

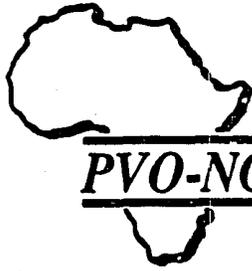
PVO-NGO/NRMS PROJECT

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

NAMIBIA

March 1993

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



PVO-NGO/NRMS PROJECT

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and
Natural Resources Management**

**NAMIBIA
Country Assessment**

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**March 1993
PVO-NGO/NRMS Project
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Foreword

This document is one of 18 assessments done in 18 African countries under the aegis of the PVO-NGO/NRMS project. Broadly speaking, the assessments cover:

- the general context and issues impacting NGOs and NRM in each given country;
- the content of NGO work in NRM in each respective country;
- the needs of NGOs in NRM in each country
- types of activities that could be feasible in NRM in the given country; and
- the overall feasibility for a project like PVO-NGO/NRMS to operate in each given country.

The focus of the assessments is on institutional and technical programming issues rather than natural resources issues as might be addressed in a formal natural resources sector assessment.

It is important that readers of the document understand that the individual country assessments in both the executive summary document and the papers encompassing full length assessments are not by any means exhaustive of the NGO situation in NRM in any country. Rather, the PVO-NGO/NRMS assessment attempts to render an accurate overview of active and potential opportunities in the natural resources sector. Far more information could have been provided in the assessments than was, had time and funding permitted. Nevertheless, we feel the thrust of the overall analysis would probably not have changed significantly.

The information and analysis provided is felt to accurately portray the current situation in each country. This should prove to be useful to help orient both potential donor and NGO programming in NRM in each country. For those ultimately interested in assessing a particular country's situation in greater depth for programming purposes, we hope this assessment will provide a strong foundation from which to begin.

To provide a sense of the limitations under the assessment we note the following:

- 14 of the countries assessed were covered in six or less days in the field;
- One country (Tanzania) for logistical reasons benefited from an assessment over a 10 day period;
- Two countries and one region -- Namibia, Ethiopia, and Eritrea (a region under its own independent provisional government) -- were covered by 'desk' assessments due to logistical reasons, each over a five day period.

Other full length country assessments are also available from the PVO-NGO/NRMS project. Requests for either the entire full length document, or individual sections relevant to the readers interest may be made to the PVO-NGO/NRMS project. Comments on the assessments are welcomed.

Throughout the assessments, community-level groups are distinguished from NGOs; the latter refer to service-providing or membership organizations which work for the benefit of communities. Private voluntary organizations (PVOs), for simplicity, is the equivalent term for U.S. NGOs working internationally.

Finally, for comparative purposes, the introduction and overview of findings section of the 18 country synthesis document is provided as an annex (1) to this country-specific document.

Michael Brown
Project Director, PVO-NGO/NRMS
Washington, D.C.

March 22, 1993

NAMIBIA¹
Country Assessment

DISCUSSION

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

NGO EXPERIENCE:

NGOs emerged to fill the gap created by a government not responsive to the needs of black Namibians during the country's colonial administration. Some of the national NGOs have done excellent work under difficult conditions; however, much of the approach has been "top down" -- devising plans and activities *for* communities rather than approaching problem solving with community input. This legacy has resulted in a distance from decision making for the local population and fostered dependency and a welfare mentality. Grassroots organizations and community-based groups were largely denied the opportunity to acquire skills and experience and develop the institutional capabilities and confidence to plan and implement projects, including NRM-type projects.

Out of some 125 Namibian NGOs, there appear to be about 30 which are oriented to environmental and sustainable agriculture issues. Most NGOs run by disadvantaged Namibians have focused on social and community development types of activities. NGOs run by advantaged Namibians meanwhile have more experience in traditional wildlife activities.

NGO PROFILES:

It is difficult to discern from the available information qualitative assessments of the major Namibian NGOs in the natural resource sector. There are some 12-15 NGOs that are perceived to be dedicated to environmental issues, i.e., the Namibia Nature Foundation, Namibia Wildlife Trust, and Earthlife Namibia. There are a number of others which are implementing projects focused on sustainable agriculture and alternative forms of income generation for the rural poor. These activities have a broad impact on the environment and NRM.

There appear to be five coordinating bodies, three of which serve specific memberships, such as education, women, and credit co-ops. Two are NGO umbrella organizations, the Namibian Non-Governmental Forum (NANGOF) and the Namibian Association of Non-

¹ This was prepared as a desk study upon USAID/Washington's suggestion.

Governmental Organizations (NANGOS). Conversations indicate that the organizations making up NANGOF are perceived as more progressive and more oriented towards grassroots development. There is little information readily available on how either of these structures function.

ENABLING ENVIRONMENT:

The U.S Agency for International Development (USAID)'s LIFE (Living in a Finite Environment) project paper identifies a number of institutional considerations which make Namibia unique in the region and have an impact on the development of NRM projects. These concerns grow out of Namibia's history and its very recent independence and demonstrate the "fractured and underdeveloped" environment in which an NRM project would operate in the country. Included in the considerations:

- There is no formal or recognized structure within which NGOs operate. To date this has not hampered the ability of NGOs to establish relationships with international organizations, donors or with other Namibian NGOs. In the long-run, however, it will be important to the viability of the NGO community to gain formal and official recognition of its rights to enter into contracts, agreements and partnerships as legal entities.
- Namibia has not completed establishing systems and structures for regional and local governments (although as of September 1992, the boundaries for local jurisdictions had been drawn and an election process announced). This means that any project activity must flow directly from national to community levels without dealing with intermediate government structures. The positive implication is that projects do not have to deal with local bureaucracies. The unknown implications involve potential impact on established projects once regional and local government structures and functions are established and clarified.
- There are few institutions which can train community development workers, provide on-going support through the development of locally appropriate techniques and approaches and disseminate materials and information. All sectors in Namibia will require significant increases in the number and professional quality of community outreach and extension workers.
- Within existing extension services there is little understanding or use of participatory methodologies. This makes it difficult for agencies to transform from pre-independence approaches to community relations and development.
- The land tenure rights of communities are not established, particularly as they relate to natural resources on communal lands. Until this is addressed, it will be

difficult to establish and assert community-based resource planning and management mechanisms.

The Government of Namibia (GON) is working to enact legislation which will support community-based NRM. It will take some time before all of the administrative procedures and regulations are in place to implement this approach. Until the government has achieved this goal, community-based resource management activities can proceed in those cases where regional planning has been completed that takes into account:

- the preparation of communities to assume management of their resource base;
- implementation of conservation measures to deal with environmental degradation;
- the promotion of institutional strengthening for community-based organizations;
- provision of technical extension assistance to communities so that they can make informed decisions concerning NRM options.

The new government has included the need for conservation and natural resources management in the constitution and has demonstrated a commitment to this sector by appointing extremely capable people to senior positions overseeing these areas. Also, natural resource policies are in the process of being revised concurrent with a re-evaluation of land tenure policies. To decentralize natural resource responsibility and authority, each region will have advisory and planning authority.

GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING

Recognizing the critical importance that natural resources play in the livelihood of Namibians, the post-independence government has clearly stated its NRM policy as one of sustainable use for the benefit of the people. Article 95 in Namibia's constitution states:

The State shall actively promote and maintain the welfare of the people by adopting...policies aimed at...the maintenance of ecosystems, essential ecological processes and biological diversity in Namibia, and utilization of natural resources on a sustainable basis for the benefit of all Namibians, both present and future.

Furthermore, the State's appreciation of the complexity of promoting sustainable NRM is evident in Namibia's Green Plan:

The concerns and attitudes of the rich and poor towards the environment are as different as their incomes. Decision-makers must ensure that development plans address the needs of the poor and actively contribute to improving their quality of life.

The key government and donor trend therefore is, through the government's community-

based NRM program, to broaden the sense of "conservation" to include ecologically sound development for all members of society.

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

USAID has stated that the PVO-NGO/NRMS project, as understood at the mission, is similar to and overlaps the LIFE project which is part of the regional resource management program. The PVO-NGO/NRMS approach of in-country coordination and project responsibility, strengthening organizational and technical capacity, supporting the development of pilot or demonstration project activities and creating greater public awareness regarding the sustainable management of natural resources seems to coincide with the four primary activities of LIFE:

- support for the development of local institutions;
- greater involvement of community members in resource management decisions from an informed basis;
- technical training for NGO staff; and,
- applied research regarding ecological and social processes for sustainable resource management.

Yet, the LIFE Project will concentrate on only two areas of Namibia -- Caprivi and Bushmanland. Given that over 40 percent of the people live in Ovamboland and that the natural resource base there is rapidly deteriorating, it would appear that a PVO-NGO/NRMS-type project could function along side LIFE and in many ways complement its activities and expand its community-based approach in an under-served area. In particular, there would appear to be an excellent opportunity to strengthen Namibian organizations oriented towards development activities, and to help them incorporate NRM activities into their portfolios.

LIFE and READ, another USAID project, are both in varying stages of implementation and both seek to initiate activities designed, among other things, to strengthen the capability of Namibian NGOs. The LIFE project focuses on community-based approaches to natural resources management and strengthening local NGOs and CBOs to support the process. READ seeks to develop non-formal education opportunities, and likewise, strengthen Namibian NGOs and community-based organizations (CBOs) to extend and sustain education activities.

The specific objectives of the Living in a Finite Environment (LIFE) project are to:
(1) increase household incomes in poor rural communities through community-based natural resources management; (2) strengthen the capability of community-based groups to manage

and use natural resources in a sustainable manner; and (3) develop natural resources management strategies that meet the needs of rural communities.

The goals of the **Reaching out with Education to Adults for Development (READ)** project are to: (1) work with Namibian CBOs and NGOs and with the government to identify non-formal education needs; (2) develop training programs to meet those needs; and (3) encourage use of recently acquired skills through income-generating activities in the non-formal sector. Additionally, the project seeks to strengthen the institutional capacity of CBOs and NGOs to promote and mobilize popular participation in Namibia's social and economic development.

NATURAL RESOURCES ISSUES

Namibia is the driest country in sub-Saharan Africa and therefore has a low human carrying capacity, yet it is one of the least densely populated countries in the world. Within Namibia there are, however, areas which are extremely densely populated due to the availability of water and adequate rainfall for farming. Over 40 percent of Namibia's population lives in Ovamboland. The majority are poor, making their living from subsistence farming and many families rely on income earned from working elsewhere in Namibia.

Farming involves the dry land production of crops and livestock and the use of wild fruit trees. People depend on land for grazing, wood for fuel and construction, and fresh water, but studies show that these resources have been over-used. This over-use, combined with a rapid population growth (the number of Namibians is expected to double within 20 years) gives a bleak outlook for this area. The productivity of the land is decreasing, deforestation and severe erosion are taking place, and increased demands are made on the remaining resources to sustain the population.

While there is much that can be done to develop parts of Namibia, it is important to remember that parts of the country are simply not agriculturally viable -- without water, arable land or markets -- even though the apartheid system forced people to live in such areas. No amount of energy or good intentions can transform such areas capable of sustaining sizeable populations. In formulating development strategies, this primary factor must be taken into account.² Conversely, this clearly offers economic opportunities through sustainable NRM activities.

² David Smith, Options for a PVO Response in Namibia, June 1990, paraphrasing Dr. Ngavirue, National Planning Commission.

II. Institutional and Technical Issues

LOCAL NGO CAPACITY:

An outside assessment characterizes Namibian NGOs as varying greatly in their institutional capabilities. While some are fairly sophisticated and entirely capable of implementing projects within their areas of expertise, others possess only some of the requisite skills, and still others are in the stage of forming and structuring themselves.

More than one donor agency has stated that Namibian NGOs have not received the bulk of the funds earmarked for them because they do not yet have an adequate infrastructure or the management systems to absorb and utilize the money effectively.

Project papers for USAID's LIFE and READ initiatives reiterate the need for NGO institutional strengthening and the need for developing management skills and experience as well as the technical skills to plan, implement, monitor and evaluate NRM projects and programs. This would seem to be a feasible area for technical assistance, training and support from an international organization or consortia.

NGO INSTITUTIONAL STRENGTHENING NEEDS:

Namibian non-government organizations identify their needs as:

- financial resources;
- technical expertise;
- broader exposure to development approaches and other development organizations, especially in Africa; and
- capacity building for indigenous national, regional, and community-based organizations.

Several studies and surveys indicate that Namibian NGOs can use training in the areas of:

- organizational development;
- financial management;
- strategic planning;
- project elaboration and proposal preparation; and
- personnel management.

Given the NRM needs in Namibia, there appears to be ample potential for project activity that deals with (1) strategies and projects for NRM and (2) building local NGO capability to plan, implement and sustain NRM programs. Consortia building and coordination are two additional areas that can use support.

Namibian NGOs need development information, especially practical data on appropriate methodologies and technologies.

POTENTIAL LINKAGE WITH EXISTING NRM NETWORKS:

A critical area where PVO-NGO/NRMS can be useful to Namibian NGOs is in assisting them to overcome the isolation they have experienced. Namibian professionals welcome the opportunity to meet and share experience with development professionals from other organizations, especially those from other southern African countries. The Namibian natural resource NGO community will profit from contact with development and NRM organizations from other countries, especially if the experiences are approached in the manner of mutually beneficial learning experiences. Some Namibian NGOs have already tapped into PVO-NGO/NRMS and USAID-sponsored activities in the region and elsewhere; over the coming years, opportunities to capitalize on networking/training options in the region (and outside) will certainly increase.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- **PVO/NGO-NRMS should consider pursuing Namibia's feasibility as a potential focal country in a phase II.** The conditions in Namibia seem to offer an opportunity for the project. Based on its performance during the initial stages in Cameroon, Madagascar, Mali and Uganda, PVO/NGO-NRMS, by commencing when the NGO community is in its formative stages, could make a significant impact on how that community develops, especially as it formulates strategies regarding the environment and NRM and as it struggles with the issues of collaboration and coordination on a national, regional and international level.
- Namibia should be brought into the NRM network with special attention paid to the initiation and continued flow of information, opportunities for Namibian NGO personnel contact with staff from other natural resource organizations and close coordination with the LIFE project.
- In developing a coalition, or country working group, the project should consider including NGOs beyond those identified as environmental organizations. This may mean involving church-based coordinating bodies and their constituent organizations already mobilizing project activity at the grassroots level.

**Attachment A
Literature Available**

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- **"Integrating Conservation and Development in Eastern Bushmanland," author unknown**
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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.

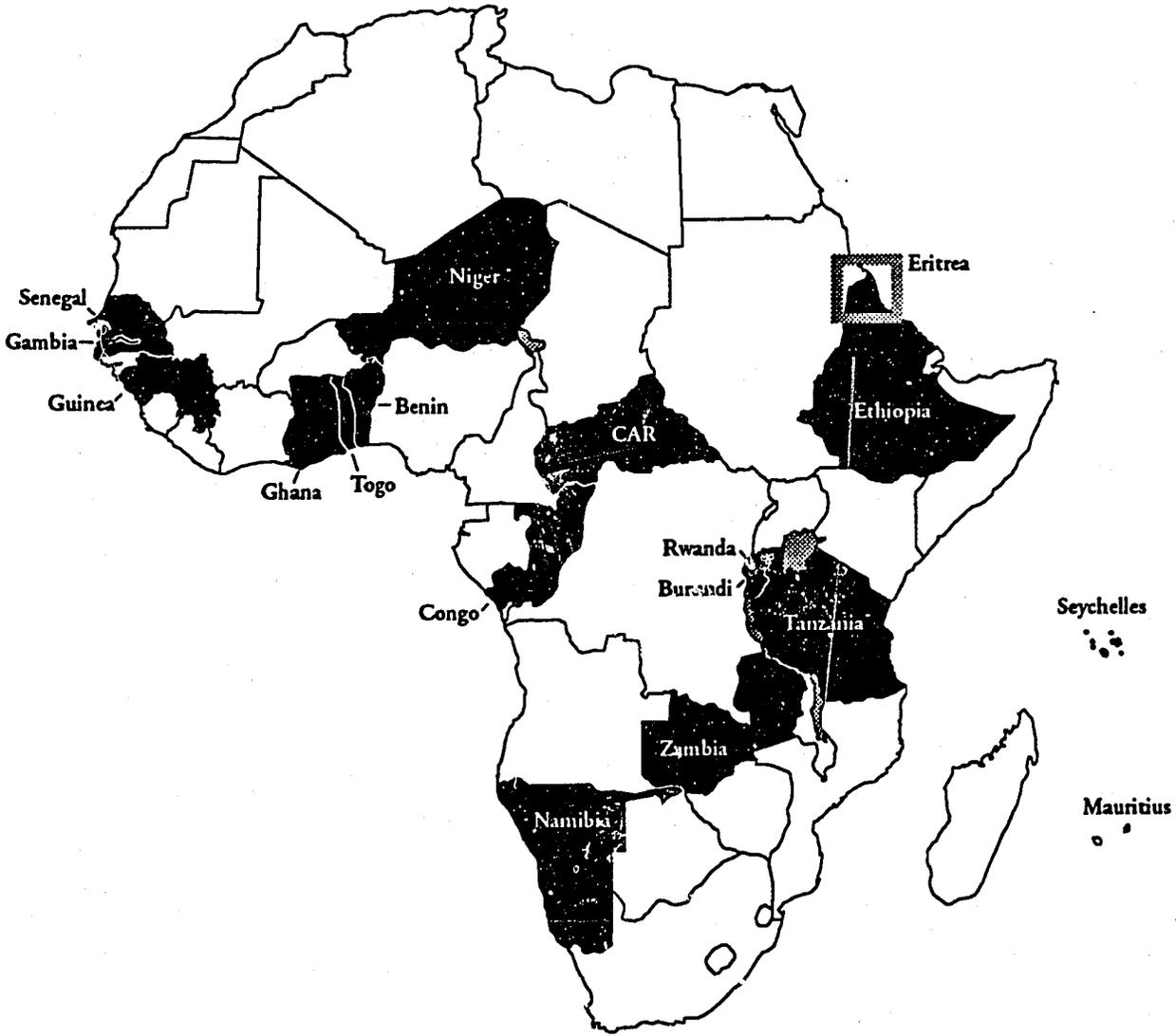
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

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Table 1 NGO/NRMS Assessment Ratings

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

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

(1) Perceived NRM opportunity refers to the perception of PVO-NGO/NRMS based on assessment that an opportunity does or does not exist independent of USAID interest.

(2) Desk study only.

(3) Based on information from USAID/Guinea.

(4) Based on presumed USAID interest given current programming trends.

(5) USAID interest either not explored or uncertain.

(6) Based on PVO-NGO/NRMS assessment undertaken in Niger in 1990.

(7) Based primarily on 1990 assessment of opportunity.

(8) Refers to USAID Mission's interest in the respective country.

(9) Based on information from USAID/Senegal.

Overview of Findings Matrix

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

Overview of Findings Matrix (continued)

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

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Overview of Findings Matrix (continued)

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