



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

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

**GHANA**

**March 1993**

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

## GHANA Country Assessment

### DISCUSSION

#### *I. The Context of NGO Work in Natural Resources Management (NRM) in Ghana*

##### **NGO EXPERIENCE:**

Ghana's national NGO community is characterized by many small community-based groups working in relative isolation, with limited opportunities for information exchange and technical collaboration for groups outside of Accra, the capital. There are also a number of large, well-established international NGOs. In between, a small number of service-providing national NGOs are working to establish credibility.

The major focus of NGO natural resources activity has been in the information/education area and, also, in tree planting (nurseries, community woodlots, some agro-forestry projects). Two groups focus specifically on raising environmental awareness among school children; one of which prepares a daily environmental message for the major newspapers and is working on a newsletter that will be translated into local languages. A few Accra-based groups have the capacity to do research and environmental monitoring (e.g. of wetlands). In the north, some NGOs have been involved in promoting fodder planting for livestock, terracing and creating firebelts. Women's groups are promoting improved technology for processing palm oil and fish smoking to reduce firewood use. One women's association, after noting that many trees were being cut to make temporary canopies for village ceremonies, bought metal canopies that it now rents out for such ceremonies to discourage cutting. The Network of Environmental NGOs (NENGO) was recently created and is still defining its program. Apparently, no organizations have experimented with village-based land use or management per se.

##### **NGO PROFILES:**

The **Friends of the Earth (FOE)** is a national membership organization with international affiliation. FOE has four full-time staff members and two volunteers, an office and a vehicle. The group has 19 local affiliates throughout Ghana which come together once a year for a general assembly. The local affiliates usually organize their own activities, primarily to raise environmental awareness, with some meager support from FOE/Accra. One local group is involved in collecting data on coastal wetlands for a national study.

FOE has several ongoing projects including afforestation/agro-forestry in 10 communities in the Ashanti region augmented with funding from the Dutch government to produce poles for

community contributions to rural electrification efforts. Similar activities in additional communities in three other regions are supported by Africa 2000. Studies on the preservation of sacred groves, the results of which will form the basis of a bio-diversity conservation program, and research on the use of agro-chemicals are additional activities. FOE draws qualified members for technical support when its needs surpass staff expertise (it has a large number of forestry department workers as members). It collaborates closely with the Environmental Protection Council and is a member of NENGO.

**Agents of Development for Rural Communities (ADRUCOM)** is a community-based NGO in the north, with seven volunteer staff members working on desertification control with over 2,000 women from 25 communities. The group has received Africa 2000 funding for the promotion of community woodlots, alley cropping, use of organic fertilizer, use of bullocks instead of tractors, fodder planting and similar projects. The organization was founded in 1989. It works in relative isolation and seeks activities that could link it to others as well as training opportunities.

The **Amasachina Self-Help Association**, one of the largest and best-known local associations, is comprised of over 300 village groups in the north of the country. Amasachina is primarily involved in community mobilization/animation and makes contact with donors and government agents to identify resources and access technical services to help its member communities carry out development plans. It has worked with Africa 2000, the International Fund for Agricultural Development (IFAD) and the Salvation Army. It now works with the Adventist Development and Relief Agency (ADRA) and the Peace Corps on community forestry activities. It has recently established an office in Tamale and has one paid coordinator. The rest of the staff is volunteer, including many retirees.

The **Evergreen Club of Ghana** and **LANDLIFE** are Accra-based membership associations seeking to raise awareness on environmental and sanitation issues. Evergreen is a national group working with 60 schools in Accra and 20 in the Ashanti region. LANDLIFE has international affiliation and works with 27 school clubs. It uses drama to help communicate its message. Members contribute time on a volunteer basis.

The **Abokobi Women Development Association** is a community-based membership group involved in income-generating activities for marginalized women in rural areas. It has an integrated approach geared towards decreasing the negative environmental impact of the women's daily activities. As food preparation/processing is often the basis of income-generating activity, the association encourages use of alternative cooking fuels, tree planting and the use of household wastes for compost. The group serves as treasurer of NENGO.

The **Onyansunaa Cooperative** is a community-based, membership group that promotes agro-forestry techniques, woodlots, and fish farming for its members. It has received funding from Africa 2000 to extend positive practices to surrounding communities.

**The African Center for Human Development (ACHD)** is a national service NGO that provides training, rural animation and technical assistance to grassroots groups. The center has a well-equipped office, with eight permanent, paid staff (six of whom are professionals). It hires additional technical people on a periodic basis as required for the execution of projects and implements activities through contracts. The center solicits funds for programs developed with local communities. It is able to cover costs through contracts and "executing fees" built into projects. ACHD has organized training workshops for other NGOs (on the environment, women-in-development, participatory methodology), as well as for community groups. The director has published "A Guide to Promote Rural Self-Reliant Development: A Ghana Experience" as a training tool. It has a grant request pending with the Dutch government for a three-year, \$600,000 integrated rural development program in the Volta region. ACHD serves as the secretary of NENGO and represents a valuable local training resource.

**Catholic Relief Services (CRS)** has a three year plan focusing on health, food production (grain storage, fisheries), institution building and emergency response activities. Its main local partners are the diocesan development offices. It also works with the Ministry of Health, the Ghana Education Service, and the National Mobilization Program. The latter institution is the counterpart for its food-for-work program, which often involves agro-forestry or reforestation activities. When CRS gets ad hoc requests from communities for tree-planting activities, it refers them to ADRA.

CRS has limited experience working with local NGOs, and principally at the community level. The CRS staff members in Accra are not familiar with the PVO-NGO/NRMS project nor seemingly aware that CRS is an associate member of the initiative. The staff does not see the agency playing a lead role in Ghana, given its limited involvement in NRM, although it finds the objectives relevant, particularly those relating to information sharing/networking, and would be interested in participating in the project.

**Technoserve** is involved primarily in management training and support to small farmers to enhance productivity and increase revenues. It is working with the Ministry of Agriculture on three World Bank-financed activities in palm oil processing, fertilizer marketing and community storage. It also collaborates with the program Global 2000 and is negotiating with the U.S. Agency for International Development (USAID) on a program of assistance to small farmers producing non-traditional export crops. Technoserve is one of the founding members of the Ghana Association of Private Voluntary Organizations in Development (GAPVOD), the NGO umbrella group, and serves as the chair of the small-scale enterprise sub-committee. It is skeptical of GAPVOD's effectiveness, however, citing leadership problems, tension and jealousy between national and international NGOs, and the lack of a mechanism to solicit opinion from members. Technoserve's main clientele is the small farmer, although it has done some management training for a few local NGOs. It asserts that capacity-building is generally and greatly needed. While the staff members support the idea of the NRMS project, they do not envision a major role for themselves in its implementation.

**World Vision** has a large program with activities in most regions of the country. It has a water resources development program financed by the Hilton Foundation with the goal of sinking 500 boreholes in five years. It supports integrated community development activities, including literacy, social infrastructure, income generation, accounting training -- the program particulars depend upon requests from the community. World Vision has done work in environmental education, promoting improved cookstoves, and agricultural production. It does a lot of work with women, whom it sees as key actors in promoting NRMS.

World Vision field staff identifies a strategic geographical zone, and then works with clusters of villages to develop area development plans; this process can take several months. World Vision works primarily through community project management committees but does invite collaboration with both grassroots NGOs and traditional structures. The grassroots NGOs it has worked with are engaged primarily in social sector activities. World Vision prefers to work with the local groups because "that is where the action is." In contrast, the Accra-based NGOs are in need of "capacity building," the staff asserts, and World Vision prefers to put its money directly into communities. It has participated in discussions with other international NGOs on how to help local NGOs, but nothing concrete has emerged. One of the problems, according to World Vision, is that GAPVOD has created distinctions between national and international NGOs which has caused tensions and an atmosphere that is not conducive to real collaboration. (Internationals are expected to pay more dues to GAPVOD, while its leadership positions are reserved for nationals.)

**Adventist Development and Relief Association (ADRA)** came to Ghana in 1984, following the twin crises of drought and the abrupt return of more than a million Ghanaians expelled from Nigeria. Along with CRS, ADRA is a major distributor of PL-480 commodities which are used primarily for food-for-work (FFW) activities. It has projects in all 10 regions of the country in a wide range of sectors. It has used FFW to encourage tree-planting for community woodlots and to encourage inter-cropping in farmers' fields. ADRA serves as a liaison with the forestry department which provides free seedlings while communities pay for transport. Food is provided for one year. When asked about monitoring and upkeep after the food runs out, ADRA notes that until now, assisted communities have proposed extensions or additional activities, permitting continued ADRA presence and support. Apart from participation in the CCFI (Collaborative Community Forestry Initiative), ADRA has not worked directly with many local NGOs. It has its own field staff who work directly with ADRA project committees.

**The Peace Corps/ADRA/Amasachina Self-Help Association/Ghana Forestry Department: Collaborative Community Forestry Initiative (CCFI)** project in the north of Ghana was designed through a participatory workshop process. Its objectives are to establish 20 community tree nurseries and demonstration woodlots over a six-to-eight year period. After two years, 22 nurseries are functioning, producing over 200,000 seedlings a year. Training is being provided in management and technical areas. ADRA is the lead organization responsible for the overall administration of the program including distribution of PL-480

food. The Amasachina Self-Help Association is responsible for community education, organization and motivation, ensuring active community participation throughout the project. The forestry department is responsible for technical supervision and the Peace Corps provides volunteers trained in nursery establishment and management.

### **ENABLING ENVIRONMENT:**

Overall, the Ghanaian policy environment is favorable for a project proposing to promote participatory approaches and strengthen grassroots institutions.

Ghana has a long tradition of self-help activities and community-based institutions, including traditional chieftaincies, village/town development committees which have existed since before independence, and the "revolutionary" structures put in place by the Rawlings government (Committees for the Defense of the Revolution (CDR), "Mobisquads," and "31st December Women's Movement"). There are special interest groups organized by churches, schools and local or international NGOs as well.

The relative importance of each of these institutions and the nature of community activity varies according to region. More traditional structures and village-wide participation are common in the north, while membership organizations are more frequent in the south where the alternatives for individual economic activity are more varied and traditional structures are losing power.

In addition, the government has begun a process of devolution of power to local district assemblies, composed of elected and appointed members. Several donors (EEC, NORRIP) have already begun to channel assistance directly to the regional and district levels. The National Environmental Action Plan (NEAP) foresees a major role for district and community level environmental committees and calls explicitly for NGO involvement. The government agency in charge of overseeing the NEAP implementation plan has shown a serious interest in promoting NGOs.

The Ministry of Social Welfare is responsible for NGO registration. Registration procedures appear to be straight-forward and undemanding; the definition of an NGO is quite broad. Community-based self-help groups are lumped together with service-providing organizations with national scope. The 31st December Women's Movement, which receives government grants, is registered as a NGO and is a member of GAPVOD. Presently over 350 organizations are registered as NGOs. There is no formal governmental coordination mechanism in place, although groups are encouraged to contact the appropriate line ministries. In the field, relations tend to be good where NGOs use government field workers for the execution of technical aspects of projects and pay for such services. Where NGOs programs do not so directly complement the government's efforts, complaints of uncoordinated NGO activity are more frequent.

The creation of an advisory council on NGO affairs, composed of government and NGO representatives with a mandate to advise the government on development strategies is under review, as is the creation of NGO desks in key line ministries (agriculture, local government, finance and economic planning). The government has been supportive of GAPVOD; it has been invited to sit on several policy/fund management committees and is the beneficiary of a UNDP (UN Development Programme) institutional support grant.

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

The government recently published the Ghana NEAP which lays out policy actions, related investments and institutional strengthening measures for a 10 year sustainable development strategy. The plan seeks to "ensure reconciliation between economic development and natural resource conservation, to make a high quality environment a key element supporting the country's economic and social development."

The plan is divided into five program areas:

- land management (including the promotion of the land use planning approach and land tenure reform);
- forestry and wildlife (including the formulation of forest and rangeland management policies and establishment of protected woodlands);
- water management;
- mining, manufacturing industries, and hazardous chemicals; and
- human settlements.

Included among the guiding principles for implementation is "delegation of decision-making and action to the most appropriate level of government" and "public participation in environmental decision-making."

The Environmental Protection Council (EPC), which is part of the Ministry of Local Government, has responsibility for overseeing and coordinating the implementation of the NEAP. A great deal of emphasis is placed on using a decentralized approach and working through the district assemblies. Each assembly is asked to create a district environmental management committee (EMC) with broad responsibility for monitoring and coordinating environmental protection and improvement activities in its area. Specifically, each committee will be given authority to enforce protection legislation (bushfires, licensing, management of protected areas); the plan does not explicitly state whether the committees will be able to collect and keep fees or fines. The EPC is encouraging the creation of community environmental committees (CEC) to mobilize people and resources in the community, provide fora for discussions on the environment, promote energy conservation and generally serve as local environmental watchdogs. NGOs are called upon to support CEC activities. Specifically, NGOs are recognized for their efforts in tree planting and community forestry activities. They are encouraged to promote urban beautification, non-

formal environmental education programs, afforestation and agro-forestry projects, as well as projects for the management of wetlands, watersheds and wildlife in collaboration with local authorities and community groups.

The EPC organized a workshop to solicit NGO input on the NEAP. It also has a representative on the Africa 2000 national steering committee. EPC is the governmental implementing partner for a UNDP village pilot project on NRM and co-authors a series on community-based initiatives in successful NRM with the World Resources Institute called "From the Ground Up." It has shown a real interest in following through on its mandate to include NGOs and to promote a decentralized approach.

The "pilot rural projects in food and energy self-sufficiency" effort of the EPC was a follow-up to the first African Ministerial Conference on the Environment (AMCEN) -- a five-year initiative for four villages representing different ecological zones of the country. The objectives included: increasing food production in each village through improved farming and agro-forestry practices; increasing fuelwood supply and introducing energy saving technologies; establishing agro-based small enterprises; providing infrastructure to support these objectives; and, providing improved health care, sanitation and education services. Activities were managed by elected village development committees.

A recent evaluation showed that, while the objectives were too ambitious, the project succeeded in generating greater awareness and appreciation of environmental problems and of the need for a NRMS approach to increasing agricultural production. It also succeeded in breaking regressive traditions related to women's ownership/working of land and participation in leadership positions and of demonstrating the strengths and limits of community farming traditions. Some of the techniques introduced in the villages include: fodder banks; promotion of animal traction over tractors; nurseries; demonstration community agro-forestry farms (food crops and trees); and, woodlots. No NGOs were involved in the execution of the project activities in its first phase.

#### **DONOR TRENDS IN NRMS PROGRAMMING:**

The USAID mission's main areas of involvement are private sector-led, non-traditional export promotion; human resource development; and, promotion of family planning, child survival and AIDS education. While improved NRM is not an explicit strategic objective, the mission is concerned about promoting non-traditional exports on a sustainable basis, and consequently carried out environmental impact studies for each of the commodities to be supported by the project. Environmental impact studies are available on: salt mining; the non-traditional agricultural export (NTAE) sector; the shrimp and prawn industry; the furniture industry; and, the forest sector.

USAID sees a role for NGOs in working with NTAE smallholders on the introduction of environmentally sound ways to increase production. As many of the crops to be promoted

are usually treated intensively with chemicals (e.g., pineapple, horticulture), an information campaign and farmer training at decentralized levels will be necessary. It is negotiating with Technoserve to provide some of the training and technical assistance in both finance and production areas.

The (outgoing) mission environmental officer is adamant in saying that the mission has neither the management capacity nor the funds to directly support a PVO-NGO/NRMS project. The project's activities are, however, compatible with USAID's overall objectives in Ghana, particularly in the areas noted. The mission has some flexibility regarding the programming of counter-part funds, which will be used to support producers in the export sector. The mission could conceivably contract a PVO-NGO/NRMS structure for NRM-related training with such funds.

The **World Bank**, citing Burkina Faso as a model, is promoting the "Approche Terroir" through pilot activities to be carried out under the "land and water management" component of its Environmental Resources Management Project. The project document cites four main constraints to achieving conservation-effective land and water management in Ghana:

- rural populations rising at a more rapid rate than the rate of improvement in land management practices;
- reliance on conventional thinking about soil and water conservation in developing suggested actions;
- serious insufficiency of government staff who are trained in the socio-ecologic approach; and
- lack of funds to finance such staff and their work.

To address these constraints, the Bank project places a major emphasis on assisting rural communities in accepting and exercising responsibilities for managing their own lands in conservation-effective ways and providing technical advice to enable them to do so.

The project will organize a series of intensive training sessions for government agents and selected NGOs on participatory planning techniques as well as specific technical areas (surveying, land use planning, water and soil conservation strategies, etc.). The expected output, among other things, will be 48 village land management plans. In addition, the project will experiment with a Land and Water Management Fund (LWMF) to provide inducements for farmers and communities to adopt conservation-effective technologies that have long-term social benefits but are not financially rewarding to individuals in the short-term.

Types of activities eligible for LWMF support (which will vary by ecological zone) include: fodder banks, ridging, stone lines, strip cropping with groundnuts, alley cropping, vetiver with bunding, private and community woodlots.

One functioning community group with experience in project financial management is a

condition for assistance. Where a qualified group is not present, NGO assistance could be solicited to "develop the management capacity" at the village level. Implementation of the management plans and the LWMF activities will be monitored by the local extension service, and presumably NGOs. The project plans to use primarily local expertise for training (University of Science and Technology, Kumasi).

In addition, a new \$55 million agriculture investment program using a community-based, decentralized approach is under negotiation in which a major role is foreseen for NGOs. The Bank has already commissioned an in-depth study on the role of community groups and NGOs in the agricultural sector which was due to be implemented before the end of the 1992.

The **United Nations Development Programme (UNDP)** will be providing institutional support to GAPVOD, including funding for a multi-year program including logistical and administrative support and technical assistance. The main objectives of the project are to help GAPVOD develop a long-term strategic plan, to decentralize its operations and to design and carry out a training program for its members. UNDP has a fund of \$60,000 annually for NGO small projects through the Partners in Development program and the United Nations Capital Development Fund (UNCDF).

Through the **Africa 2000** network, the UNDP provides support to local NGOs and community groups working on environmental activities. Projects are appraised by a national steering committee, comprised of NGO, church group, UNDP, other donor and government representatives. Projects up to \$50,000 can be approved locally; larger projects are submitted to headquarters for review. The local coordinators have developed a dynamic program of micro-project funding, training and networking activities. The projects approved so far have mainly been in the areas of afforestation, agro-forestry, water supply, and environmental education, many of which are being implemented in the northern part of the country. One project is establishing a newsletter that will also be translated into local languages. The project works closely with international organizations such as Water Aid, SNV and World Vision, as well as with government technical agencies, in particular the National Council on Women in Development, the Department of Rural Housing and Cottage Industries, Department of Community Development and its agro-forestry and extension units.

In addition, the Africa 2000 project has funded a series of workshops designed to promote increased collaboration among the various groups working on the environment. This is particularly important outside of Accra, where many community-based groups work in isolation due, in part, to a lack of resources for transport and regular communication. Seminars have been organized in each of three zones for both NGOs and community groups to share experiences. Two national workshops were held on "networking of NGOs for the effective management of the environment" -- the first to discuss the notion of networking in general, and the second to set up the network itself, called NENGO (Network of Environmental NGOs). All of the workshops were conducted by local training organizations.

The idea of an environmental network is strongly supported by the EPC which would like to have a single focal point with which to collaborate on the implementation of the NEAP. GAPVOD, however, views the new network as "competition."

The main weakness of the program to better integrate the smaller groups is its limited capacity for monitoring. While its focus on community-based groups in less favored parts of the country is admirable, these groups tend to require close supervision, which is difficult for a one-person staff based in Accra.

The Africa 2000 office, shared by the global environment facility coordinator, has become an informal meeting ground for NGOs and community groups working on environmental issues. Newsletters, technical reports and articles are sent out on an irregular but frequent basis. There continues to be a real demand for opportunities to share experiences and discuss common problems and approaches on a regular basis. The coordinator feels that the demand for assistance far exceeds the capacity of the project and would welcome the opportunity to collaborate with an initiative like PVO-NGO/NRMS.

The **Global Environmental Facility (GEF)** is a UN initiative, newly active in Ghana, which channels money for environmental activities through NGOs. The GEF shares office space and the same national steering committee with Africa 2000 to ensure coordination. The two projects have made a laudable effort to set complementary priorities: since Africa 2000 focuses primarily on rural areas, GEF will favor projects addressing issues in the urban and peri-urban areas. Thus, of the four globally defined areas of intervention (global warming, bio-diversity, ozone depletion and pollution), GEF/Ghana will focus on pollution, mainly sanitation. The program emphasizes a participatory approach. The NGOs' main role will be raising awareness and education efforts. The project activities will be executed by the communities themselves.

The **EEC** has a program of micro-projects in the western region; **CIDA** is financing the northern region rural integrated regional development program. Both donors are working through regional structures, not NGOs.

## **NATURAL RESOURCE ISSUES:**

The NEAP showed that declining soil fertility was the country's most significant environmental problem in terms of likely consequences for future socio-economic development. Studies done for the NEAP have estimated that direct costs of soil degradation and erosion, deforestation and forest and rangeland degradation are equivalent to at least four percent of the nation's GDP annually.

The steady increase of rural populations has continually heightened the pressure on land, resulting in both a shortening of the bush-fallow recuperative period to unsustainable short durations in many parts, and the spread of cultivation into more fragile areas which degrade

rapidly under inadequate management. Bush fires and excessive grazing, together with cultivation, have been responsible for decline in conservation-effective ground cover and of organic matter. Land tenure policy is probably less of a concern than in some other countries, but it varies by region. The issue will be studied under the NEAP.

## *II. Institutional and Technical Issues*

### **COLLABORATION:**

GAPVOD was established in 1980. Over the last 13 years it has had a number of leadership crises and periods of inactivity. Despite significant UNDP-financed institutional support and government recognition as the representative of the NGO community, GAPVOD is still struggling for credibility and legitimacy among its members as well as non-members.

GAPVOD defines its role as the following: to facilitate the development potential of its members through provision of training, evaluation and other consultancy services; to provide a forum for NGOs to interact and share ideas and information; to act as an intermediary between the government, the international aid system and the NGO community; to link NGOs to donors within and outside the country; and, to provide support services to NGOs such as information communication and secretarial services.

GAPVOD has approximately 80 members, representing about 30 percent of all registered NGOs in Ghana (village-based associations are registered as "NGOs;" a more significant statistic would be the percentage of national NGOs that are members, but this figure is unknown). These members make up the general assembly, which convenes once a year. GAPVOD has a 13 member board of directors, which appoints a five-person executive committee. The organization has three permanent, salaried employees (executive secretary, administrative coordinator, and typist). In addition, a UNDP NGO management project provides salaries for a national coordinator, five program assistants, two secretaries, and an administrative assistant. The project also provided funds for two vehicles. GAPVOD has ample office space, including a resource center.

There are three categories of GAPVOD membership: international NGO, national NGO and local association; the amount of dues is calculated according to category with international NGOs paying the most. To become a member, an organization must present a constitution, program of activities, and an annual report if one exists.

GAPVOD has nine sectoral committees: women in development; water and sanitation; agriculture and food security; environment and disaster relief; health and population; child survival and development; informal education/training; small enterprise development; and

youth and culture. Each subcommittee has established a work plan. GAPVOD publishes a monthly newsletter.

GAPVOD represents the NGO community on the PAMSCAAD (Program of Action to Mitigate the Social Costs of Adjustment) national committee, the drought and desertification committee, National Conference on Structural Adjustment, UNDP Partners in Development project selection committee and the Africa 2000 national steering committee (although in the latter it is not the sole representative of the NGO community). It is working to establish a NGO advisory council made up in part of high level representatives of government technical ministry representatives to facilitate governmental/NGO coordination. Also, it is working to establish a community development trust fund which would provide grants or loans to GAPVOD members for project implementation. The fund would be managed by an independent board of directors. In addition, it is negotiating with the government to allow national service volunteers (recent university graduates with good training but limited experience) to be placed with community groups and NGOs at no cost, representing a valuable technical resource that the NGO cannot usually afford.

GAPVOD, with UNDP project support, has done a needs assessment and has organized at least 10 workshops on a variety of issues, for example: effective project preparation; fundamentals of project accounting and financial management; women and the law; child survival and development; and, NGOs in agricultural, development and food security. Some of the workshops have not been well-attended; some observers criticize them as being too oriented towards the urban-based NGOs.

Despite these activities, several recent reports suggest that GAPVOD is not fulfilling its role satisfactorily. In a March 1991 survey of NGO attitudes towards GAPVOD (members and non-members), the most prominent weaknesses identified were: lack of information and poor communication; poor geographical coverage; lack of or ineffective participation of members; weak financial base; lack of strategy and work plan; and, weak leadership. These assessments are supported by interviews with international and national NGOs and donors. Many local NGOs feel that membership privileges are not worth the dues. Others indicate they do not want to send program reports because they do not want GAPVOD "supervision" of their activities. They complain that GAPVOD is dominated by Accra-based groups that have not made the effort to expand membership among rural groups and do not understand their needs and that benefits are not distributed equally among members.

The UNDP project is trying to address these problems, focusing on training, information sharing and NGO/government liaison activities. GAPVOD has activated sector committees and is planning to establish decentralized zonal units; it did a training needs assessment and have an ongoing training program, as noted above. It is also in the process of compiling a directory, and exploring the idea of establishing a "NGO business center" to provide administrative/logistical support to NGOs.

There seems to be minimal collaboration between international and national NGOs. International NGOs have their own field staff and work directly with village groups (through village project committees established by the international NGO, as in the case of World Vision, or through existing village development councils or other local structures). They are more likely to work with government technical services than with other service providing NGOs. This is primarily due to the perception that the local NGOs are weak, particularly in terms of technical capacity. None of the major international NGOs, however, have local NGO capacity building as a major objective. Several international NGOs acknowledge tensions between the two communities, noting that there is local resentment of the better financed international groups. Other than the CCFI project, there seems to be few examples of international NGO "mentoring" of local efforts.

A March 1992 report notes that NGOs do not do much networking in Ghana due to poor communication facilities, competition for resources amongst NGOs and problems associated with GAPVOD. The profusion of individual community-based groups with few regional linkages is attributed to the difficulties and expense of transportation and communication. Even informal networking is costly, and these costs are difficult to cover as they translate into the kind of ordinary operational expenses that donors do not usually finance. Recent efforts to encourage networking among environmental NGOs supported by Africa 2000 and EPC are commendable and should be supported and expanded.

#### **LOCAL NGO CAPACITY:**

As noted above, criteria for recognition as an NGO is very general: community-based groups, service providing organizations, membership organizations (village or national level) and "government sponsored NGOs" are all jointly classified. There is an informal typology in use: international NGOs; national NGOs with international affiliation (e.g., Friends of the Earth, Landlife); national NGOs (e.g., ACHD); and community-based groups (e.g., Amanachina, ADRUCOM).

There are a number of specialized funds for NGO activities, notably Africa 2000, Global Environment Facility, Partners in Development, embassy funds (e.g., U.S., Canada, U.K.), bi- or multi-lateral integrated rural development programs with micro-funds (e.g., EEC, Canadian CIDA). The World Bank's Natural Resources Management Program and upcoming Agriculture Investment Program envisage some funding for NGO activities.

GAPVOD has instituted a training program for NGOs which will cover a range of management-related issues. Africa 2000 also has funded some training. Training activities, however, have not been organized in a way that takes into consideration the impressive range of organizational capacity within the NGO community. There has been little technical training offered although there are good sources of local trainers: at least four private training centers which specialize in participatory methodology and two parastatals (for mid- and upper-level management). The university offers additional resources.

Donors do not seem to know the NGO community well. Despite the ambitious World Bank program, its officials have difficulty in naming specific NGOs that they see as potential partners. This is in part because efforts are so localized. There is a clear need for greater NGO-donor communication.

### **NGO INSTITUTIONAL/TECHNICAL STRENGTHENING NEEDS:**

NGO capacity strengthening needs have been identified by a cross-section of NGO officials in Ghana, referring both to individual agency needs and those of the wider community, as follows:

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

Technical capacity in general is very weak. Many of the community-based groups specialize in "animation" and do not see themselves playing a real technical role. They serve as an intermediary between the communities and the providers of technical assistance (be it government or other). These groups could benefit from general training on common NRMS techniques to enhance their ability to do needs identification and monitoring. Observers refer to well-intentioned volunteers promoting incorrect technical messages.

For NGOs that are involved in technical execution, the most common activity is promotion of agro-forestry and soil conservation techniques. As noted above, NGOs should seek to establish a forum for exchange of technical information with project implementation teams.

### **RECOMMENDATIONS ON APPROACH:**

The first step for NRMS in meeting the needs of the NGO community working on NRM in Ghana is to conduct a needs assessment according to level of organizational development. Sessions should be organized for community groups on a separate basis from Accra-based national, service-providing organizations with significant management experience.

A second area of emphasis should be support for networking, first on a regional basis, and eventually on a national basis. Collaboration with existing initiatives, such as NENGO or GAPVOD's zonal units, as well as Africa 2000 activities, must be explored. Efforts at creating district level or regional groupings of community-based organizations (along the lines of Amasachina or AFET in the Gambia) should be encouraged and supported. A

regional association of village self-help groups would be constructive in getting GAPVOD, the government, donors and others to better hear and respond to local needs.

Thirdly, the local NGOs should open up channels of communication with donors, particularly the World Bank which is planning to put major resources into community-based NRMS efforts, yet remains relatively inexperienced with NGO collaboration. NGOs should ensure that they are represented in the training planned under the World Bank's Natural Resources Management Program. Additional training in community land-use planning and in PRA (as well as in technical areas) will be necessary for the NGO community to play the full role envisaged for it. NGOs should also push for greater information exchange between projects like UNDP's pilot rural projects in food and energy self-sufficiency, which work at the community level but do not collaborate with NGOs. Valuable lessons could be shared regarding technical approaches and village level management models. Such interaction would also provide the opportunity for the NRMS project personnel to meet and know those NGOs interested in the same areas.

#### **STRUCTURING A PROGRAM/LEAD ROLE:**

A Ghana PVO-NGO/NRMS program should focus on improving networking and collaboration among NGOs working on similar issues; on improving communication with the donor community; and on providing appropriate training to meet the wide variety of organizational needs within the NGO community. PVO-NGO/NRMS could take the lead in providing training on village land-use planning techniques so that the NGO community can play its full role in programs like the World Bank-financed Natural Resources Management Program and the NEAP. It is not clear that a sub-grant component would be necessary given the funds already available for NRM/NGO projects, unless the criteria were carefully defined to favor information exchange and innovative collaboration (e.g., associations of community organizations; partnerships between national and international NGOs).

There is not yet clear consensus on the nature of institutional arrangements for a PVO-NGO/NRMS project in Ghana. Close collaboration with existing programs, particularly Africa 2000 and GEF is clearly necessary. There are numerous structures which would need to be involved in an appropriate arrangement: GAPVOD's environmental committee, NENGO, ECA SAD, NACCENG, etc. Africa 2000's national steering committee, which includes EPC and other donors active in NRM, should also be consulted to solicit ideas on how to structure the project in a way that would not duplicate existing activities. These groups could form the basis of an initial consultative group to design the start-up activities of the project.

Neither is it clear who could play the lead role in the initial phase, as none of the American PVOs demonstrate particular enthusiasm. APCH, by virtue of its training activities and its role as NENGO secretary, seems to have the potential to play an important role at some point, but the choice would have to be made by other members of the working group. It is

important to note that there is management potential among the local NGOs. The project would also need to address the question of target groups. In the other countries, PVO-NGO/NRMS has concentrated on intermediary institutions and not local associations. In Ghana, local associations make up a large part of what is considered the NGO community. An important instructive model may be the PVO-NGO/NRMS experience in Cameroon, where semi-autonomous regional groups are geared more towards community-based activities and a working group in the capital is oriented more towards organizations with national scope. As there are already several programs targeting NGOs involved in the environment, any activity would have to be structured to ensure complementarity.

### **POTENTIAL LINKAGE WITH EXISTING NRMS NETWORKS:**

It would be useful for Ghanaian representatives to visit the PVO-NGO/NRMS/Cameroon program to see how the regional sub-committees function. In addition, Ghanaian NGOs could benefit from seeing how village land-use planning has been applied elsewhere. The PVO-NGO/NRMS/Mali program's collaboration with the World Bank program would also be instructive.

### **GENERAL CONCLUSIONS AND RECOMMENDATIONS**

- The Ghanaian situation is complex. The policy environment is very good, with the trend towards decentralized management and the promotion of participatory approaches in NRM. There is a sufficient number of interested NGOs with activities in NRMS that could benefit from the kinds of capacity building activities the PVO-NGO/NRMS project has promoted elsewhere. The project's niche in the Ghanaian context would be to build on the networking and training activities supported by other programs, focusing specifically on encouraging and consolidating regional associations of local organizations in the rural areas, opening up new channels of communication between NGOs and donors, encouraging collaboration between national and international NGOs, and designing a program of targeted training geared toward groups with special needs. In addition, the project could capitalize on its strengths elsewhere by taking the lead in village land-use planning training for NGOs.
- On the other hand, building a focus country program would have its risks. The NGO community is factionalized and there are competing structures that may vie for control of the project and undermine the collaborative approach that is the project's trademark. There is no American PVO which stands out as a natural leader in the eyes of the national NGOs and/or which demonstrates interest in playing a lead role in brokering this process. Given the complexity of the terrain, either bringing in an agency from the outside or using a reluctant broker are less than ideal options. Coordination, given the number of existing programs

with similar objectives, will take effort and diplomatic skill.

- While these existing programs cannot meet all needs in the NGO community and one can also argue for more assistance, particularly finely targeted assistance, there is perhaps more complexity surrounding PVO-NGO/NRMS placement issues than in other countries. Relative to other countries in the region, where the project could play a central, catalytic role, a Ghana program would perhaps be contributing "on the margin."
- A judgment has to be made if resource availability will permit giving Ghana "focal country" status under these circumstances. If not, selected Ghanaian groups should definitely be invited to participate in regional activities, particularly in the areas of participatory village land-use management and PRA. NENGO's development should be followed closely; if it emerges as the leaders in NGO/NRM activities, its relevant activities could be supported. Discrete interventions in Ghana, particularly with regard to promoting regional level networks, should be considered.

**Attachment A  
Contact List**

- **USAID (U.S. Agency for International Development):** Lynn Keeyes; environmental officer; Emmanuel Atieku, program analyst.
- **Africa 2000 Network:** Adisa Lansah Yakubu, national coordinator; Osu (tel: 773226).
- **Global Environmental Facility:** Mr. Quartey; Osu (tel: 773226).
- **World Bank:** Mr. Ranade, senior agricultural officer (tel: 229681).
- **UNDP (UN Development Programme):** Kristine Teigland, program officer/social sectors; Paul Derigubaa, program officer, environment/NGOs (tel: 773890).
- **Government of Ghana:**
  - **Environmental Protection Center:** Maxwell Nimako, program officer/ education division/NGO section; Akyeame Ampadu-Agyie, program officer (tel: 664697).
  - **Agro-forestry Unit, Department of Crop Services, Ministry of Agriculture:** Bertha Gana, agricultural officer (tel: 665066).
  - **Department of Social Welfare:** Kofi Adu, director (tel: 665636).
- **Catholic Relief Services (CRS):** Shirley Dady, country representative; H. Evans Lutterodt, head of programming (tel: 776188).
- **World Vision:** John Quaisie, executive assistant (tel: 774351/776193).
- **Adventist Development Relief Agency (ADRA):** Steven Amoako, executive assistant; David Quaye, director of programs.
- **Technoserve:** Peter Reiling, country director (tel: 773873/773875).
- **Friends of the Earth:** Theo Anderson, executive director (tel: 225963).
- **Ghana Association of Private Voluntary Organizations in Development (GAPVOD):** Fred Owusu, executive secretary; T.K. Ollenu, national coordinator, "UNDP Institutional Support to GAPVOD" (tel: 773421).
- **The African Centre for Human Development (ACHD):** Wilbert Tengey, executive director (tel: 223031).

- **Evergreen Club of Ghana (Accra):** Sakeena Bonsu
- **Landlife:** Anthony Mensah (Accra); Mr. Frank Appiah (Kumasi).
- **Onyansanaa Cooperative (Accra):** Emmanuel Aryee, president.
- **Agents of Development for the Rural Community (ADRUCOM)/Upper East Region:** Elias Ayreba, project coordinator.
- **Abokobi Women's Development Association (Legon):** Christiana Buadu.
- **Amasachina Self-Help Association:** John Pwamang.
- **Network of Environmental NGOs (NENGO):** Wilbert Tengey, treasurer.
- **Centre for Community Studies, Action and Development (CENCOSAD):**
- **Partners in Development (Kumasi):**
- **Ghana Rural Reconstruction Movement:**
- **Young Farmers Research and Development Society:**
- **Environmental Protection Association of Ghana (Kumasi):**
- **Association of People for Practical Life Education (APPLE):**
- **Green Earth Organization (journalist association):**
- **Communities Forestries and Social Development Organization (Central Region):**
- **Senior Women's Advisory Group on the Environment (SWAG):** (UNEP affiliate).

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

- Ghana Environmental Action Plan
- World Bank Environmental Resources Management Project/Land and Water Management, June 1992
- Environmental Impact Review of the Non-Traditional Agricultural Export Sector in Ghana, AID, June 1992
- Pilot Rural Projects in Food and Energy Self-Sufficiency Evaluation Report, UNCP, 1992
- "A Shared Vision: Evaluation of the CCFI Project in Northern Ghana" (Peace Corps/USAID), April 1992
- GAPVOD: information pamphlet/action plans for agriculture and environment subcommittees/West African governments and volunteer development organizations/report on a survey of the services required by constituent members of GAPVOD, UNDP, March 1991
- Ghanaian NGO needs assessment report, UNDP 1990
- Friends of the Earth, fact sheet
- African Centre for Human Development, organizational resume
- "A Guide to Promote Rural Self-Reliant Development," African Centre for Human Development
- "NGOs and Micro-Enterprise Development under Structural Adjustment in Ghana," March 1992
- "NGOs in Agricultural Development and Food Security," UNDP, November 1991
- "Report on the National Workshop to Form a Network of Environmental NGOs in Ghana," African Centre for Human Development and Africa 2000, August 1991
- "Report on the National Environmental Workshop on Networking of NGOs," Partners in Development and Africa 2000 (June 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.

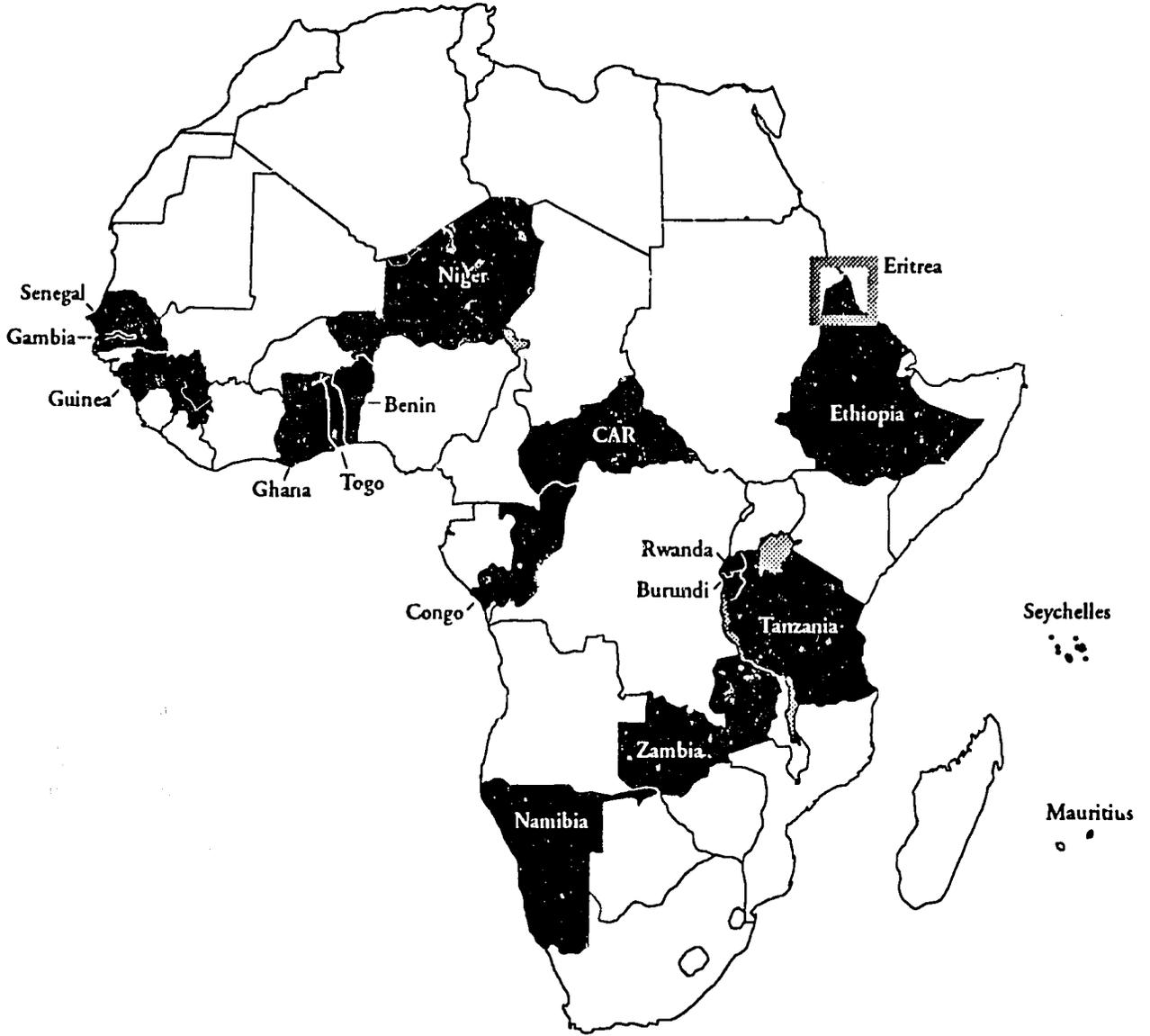
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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.



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
Benin	<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>
Burundi	<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>
Central African Republic	<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>
Congo	<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>
Eritrea	<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>
Ethiopia	<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
Niger	<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>
Rwanda	<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>
Senegal	<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 (CON-GAD) 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 NRM-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>
Seychelles	<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>• LUNGOS 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>
Tanzania	<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>

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