number of NGOs currently involved in NRM can be used instead to provide the rational for intervention. PVO-NGO/NRMS brings a distinct comparative advantage in preparing NGOs for participation in USAID's ANR program, as a main area of

interest, the negotiation of CRMAs, is an area in which the project has developed substantial experience during its first phase.

- Given the work being done around Kiang West Park, it would be valuable to organize exchanges with Uganda and eventually Tanzania on buffer zone management. Visits to Mali or Madagascar to explore the modality of management by an umbrella group would also be useful. If a program were to start up in Senegal, there would be the an obvious potential for sharing technical approaches, but the language differences would need to be addressed.

- Any initiative should include direct support to strengthen the institutional capacity of TANGO, along the lines of the PVO-NGO/NRMS/Madagascar program with the Conseil Malgache des Organisations de Développement et l'Environnement (COMODE), particularly with regard to data collection.

Attachment A
Contact List

- **USAID:** Bonnie Pound, country director; Christine Elias, Agriculture and Natural Resources program (ANR).

- **UNDP:** Pirkko Poutiainen, programme officer; Elizabeth Forbes, NGO focal point; Olodele Akimbwali, agriculture.

- **UNSO:** Robert Roberts, chief technical adviser to head, environmental unit, Ministry of Natural Resources and the Environment, Project GAM/90/X02 (Elaboration of Gambian Environmental Action Plan).

- **BSP/WWF:** Jess Lancy, resident coordinator, Kiang West Project.

- **GTZ:** Alois Kasper, Gambian-German forestry project.

- **Peace Corps:** Ted Wittenberger, natural resources.

- **Government of the Gambia:**

  •• Advisory Committee for the Coordination of NGOs, Department of Community Development, Ministry of Local Government and Lands:
  Abdou Touray, former ACCNO desk officer; Musu Sohno, ACCNO desk officer.

  •• Ministry of Natural Resources and the Environment
  Ibou Jammeh, Department of Forestry: Mrs. Jobartey, environmental unit.

- **Save the Children/USA:** Abou Tall, field office director.

- **Catholic Relief Services (CRS):** Solomon Owens, projects supervisor.

- **Action Aid:** Jeff Saussier, deputy director.

- **Worldview International Foundation (WIF):** Nimal Martinus, director.

- **Baptist Mission/the Gambia:** P.R. Miner.

- **The Gambia Rural Development Agency (GRUDA):** Kemo Conteh, executive secretary.

- **The Association of NGOs (TANGO):** Dr. Burang Goree-Ndiaye, executive secretary; Helmi Govers, UNV.

- **Progress in Action Through Home Resources (PATH):** Matar Dieng.

- **Partnership and Progress in the Gambia (PPG):** Lamine Joof.
- **Association of Farmers, Educators and Traders (AFET):** Bah Saho.
- **Foundation for Research on Women's Health, Productivity, and Environment (BAFROW):** S.K. Singhateh.
- **Gambian Rural Development Agency (GARDA):** Keba Bah.
- **CARITAS:** John Paul Njie.
- **Freedom from Hunger Campaign:** Joseph Gabbidon.
- **FORUT:** Musa Jeng.
- **People in Action (PIA):** Mr. Jobarteh.

Attachment B
Literature Available

- Program Assistance Approval Document: Agriculture and Natural Resources Program and Project (ANR), AID, June 1992

- Gambian Environmental Action Plan 1992-2001, Government of the Gambia, May, 1992

- "Improving the Coordination of NGO Assistance in the Gambia" Alan Miller, UNDP, April 1991

- TANGO Directory of NGOs and Voluntary Associations in the Gambia

- TANGO Talks, newsletters

- TANGO criteria for membership status

- Advisory Committee for the Coordination of NGOs "Answers to Parliamentary Questions put to the Minister for Local Government and Lands"

- NGO background materials:

  - Save the Children/USA
  - GRUDA
  - PATH
  - AFET

- Agenda and minutes of meeting of NGOs and PVO-NGO/NRMS consultant at TANGO, August 21, 1992

ANNEX 1

I. INTRODUCTION

1. Background to PVO-NGO/NRMS

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

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

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

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

In addition to the target or focal country programs, the project has supported a regional program which has undertaken a diverse range of activities including the following: (1) an international workshop on buffer zone management bringing together NGO, government and resource-user populations to jointly analyze three different buffer zone situations in Uganda; (2) an assessment of economic options to development in the Dzangha-Sangha Forest Reserve in the Central African Republic; (3) development of a methodology to assess the potential for natural regeneration on farmers' fields in the Sahel; (4) an assessment of NGO approaches to NRM in the pastoral sector in East and West Africa, with an international workshop on the subject held in February 1993; (5) a workshop on research center/NGO approaches to

agricultural research held in Kenya for representatives from four African countries; (6) a participatory rural appraisal (PRA) workshop bringing NGO and government representatives from six African countries to Kenya; (7) an international workshop on NGO/community-based approaches to conservation in Southern Africa; (8) a workshop in Mali bringing together journalists from several Sahelian countries with Malian NGOs to develop ways to strengthen the interaction between the two to achieve production and dissemination of higher quality oral and written information on NRM to the Sahelian public; (9) presentation of the PVO-NGO/NRMS approach to NRM with NGOs in Africa at the Global Forum meetings coinciding with the Earth Summit in Rio de Janeiro; and (10) an assessment of NGO impact on natural resources policy at the government level in Kenya and Uganda.

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

2. Rationale for this Assessment

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

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

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

in terms of future funding opportunities with USAID, but also because the exercise may highlight information which could prove useful for the NGO community in the particular country and for potential collaborating agencies from outside the country.

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

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

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

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

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

3. Overview of Results

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

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

- NGO experience in the country;
- enabling or disabling environment from a policy perspective;
- government and donor trends in NRM programming;
- USAID programming in NRM and potential support for a PVO-NGO/NRMS style project;
- NGO perceived needs;
- the feasibility of targeting NGOs for institutional strengthening;
- NGO technical capacity in NRM; and
- potential linkage with existing NRM networks.

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

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

4. Summary of Recommendations

Recommendations are based on the criteria "bulleted" in Section 3 above. While the primary focus of the assessment has been to gauge the NGO/NRM situation and on that basis recommend where the PVO-NGO/NRMS project could consider working, the recommendations have been prepared with a wide readership in mind.

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

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

The Overview of Findings Matrix provides in summary form an overview of the major findings.

II. OVERVIEW OF FINDINGS

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

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

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

Countries assessed which offer a fair opportunity include: Central African Republic, Eritrea, Ghana and Togo. "Fair opportunity" here means that while there is some in-country interest, the enabling environment may not be optimal, the NGO community may be too disorganized and/or preoccupied in other sectors, or there may simply be too much political instability for the time being in the country.

Countries with slight opportunity include Burundi and Zambia. "Slight opportunity" refers here to the NGO community being highly limited, their interest in NRM being slight, and for the enabling environment not necessarily being as optimal as it could be.

While the specific reasons differ country by country, the over-arching reason for a "strong" assessment rating in these countries relates to: (1) the self-perceived needs of the NGO community and expressed desire to become involved in an activity like this; (2) the objectively perceived opportunity for a consortium-building project focusing on capacity building to strengthen NGO skills; (3) the enabling environment, specifically government attitudes toward the activity; and, (4) NGO experience in NRM activities (or desire to become more involved).

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

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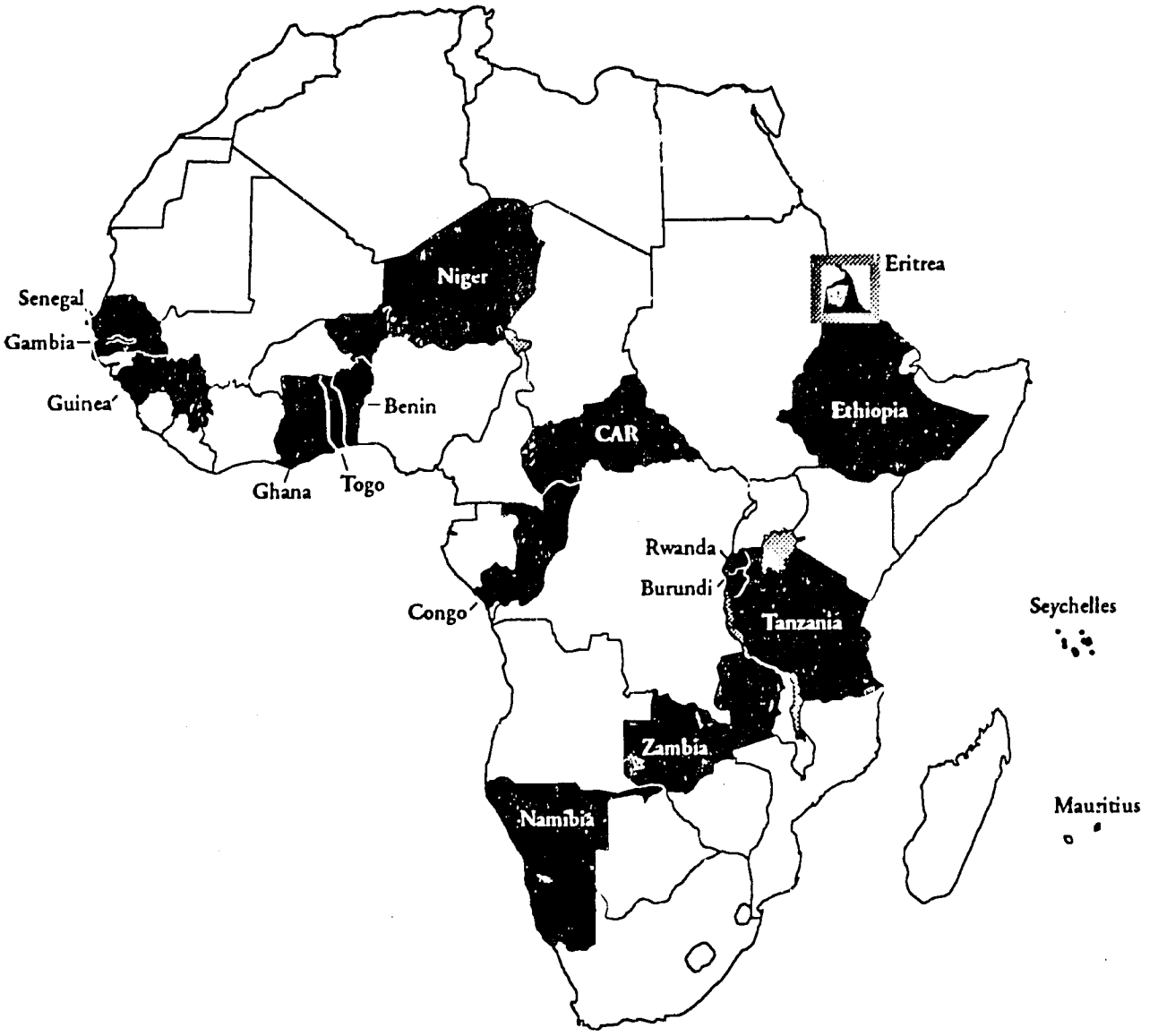

The African Continent

Table 1 NGO/NRMS Assessment Ratings

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

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

(1) Perceived NRM opportunity refers to the perception of PVO-NGO/NRMS based on assessment that an opportunity does or does not exist independent of USAID interest.
(2) Desk study only.
(3) Based on information from USAID/Guinea.
(4) Based on presumed USAID interest given current programming trends.
(5) USAID interest either not explored or uncertain.
(6) Based on PVO-NGO/NRMS assessment undertaken in Niger in 1990.
(7) Based primarily on 1990 assessment of opportunity.
(8) Refers to USAID Mission's interest in the respective country.
(9) Based on information from USAID/Senegal.

Overview of Findings Matrix

Country	NGO Experience	Enabling Environment	Government/Donor Trends	NGO Needs	Feasibility
Benin	• Recent burgeoning • Weak skills generally	• Encouraging	• Decentralization through NEAP • UNDP's Africa 2000 • USAID focus on health, education, socio-economic services, with potential NRM interest as "target of opportunity"	• Across-the-board technically and institutionally	• Excellent overall • Potential constraint for USAID mission due to NRM as "target of opportunity" vs. focus
Burundi	• Very limited	• Becoming more conducive • NGO status still somewhat confused	• Decentralization policy • Forthcoming NEAP and Africa 2000 • National environmental education plan through Peace Corps. • NRM is no longer a USAID focal area	• Across-the-board technically and institutionally	• Premature for focal country program given limited NGO community and Africa 2000 project • Bring into regional program activities
Central African Republic	• Few NGOs • Thin line between NGOs and government • Overall somewhat weak relative to other countries	• Ambiguous in current political and economic environment	• Generally ambiguous pending elections • Major EEC NRM initiative for April 1993 • Major WWF ICDP activity ongoing in southwest (Dzangha-Sangha) • Low USAID priority in NRM	• Networking across regions • Across-the-board technically and institutionally	• Premature for focal country program • Potential to bring into regional program activities
Congo	• Most are bureaucratic creations • Few national NGOs servicing communities	• Significant structural adjustment program theoretically providing strong NGO opportunities	• Significant interest • Little programmed for local NGOs • USAID "small country program" managed from USAID/W has environmental focus	• Across-the-board technically and institutionally	• Very good
Eritrea	• Embryonic after 30 years of war	• Strong provisional government role • "Planned obsolescence" is objective for international NGOs from government perspective	• Department of Agriculture involved in NRM training for NGOs • EAP planned • Potential UNDP role • USAID discussions with PGE not yet finalized	• Across-the-board technically and institutionally	• Premature for focal country • Potential to bring into regional program
Ethiopia	• Over 75 NGOs with 80% of these international • Strong experience in famine relief	• Strong government respect for NGOs • Government accepting role for national NGOs in evolving pluralism and decentralization • Supportive of skill transfer program • Strong donor support as long as national reconciliation continues	• New government ministry for NRM • World Bank financing for forestry Action Plan • Reconstitution of national parks planned • UNDP, IUCN, UNSO, WFP, NORAD, SIDA, UNICEF, USAID are all active • USAID interest is function of how food security could be enhanced	• NGOs must shift programming from relief to development • Limited financial resources for national NGOs	• Potential for becoming a focal country

Overview of Findings Matrix (continued)

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

Overview of Findings Matrix (continued)

Country	NGO Experience	Enabling Environment	Government/Donor Trends	NGO Needs	Feasibility
Niger	• Many international NGOs • Few national NGOs • Fairly undeveloped NGO umbrella organization compared with others in Sahel (GAP)	• Improving as of 1990 vis à vis government • Constrained by overall economic crisis in country	• Government seeks to amend existing texts to facilitate NGO work • Both government and donors try to amend Rural Code and resolve land tenure issues to promote greater community participation in NRM	• Clarified legal status • Increased flexibility to work at community level • Across-the-board technical and institutional strengthening	• Potentially good if government supportive • Improving as GAP
Rwanda	• Considerable in agriculture and natural resources sector • Wide variety of in-country training services	• Positive policy environment • High percentage of country under protected area status • Highly participatory NEAP with government/NGO collaboration • Civil strife still unsettling	• Government support of private sector NRM initiatives • Continued European donor support of tree planting/community woodlot projects • USAID shift in portfolio away from NRM as key focal activity to "target of opportunity"	• NRM technical skill areas • PRA • Information exchange with communities in other countries	• Some potential through USAID PVO project • Limited as stand-alone activity • Civil strife problematic
Senegal	• Considerable since 1970s • Reasonable technical strength in forestry-related activities • Well known NGO umbrella organization (CONGAD) covering many sector.	• Government push to decentralization could favor NGOs • Good potential for collaboration with USAID's PVO Strengthening project and Africa 2000 • Relative sophistication of Senegalese NGOs in donor dealings	• Much NRM activity on policy and field level • With decentralization, support of grassroots participatory methodologies • USAID bolstering linkage between agricultural research and NGOs to influence community adoption of improved NR-based technologies	• Greater coordination on environmental issues • Project design and implementation skills • Strengthened extension capacity of NRM technologies	• Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest • Excellent potential as non-focal country through regional program
Seychelles	• Few NGOs until recently, most operate ad hoc • Nucleus of international conservation NGOs with local affiliates • New NGO environmental lobby • LUNGOS umbrella organization still weak	• Democratization processes permitting greater role for NGOs • Government more supportive of NGOs	• No discernible trend • World Bank/UNEP environmental management plan completed • No USAID support for NRM • Government open to NRM/environmental projects • Particularly supportive of protected areas	• Financial support to develop NGO infrastructure • Project design and implementation skills • Sharpened awareness raising/negotiation skills • Some EIA/integrating conservation with development skills	• Excellent for a donor willing to support an NGO program in a "middle income country" • Good for PVO-NGO/NRMS if linked to other Indian Ocean countries
Tanzania	• Of 400 registered NGOs most in welfare and relief • Most institutionally weak • Limited technical capability	• Supportive of democratic processes • Government anticipates much NGO participation in development broadly, and forestry activities in particular	• Canada, Sweden, Norway, U.K., and World Bank have broad NRM portfolios • NRM is not an USAID focus	• Across-the-board technical and institutional strengthening	• Good if centrally-funded • Potential through other donors