



**PVO-NGO/NRMS PROJECT**

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

**GUINEA**

**March 1993**

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

## GUINEA Country Assessment

### DISCUSSION

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

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

Private sector activity in general is very recent in Guinea. With the death of Sekou Toure in 1984 and the new regime's adoption of a package of economic and social reforms emphasizing economic liberalization, privatization and decentralization, the NGO movement has flourished. There are now over 200 registered NGOs in the country, although only a handful are truly operational. Few have permanent paid staff, any kind of regular budget or long-term strategic plan. Many are based in the capital, staffed by civil servants or unemployed university graduates who have limited experience with participatory methodology.

NGO interest in the environment has been donor-driven to a large extent, responding to mandates set by Africa 2000, the Environmental Action Plan (EAP) and preparations for the United Nation's Rio conference. Few NGOs are specialized; most focus on "rural development" in general. A few groups have been involved in bio-diversity issues and have organized campaigns to save sea turtles and chimpanzees. One NGO is involved in experimenting with renewable energy resources (several bio-gas installations) and sustainable agriculture. Other areas of involvement include: campaigns against bush fires, environmental education in schools, urban sanitation/beautification, mangrove protection, tree planting/village nurseries, herd management, promotion of improved cookstoves, improved construction materials ("briques en terre stabilisée") and improved beekeeping practices.

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

**CECI (Centre Canadien d'Etude et de Coopération International)** is a major player in providing institutional support to local NGOs, through the placement of volunteers providing technical assistance, through informal advisory services and eventually, through the Programme d'Appui au Renforcement des ONG (PARO), the finances of which are being negotiated. PARO's objective is to promote the emergence of a credible and efficient local NGO sector through a program of intensive training and technical assistance. PARO will train a team of local trainers and advisors who will work with groups of NGOs on a yearlong basis, over a period of four years, providing a cycle of formal training, followed by assistance in the application of the training, leading to the identification of new needs.

PARO training will address organizational as well as technical needs. The program will target four NGOs per year.

CECI also has two integrated rural development programs; one of which involves watershed development and NRM in a site near a USAID project. It is about to start a program of training and assistance to the decentralized administrative structures (communautés rurales de développement), which will be funded by ACDI. CECI is executing a component of a World Bank-financed urban project (training small entrepreneurs in the building sector).

Africare started its activities in Guinea in 1990. It is working primarily on rural road construction with USAID financing. It has a \$3.2 million project underway in Forecariah, and is negotiating for another \$2 million contract for rural roads in the Fouta Djallon. Africare is also exploring the possibility of developing a pilot employment generation program for Conakry (\$1 million) and an agricultural marketing project in Kindia. Africare has not yet developed any partnerships with local NGOs.

Gruppo di Volontario Civile (GVC), an Italian NGO, is providing institutional support to the Service de Coordination des Interventions des ONGs (SCIO), the governmental focal point for NGOs. It provides a fund, managed by SCIO, for small operational support grants to local NGOs. This represents one of the few sources of funds that can be used for costs related to general operations or logistics (e.g. purchasing a photocopier, materials for a resource center, office supplies).

Centre Africain de Formation pour le Développement (CENAFOD) was founded in 1991 by a former INADES (Cameroon-based Institut Africain pour le Développement Economique et Social) trainer of Guinean origin. Through grants from CECI, GVC, various embassies, and the proceeds from training contracts, the director has managed to build his organization from a one-man show working out of borrowed office space to an institution with three trainers and an adequately-equipped office that covers a substantial part of its operating costs through fees. CENAFOD is really the only local source of training in participatory methodologies. It provides training for NGO managers, local project personnel, rural animators, and village leaders in rural animation to promote self-sufficiency; community needs assessment, project development, management and evaluation; management of cooperatives or local production groups. It also has a new program with the CEE to train local extension agents in preparing appropriate training materials to promote the environmentally sound production practices. In 1991 it provided training for 200 project personnel, 300 rural producers, and 60 NGO leaders. CENAFOD finances its activities through grants, contracts and contributions from members.

Union Guinéenne des Volontaires du Développement (UGVD) is one of the oldest and most credible local NGOs. It is based in Labe, in the Fouta Djallon, but has activities in the maritime region as well. The focus of its work is rural animation and rural development. UGVD provides assistance to producer groups, often women's groups, to increase production, facilitate marketing and raise incomes. A survey of NGO methods in the field

put UGVD at the top of the list for its participatory approach which is geared towards creating self-sufficiency. UGVD has one full-time coordinator, and six volunteers. It hires other people as needed according to the projects developed and financed. UGVD has received grants from UNDP, the U.S. embassy and the EEC; it has also received technical assistance from CECI and GVC. Despite its relative merits, UGVD is still a struggling organization, without a steady source of financing for a long-term strategy. It also could use technical training, particularly in sustainable agriculture techniques.

**Centre de Promotion d'Agricole et de Technologie Adaptée (CEPATA)**, like CENAFOD, was founded and is directed by a Guinean who was trained and spent most of his adult life outside of the country. He was trained in agronomy in the United States. He returned to Guinea in 1984, soon after the change in government, to commence an NGO dedicated to increasing agricultural production through application of improved practices and to the development of renewable energy sources. CEPATA is based in Tambakha, a village outside of Coyah in Maritime Guinea.

CEPATA had a grant from the African Development Fund (ADF) to do a feasibility study on the use of this technology. CEPATA has promoted organic pineapple production; built anti-salt dams for the reclamation of rice plains on the coast; introduced improved beekeeping methods; provided seedlings for woodlots and inter-cropping; and is researching new methods for preserving fruits and vegetables. It has received grants from UNDP, ADF, and the U.S. embassy. CEPATA has two paid staff in addition to the director. CEPATA is a service-providing national NGO that works primarily in one zone.

**Volontaires Guinéens pour l'Environnement (VGE)** is a local membership organization, made up mostly of young people, devoted primarily to environmental education. The staff consists of an "animateur principal" and a program officer. VGE has developed a set of environmental materials for seven schools in Conakry and organized urban clean-up campaigns. Its immediate objective is to create a documentation center on environmental issues, where it could organize training and seminars. VGE was established in 1990.

**Association Guinéenne Pour l'Environnement et le Développement (AGED)** is another young, national, urban-based membership organization devoted primarily to raising awareness of environmental issues. It was established in September 1991. AGED has started a quarterly newsletter on the environment. It also has two pilot projects underway involving rural literacy training (financed by UNESCO) and beekeeping (with Adventist Development and Relief Agency (ADRA) and Canadian embassy support). The Association is planning to start a reforestation campaign and hopes to plant 15,000 trees over three years. All of these activities are in the prefecture of Mamou.

## **ENABLING ENVIRONMENT:**

Government is now calling on NGOs to play a key role in its strategy of decentralization and

"désengagement de l'état." The government runs the risk of being too enthusiastic, trying to throw too much responsibility to an unprepared NGO sector (at one point promoting the creation of NGOs as a solution to the national unemployment problem; international NGOs were exhorted on their "responsibility" to use more local staff). It consequently makes it easy for groups to gain NGO status.

It must be noted, however, that despite encouraging rhetoric, government has been slow to operationalize the concepts of decentralization and participation. This is understandable given that the process is being managed by a bureaucracy with a 30 year legacy of centralized, state-dominated control. In essence, roles and responsibilities of private actors vis à vis the state need to be completely redefined. Private initiative, demonized in the past, is now being counted upon to provide the engine of economic growth and social change. The NGO role is to help mobilize these initiatives, and to provide them with technical support and, ideally, resources in addition to government's own. Many of the NGOs, however, are creations of the civil servants that man the bureaucracy described above. This has led to a certain lack of independence within the NGO sector, perhaps more so than in other countries because of Guinea's particular history.

The government coordinating body for NGO activities is the "Service de Coordination des Interventions des ONGs" (SCIO), which in the absence of a NGO umbrella group, has a rather special status. Its mandate covers both ensuring the "harmonization" of NGO activities with government programs and promoting NGOs within government and to donors. With substantial institutional support from GVC, SCIO has a resource center, produces a newsletter which is printed irregularly, organizes conferences and training for NGOs, and often represents the NGO community on policy/fund management committees (although it is common to include individual NGOs in addition to SCIO). Without any NGO federation, SCIO remains the principal focal point for information on NGOs in general. For example, as few local NGOs have offices or working phones, SCIO's services are required to make contacts either by leaving a message in a NGO mailbox at SCIO or by asking the SCIO agents to find the NGO representative in question, whether at his/her home or day-time employment.

SCIO's capacity to coordinate activities and carry out its mandate is limited. While NGOs are required to send annual reports, there is no computerized data base of NGO activity. UNDP financed the printing of an NGO directory, but the document was never produced due to mismanagement of funds on the part of the printer. The information is now being updated and a directory should be ready in early 1993.

SCIO operated under the Secretary of State for Decentralization until a government reshuffling demoted the SED to a national directorate under the Ministry of the Interior and National Security. SCIO now reports directly to the Minister of the Interior, but is lobbying to gain status as an autonomous division.

The policy for NGO recognition has been quite liberal. In the last year, however, the government, pushed to some extent by frustrated donors after certain abuses, is moving to impose some order (the move took place before the above-mentioned institutional changes). At the third national conference on NGOs, the NGOs and the government agreed to form a joint governmental-NGO committee to re-examine all registered NGO dossiers and come up with a reclassification scheme that would distinguish between development NGOs, local development associations, service organizations, professional associations, cooperatives, and "miscellaneous" agencies. The committee recommended that past statutes be reviewed and that full recognition only be given to NGOs with proven experience and ultimately revoked if the organization does not meet the new standards. Specifically, it was proposed that initial recognition be given on a temporary basis for a period of two years to give organizations the opportunity to gain practical experience. If after this time the NGO has not been active, the recognition would be revoked.

The committee also recommended revoking recognition for those NGOs registered since 1986 which have not been active. SCIO is overseeing this work. The recommendations have been approved by the government but have not yet been officially published. Since the responsible ministry is integrally involved in the upcoming elections, no one expects any new movement until early 1993. In general, the active NGOs and the donor community seem to view the commission's work as a positive step.

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

The Government of Guinea is preparing an Environmental Action Plan (EAP) with assistance from the World Bank, UNSO (UN Sudan-Sahelian Office) and the Canadian government. The EAP team has recently been reorganized and the main responsibility for the plan's preparation has been sub-contracted to the Guinean NGO "Guinée Ecologie." This represents a completely new approach (the old formula was dominated by the Ministry of Planning) that bodes well for the prospects of seeing high priority placed on participatory management and involvement of NGOs. It is also interesting to note that the government is allowing an NGO to head up a team whose objective is to propose government policy. The head of Guinée Ecologie worked in the Ministry of Culture before quitting this post as a requirement for the signing of the contract with the World Bank. (Other members of Guinée Ecologie continue to work as civil servants, several of whom work in the Ministry of Natural Resources, Energy and the Environment.)

The Department of Forestry (Ministry of Agriculture) has a good record of collaboration with NGOs. It has produced a forestry management plan and organized information sharing sessions with a small group of NGOs to discuss collaboration. The department has worked with international NGOs such as AFVP, Essor, ENDA, CECI and CENAFOD. It has also worked with a couple of national NGOs on a contract basis, more in the area of short-term studies than for animation or technical execution.

**U.S. Agency for International Development (USAID)/Guinea** has just started a \$16 million, five-year project which aims to improve the management of natural resources for profitable and sustainable agricultural production in three watersheds of the Fouta Djallon Highlands. Technologies introduced will be related to water availability, soil/water conservation, vegetative management, and crop production. Watershed inhabitants will choose the actual technologies to be used. This project is part of the "Fouta Djallon Highlands Integrated Rural Development Project" which covers 12 watersheds and includes the participation of several donors (FAO, IFAD, CECI, FAC, EEC). The project approach favors community participation in the management of natural resources to improve agricultural production and improve living standards. It is noted in the USAID project document however, that the watershed sites were selected by the government and not through requests from the residents. Therefore, substantial effort must be made in the beginning of the project to ensure that communities are involved in decision-making.

No explicit role is given to NGOs in the project document, but the project manager is open to the idea of working with local NGOs where possible. He feels constrained, however, because of the limited technical and organizational capacity of the NGOs. Because of this factor, senior USAID mission officials are very supportive of PVO-NGO/NRMS objectives and are open to discussing how the project could proceed on Guinea. The mission would appreciate the increased exposure to the NGO community the project would provide. The mission does not have funds to support the project as an independent activity, but can envisage using project funds for some training, and certainly for sub-contracting with NGOs for the execution of micro-projects within the context of the development of the watersheds (for example, assisting communities to prioritize natural resource management issues and developing natural resource management plans). The mission has already identified two potential NGO partners working in the zone. It is waiting for the institutional contractor to arrive to determine when further negotiations should take place.

The **Food and Agriculture Organization (FAO)**, principally with UNDP financing, is providing support to integrated regional development programs in the Fouta Djallon (ongoing); Haute Guinée (getting underway) and Guinée Forestière (in preparation). These programs include watershed or rice plain development, introduction of improved seeds and farming techniques, including agro-forestry. In the Fouta, FAO has supported reforestation, spring protection, rangeland management, and land use planning activities. It has worked with NGOs through sub-contracts (for technical studies, some community "animation") but has not been that enthusiastic about their experience, citing weakness in both technical and managerial capacity. The FAO tends to work with communities through government extension service and project support staff. It is also active in the fisheries sector. FAO has also provided technical assistance in the development of sectoral policies (e.g "Lettre Politique de Développement Agricole") and legislative reform.

**International Fund for Agricultural Development (IFAD), the European Economic Community (EEC), the World Bank and the French government** are all active in agricultural promotion activities, each with some NRM component. The World Bank and

UNESCO are also contributing to efforts to collect environmental data in the Mont Nimba region, which has been classified as a world heritage site by UNESCO.

The World Bank's Social Dimensions of Adjustment program has a large fund for micro-projects to be channeled through NGOs. Little money has been programmed, however, due to lack of satisfaction with the quality of NGO proposals. Only about 15 projects have been financed in three years; less than 30 percent of the funds have been utilized. Despite this situation, there has been no agreement to finance any NGO training or to re-examine criteria to introduce more flexibility, such as allowing coverage of NGO operational costs.

The United Nations Development Program (UNDP), in addition to the FAO activities noted above, has several programs that provide support to NGOs: Partners in Development (\$35,000 per year for NGO small projects and training), Domestic Development Services (UN volunteers placed with local NGOs), and Fonds d'Appui aux Initiatives de Base (FAIB), a three-year program in two regions that funds grassroots activities submitted by NGOs or community groups. This latter project has organized training in project development and management for NGOs, community leaders and government technical agents; in the first phase they have funded about 25 projects, only two of which were executed by NGOs. In addition, Africa 2000, in an abbreviated form, is now underway. It will set up a committee to review projects but will not be setting up a structure at least for the first year. This will severely limit the program's capacity to promote the networking and training activities the way it does elsewhere. In addition, UNDP, in cooperation with CECI, is planning a four-year program of institutional support to local NGOs as described above (PARO).

## **NATURAL RESOURCE ISSUES:**

Guinea is comprised of four regions, each distinct ecological zones: Maritime (Coastal), Moyenne (Highlands), Haut (Savannah), and Forestière (Forest). Guinea Maritime, which includes the capital, is the most heavily populated zone; increasing demand for food crops leads to reduced fallow time, while high demand for fuelwood has reduced vegetative cover, with consequent effects on soil fertility. Poor management of the mangroves has increased coastal erosion and resulted in salt intrusion into farmland. Moyenne Guinée is considered the most degraded region in the country. As the source of the major rivers of West Africa, this region has generated a lot of donor interest and has the highest concentration of sustainable agriculture/NRMS projects in the country. Over-population, of both people and livestock and poor farming practices used on hilly slopes have led to significant degradation. Haute Guinée is less populated, with a drier climate. Bush fires and silting of the source of the Niger river are major problems. Guinée Forestière is experiencing rapid deforestation. Since 1980, dense forest coverage has been reduced by one-third. The influx of Liberian refugees into the region since 1991 has increased considerably the pressure on the forest resources. The increase in land devoted to export crops like coffee and cocoa has been achieved at the expense of the forest. Mont Nimba is the principal protected zone in the country.

This situation has certainly been exacerbated by ineffective policies and management. The EAP, LPDA as well as policy reforms proposed in the USAID project, should help produce a policy framework more conducive to sustainable management practices.

## *II. Institutional and Technical Issues*

### **COLLABORATION:**

Each of the last three national conferences on NGOs in Guinea has concluded with a recommendation to form a federation of NGOs. This was as much a push from donors as a real interest of the NGO community. At one point a group submitted a request for recognition, but SCIO never granted it. The group was not seen as representative and, in fact, did not have the support of many NGOs. There are several explanations for inability of the NGO community to find a common platform: with so many NGOs that have little to distinguish themselves from one another (little experience, little specialization), there is a fierce competition for resources and donor attention. Cleavages exist between urban and rural-based groups; between those headed by "recent returnees" (which tend to have broader experience, facilitating their interaction with the donor community) or by those who remained in the country throughout the Sekou Toure era; between operational NGOs and those who have yet to develop a track record. Because of the ease with which one could obtain NGO status, the high number of civil servant lay-offs and university graduates without work, and the limited experience with NGO activity and participatory approaches in Guinea, there are a large number of paper NGOs that, to quote one report, "are not worthy of the name NGO."

Given this situation, the operational NGOs did not want to join a federation that would be dominated by the large number of groups who, in their opinion, were not "serious." Less experienced "serious" NGOs did not want to join any group until they had established their own identity. Many groups did not fully understand the role of an umbrella group, fearing it might end up being a control mechanism.

There are signs of progress however. The reclassification exercise will help clarify the status of most groups. In addition, at least two groups of NGOs have begun meeting informally to discuss issues of common concern. One of these groups has formed around environmental issues, a result of a series of debriefing meetings organized by an NGO which participated in the Rio summit.

There is a definite need for a mechanism to promote consultation/collaboration, exchange of information and preparation of joint projects. PVO-NGO/NRMS could provide the catalyst to solidify this new effort.

## **LOCAL NGO CAPACITY:**

While there are over 200 NGOs on paper in Guinea, only about 30 of them could be called operational. Of that number, perhaps half are engaged in NRMS-related activities. Few NGOs have paid personnel, with fewer having permanent presence in the field. Many work with retirees who have returned to the village or with young volunteers who would otherwise be unemployed. The NGO officials noted that they were mostly full-time civil servants and not always available to handle their NGO's activities. Most of the NGOs involved in NRM are national, service-based organizations. They are interested in identifying sources of support for operational costs that will permit them to establish a permanent presence in the field and to develop a longer-term action plan.

There are numerous sources of funding for projects executed by NGOs (NRMS or otherwise); there is limited funding for institutional strengthening activities. As one document notes, "the problem is not the lack of funding but the type of funding offered by donors... which is not conducive to helping local NGOs evolve into credible institutions." An example of a constraining funding mechanism is the Social Dimensions of Adjustment Fund, which counts NGO staff time and logistical support costs as NGO local contribution. Few NGOs have their own sources of funding to cover such contributions. Initial animation/needs assessment work is what is cut short, as well as the ability of the NGO to monitor activities on a regular basis. Project fund sources include: Partners for Development, Africa 2000, Social Dimensions for Adjustment Fund, embassy funds, and several bi- and multi-lateral regional development projects with small projects funds. In addition, the EAP will have a small fund available for experimental NGO/NRM activities. The major source of institutional support will be PARO, which will work with four NGOs per year, over four years. PARO has no sub-grant component.

Few NGOs have benefitted from a systematic program of training. SCIO sponsored a series of workshops on questions of structure and organizational development, including a session on strategic planning, as well as on project development and management (with funding from GVC, UNDP, USAID, UNICEF), but there has been little follow-up to ensure that lessons were applied. So far, most of the training has been geared towards NGO managers, with little offered for the "agents de terrain." UNDP financed one workshop on rural animation, which involved a three-day visit to a project site. CECI and EuroAccord, as well as FAO and EEC have done a great deal of training of their project teams, some of whom are government agents, others private individuals. The main source of local training expertise in participatory methodology is CENAFOD. For management questions, the parastatal "Centre National de Perfectionnement en Gestion" has done some work with NGOs. Trainers from regional institutions like Innovations et Réseaux pour le Développement (IRED), Institut Africain pour le Développement Economique et Social (INADES), CESA0 and CESAG are often brought in to do training.

There is a widely held consensus that the local NGO community needs strengthening in all areas: technical, organizational, advocacy and analysis. Financial management in particular

was emphasized. Mismanagement of funds is a problem in every sphere (private and government); donors are wary because they have no way to distinguish between NGOs whose problems are due to inexperience, and those that are due more to "mauvaise volonté." While more and more donors have a mandate to utilize NGOs for the execution of community-based activities, they have not found suitable partners. Increasing access to information on NGO activities, including evaluations of completed projects, would help increase donor confidence. Thus, donors were interested in the idea of a sectoral working group of NGOs, particularly one that could provide information on the activities of its members and could identify their needs as a group. This would make it easier for the donors to identify areas of collaboration or support. Some observers stress that SCIO should not play a substantial role in the management of the project.

### **NGO INSTITUTIONAL STRENGTHENING NEEDS:**

Emphasis should be placed on participatory methodology and financial management. Training in the basics of project preparation, monitoring and evaluation systems, and strategic management is also necessary. Team-building or consensus-building work in the start-up phase of the project will be important to generate a set of common expectations and goals as the NGOs are not used to working together as a group.

### **RECOMMENDATIONS ON APPROACH:**

There is little experience of local NGO collaboration in Guinea. Previous attempts to form a NGO federation have failed, in part because creating something that would be relevant for the entire NGO community, given the wide range of sectoral interests and of organizational capacity, was an overwhelming task.

A more manageable approach would be to build on natural coalitions that form around a set of specific issues. The fact that a group of NGOs have started to meet on an informal basis to discuss environmental issues presents the foundation of just such a coalition from which PVO-NGO/NRMS activities could commence.

It is important to note that the NGOs themselves felt that the working group should remain somewhat informal; the project structure should not set itself up as a supra-NGO, but should serve as a forum for consultation, defining a common agenda, and sharing information. This is perfectly consistent with the PVO-NGO/NRMS approach. Whoever plays the lead role in the start-up phase will probably need to work on consensus-building and participatory decision-making skills initially, before moving on to needs assessment and program definition. The consortium-level training should eventually include advocacy skills. The challenge will be to show that NGOs can work together constructively to the benefit of each

member. This could eventually provide a positive role model for other sectoral working groups or a general NGO umbrella group in the future.

Numerous surveys and studies on local NGOs have concluded that institutional strengthening is a primary concern. This must be done on a sustained basis with follow-up assistance provided to groups over a period of time to help translate concepts into action. Training activities must be coordinated with major actors in this area, notably GVC, UNDP, and CECI.

Given the ratio of "interested NGOs" to "operational NGOs," some observers question the feasibility of open membership for a PVO-NGO/NRMS working group, and recommend using some criteria of minimal operationality. If the membership was restricted, who would set the criteria? The problem may be resolved if the results of the joint committee on the new classification system are finalized and widely accepted.

#### **NGO TECHNICAL STRENGTHENING NEEDS:**

The NGOs of Guinea are interested in training in the following technical areas: agro-forestry; nursery management; training of trainers in NRMS; developing environmental messages in local languages; techniques for training of community leaders in basic financial management. There are some isolated experiments in community-based management of natural resources: training and exchanges in this area would be useful. Exchanges with NGOs working on bio-diversity issues, which are particularly important in the forest region would also be useful.

The project could also play a role in promoting greater collaboration between line ministry projects and NGOs. For example, FAO has a long experience of promoting agro-forestry techniques in the Fouta Djallon, but they have not worked much with NGOs. Both the NGOs and the project implementation units could benefit from a forum to share technical approaches and extension messages.

#### **STRUCTURING A PROGRAM:**

A Guinea program should focus on creating a forum for NGO collaboration, networking and information-sharing on NRM issues and on assisting the participating NGOs to work together on common problems and to identify common needs. In the absence of any NGO federation or institutionalized NGO sectoral working groups, the PVO-NGO/NRMS project can serve as a catalyst for mobilizing collaborative efforts, and to promote consensus-building within the NGO community. The project can also raise awareness of such a forum's potential advocacy role. In its initial stage, the project will need to focus on consortium-building and group dynamics. After that, individual needs assessment can be carried out, followed by the development of a program to meet members' needs. Data collection on member activities, inventory of NRM approaches by region, and training in participatory methodology are three

important activities to be tackled early. The project may consider the creation of regional committees in each ecological zone.

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

The USAID mission does not have the capacity to fund PVO-NGO/NRMS as an independent activity. It is interested in close collaboration and could envisage "sub-contracting" with the project for training, or the execution of discrete activities within the context of their NRM project which operates in a single region. An initial activity would be to undertake an institutional assessment of the NGOs working in the project area. This is an activity that PVO-NGO/NRMS/Washington could do presently. The mission is interested in getting to know the local NGO community better and feels that if the PVO-NGO/NRMS initiative helped it to identify credible partners, it could increase its collaboration with local NGOs.

### **LEAD ROLE:**

As none of the management partners are working in Guinea, the question of who will take the lead role must be addressed. Africare is probably the only American PVO in country that could potentially play this role (there are other NGOs, of course, but they are either specialized in other sectors -- AIDS education, rural credit -- or located outside the capital). Although Africare is not involved in either NRMS or NGO capacity-building presently, they have tackled this kind of work elsewhere in Africa. Another option would be to work through CECI, which has taken the lead in the institution-building area and enjoys credibility within the NGO community. This option would also ensure good coordination with other training activities. Several NGOs, international and national, feel that the role of the international NGO, serving as a neutral arbitrator in the start-up phase, was critical in ensuring an inclusive and participatory process. CENAFOD, a local training organization, could also play a role in the project.

Without an umbrella group, SCIO, ironically, often serves as the collective NGO spokesman. Its officials are usually included in the management committees of any NGO program. SCIO is a government institution, however, and therefore the NGO group should decide whether they want SCIO representation, and at what level. SCIO could sit as an observer member of the working group, but almost certainly should not be the lead agency. It is important to note that SCIO's support of the project is key; they can serve as a "defender" of the project's independence and interests within the government. On the other hand, the project should anticipate that SCIO itself will seek to play as large a role as possible. This could be problematic given PVO-NGO/NRMS' mandate.

Discussions between USAID officials in Guinea and Gambia on how to structure mission collaboration with PVO-NGO/NRMS might also be useful in either or both countries.

## **GENERAL CONCLUSIONS AND RECOMMENDATIONS**

- Guinea should be considered for a focus country program. The PVO-NGO/NRMS project would be an important complement to ongoing activities in the area of NGO institution-building on the one hand and NRMS on the other. The policy environment is favorable for now.
- PVO-NGO/NRMS experience in Mali and Cameroon offer valuable models for a potential activity in Guinea - Mali in how a strong umbrella group can function, as it relates to government, and in national/international NGO collaboration and Cameroon in exploring the feasibility of setting up regional groups across the country which at the same time feed into a national level umbrella group.
- If PVO-NGO/NRMS cannot seize the opportunity to launch the project in Guinea on a focal country basis, an excellent opportunity is there for others who are both capable and interested to do so.
- Although the USAID mission cannot directly fund the project, it is interested in collaborating and the project objectives fit with overall mission strategy. The process of designing the project structure (given the tensions within the NGO community, lack of an umbrella group, absence of any of the three PVO management partners) will be challenging, but the concept remains feasible. In fact, these challenges underline the need for a project dedicated to promoting collaboration, information exchange, advocacy and training; the project's strength.

## **Attachment A Contact List**

- **Africare:** John Berman, director.
- **Association des Amis de la Nature et de l'Environnement:** BP 206, Conakry (tel 44-12-78).
- **Association Guinéenne pour l'Environnement et le Développement (ADEG):** Mamadou Sow.
- **Association Guinéenne pour le Développement Intégrée (ADIG):** Thierno Irahima Diallo, vice president; BP 1682, Conakry.
- **Association Pour le Développement Economique Régional – Haute Guinée:** Kankan Moriba Doumbouyo.
- **Association des Volontaires du Développement (AVODEG):** Abdourhamane Conde; BP 1372, Conakry.
- **Association pour le Développement Rural (ADR):** Nouhou Diallo; BP 2199, Conakry.
- **Association Guinéenne pour la Promotion Rurale (AGPR):** Manaf Diallo; BP 1575, Conakry (tel 46-27-24).
- **Association Guinéenne d'Aide au Paysanat:** Ahmed Keita; BP 1701, Conakry.
- **Association Guinéenne de Coopération Pour le Développement Communautaire (AGCDC):** Abdoulaye Kaba, president; BP 956, Conakry.
- **Association Guinéenne Pour la Promotion des Energies Renouvelables (AGUIPER):** BP 3075, Conakry.
- **CECI:** Jose Montabes, director.
- **CENAFOD (Centre Africain de Formation pour le Développement):** Ben Sekou Sylla, director; Sanoussi Bah, CECI volunteer.
- **Centre de Promotion Agricole et de Technologies Adaptées (CEPATA):** Dr. Gaoussou Fadiga, president; Ibrahima Soumah; conseiller technique, BP 530, Conakry.

- **Council for International Development (CID):** Paul Rippey, director; Mimi Gillatt, training coordinator; Lamine Bayo, national coordinator.
- **Entraide Universitaire pour le Développement (EUPD):** Maxime Koivogui, president; BP 601, Conakry.
- **FAO (Food and Agriculture Organization):** Marc Moens, program officer.
- **Fondation Unité et Actions Positives (FUAP):** Mr. Benjamin Smah; BP 3903, Conakry (tel 44-21-18).
- **Guinée Ecologie (GE):** Maadjou Bah; Sekou Sylla; BP 3266, Conakry (tel 44-45-24).
- **Government of Guinea:**
  - Service de Coordination des Interventions des ONG (SCIO), Mamady Keita, chef de Service; Alkaly Camara; Nantenin Beavogui; Patrizia Santillo, technical assistant, (GVC);
  - Direction Nationale des Forêts et Chasses (Ministère de l'Agriculture et des Ressources Animales), Oury Bah, directeur national; Mathias Haba, chef, Cellule de Flannification et de Programmation des Projets (also serving as national coordinator of USAID's NRM project);
  - Direction Nationale de l'Environnement (Ministère des Ressources Nationales, de l'Énergie et des Mines), Maoudjou Bah (also member of Guinée Ecologie).
- **Organisation Guinéenne pour l'Environnement et la Santé (OGES):** Lansan Kourouma; Abdel Kader Bangoura.
- **Reseau Africain pour le Développement Intégré (RADI):** Cheikh Kane.
- **Union Guinéen des Volontaires du Développement (UGVD):** Labe Oulin Diallo; BP 67.
- **UNDP (UN Development Program):** Rose Marie Camara, program officer for NGOs; M.E. Sylla, program officer for agriculture.
- **USAID:** Wilbur Thomas, country director; Bill Polidoro, natural resources management project director; Rebecca Nièc, program officer; Idrissa Samba, environmental officer, REDSO/Abidjan.
- **Volontaires Guinéens pour l'Environnement (VGE):** Abdoulay Sadio Diallo, animateur principal; BP 1861, Conakry.
- **World Bank:** Cherif Diallo, chargé de programme.

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

- List of recognized NGOs in Guinea
- Agenda for the PVO-NGO/NRMS consultant's meeting with Guinean NGOs
- List of NGOs submitting project proposals to Africa 2000
- Minutes of the meeting of NGOs interested in the environment (briefing on one NGO's participation in the Rio conference)
- Bulletin de liaison inter-ONG
- Actes de la IIIe Conference National des ONG (October 1991)
- Information on selected NGOs
  - OGES
  - AGUIPE
  - ADEG
  - CENAFOD
  - VGE
  - UGVD
- Programme des Activites du SCIO (2eme semestre 1992)
- Programme d'Appui et de Renforcement Operationnel des ONG en Guinee (PARO) project document, UNDP
- Rapport de Mission: Reseau Afrique 2000, June 1991
- Preparation du 5eme Programme du PNUD en Guinee (1992-96): Intégration des Preoccupations Environnementales (November 1991)
- World Bank aide memoires related to the EAP
- Capacity 21: Programme in Support of Agenda 21 (UNDP)
- Partenaires Afrique-Canada (CECI)
- USAID natural resources management project paper and annexes
- USAID country program strategic plan for Guinea, FY 1992-96

## 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.

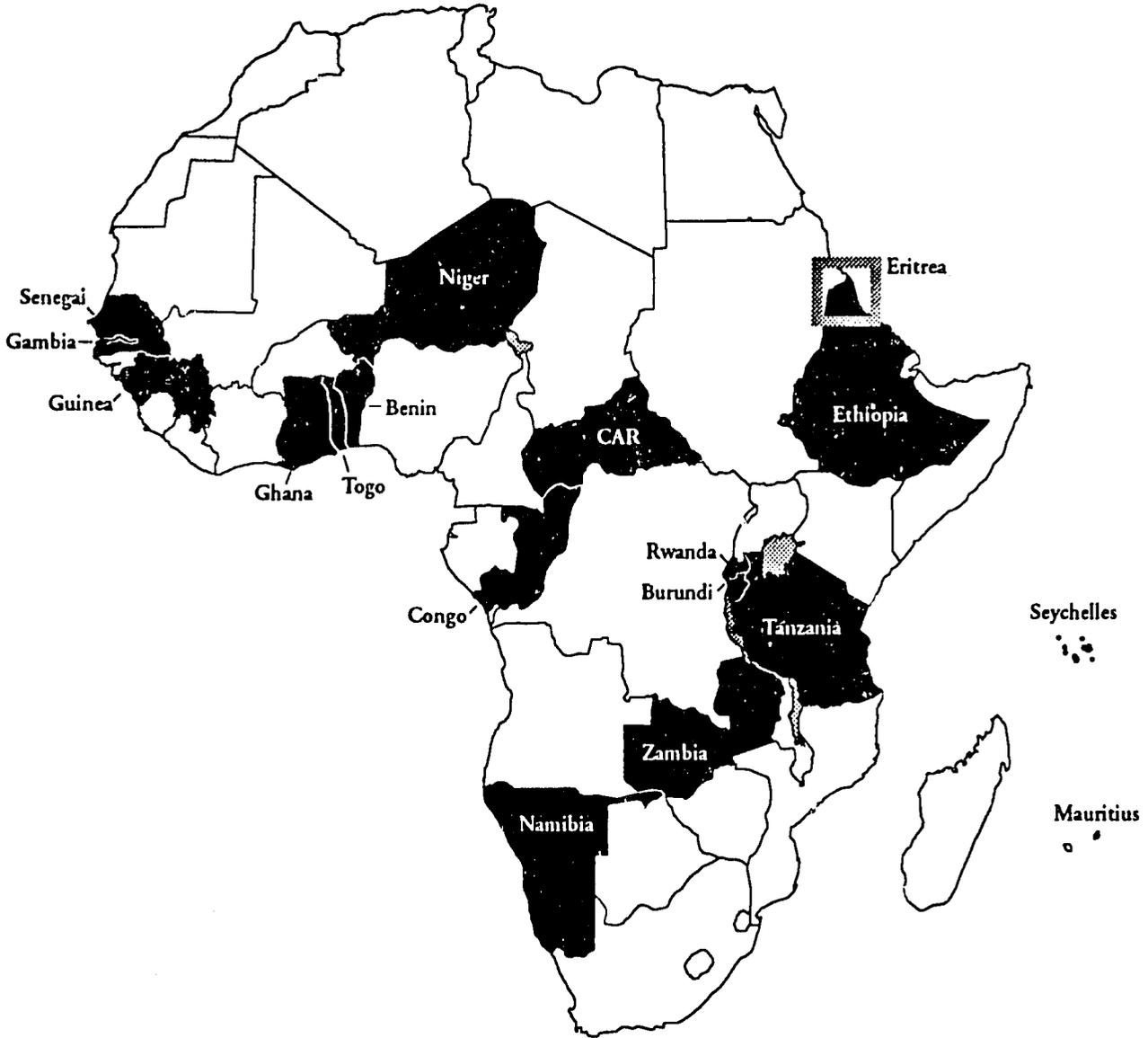
Countries with slight opportunity include Burundi and Zambia. "Slight opportunity" refers here to the NGO community being highly limited, their interest in NRM being slight, and for the enabling environment not necessarily being as optimal as it could be.

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 <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.

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## 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 NR-based technologies</li> </ul>	<ul style="list-style-type: none"> <li>• Greater coordination on environmental issues</li> <li>• Project design and implementation skills</li> <li>• Strengthened extension capacity of NRM technologies</li> </ul>	<ul style="list-style-type: none"> <li>• Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest</li> <li>• Excellent potential as non-focal country through regional program</li> </ul>
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 ELA/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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