

PN-ARQ-071  
84992



**PVO-NGO/NRMS PROJECT**

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

**NIGER**

**March 1993**

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



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

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

**NIGER  
Country Assessment**

**Prepared by: Issa Sidibe, Jean Dakouo, Michael Brown**

**March 1993  
PVO-NGO/NRMS Project  
Suite 56J  
1250 24th Street, NW  
Washington, DC 20037**

## **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*

**NIGER**  
**Country Assessment**  
**Prepared by: Issa Sidibe, Jean Dakouo, Michael Brown**

-----

*(Editor's Note: The Niger assessment differs considerably in format and approach from all others in this series of 18 country reports. This is because the Niger assessment was carried out in early 1990 and was structured to meet the operative requirements of USAID/Niger for information on NGOs and Natural Resources Management (NRM). Although different in format and despite the fact that some of the information contained may no longer be as current as desired, the assessment remains valid and useful in gaining an understanding of natural resource issues faced in Niger and of the context in which a PVO-NGO/NRMS project would potentially operate. There are several references to a Dosso conference which did in fact take place later that year.)*

-----

**I. The Assessment of NGO Work in Niger**

**INTRODUCTION:**

A team of three consultants associated with the PVO-NGO/NRMS Project -- Issa Sidibé, permanent secretary of the CCA/ONG in Mali (the country lead agency for the PVO-NGO/NRMS project), Jean de Dieu Dakouo, PVO-NGO/NRMS Mali country coordinator, and Michael Brown, PVO-NGO/NRMS project director representing the management consortium consisting of World Learning Inc. (called the Experiment in International Living at the time of the assessment), CARE/USA, and the World Wildlife Fund/USA -- visited Niger at the invitation of the USAID/Niger mission between April 14 - April 28, 1990.

The terms of reference of the consultancy were to: identify the policy context within which PVOs and NGOs work in Niger; identify opportunities and constraints for NGOs working in natural resource management (NRM) activities; identify constraints and opportunities for promoting the emergence of Nigerien NGOs working in NRM; and contextualize all of the above points within the context of the SDSA I and II components of U.S. Agency for International Development (USAID)'s Agricultural Sector Development Grant (ASDG) I and II programs.

From the consultants' viewpoint, part of the rationale for having the PVO-NGO/NRMS project conduct the consultancy is that the project's mandate in Cameroon, Madagascar, Mali and Uganda -- its four target countries -- is to promote NGOs' technical and institutional capacities to conduct work in NRM in each respective country. Secondly, the mission was entirely financed through PVO-NGO/NRMS funding as part of the cooperative agreement between EIL and USAID/Washington, and specifically out of the special projects component of the project. Thus no special contracting procedures were necessary from USAID/Niger's

- 1 -

or USAID/Washington's standpoint to get the team operative on the ground. Thirdly and perhaps most importantly, the considerable experience which CCA/ONG has in clearinghouse information among the Malian NGO community, and in effectively coordinating a broad spectrum of NGO activities for a significant NGO cross-section in Mali at the NGO, donor, and to some extent Malian government level, has not gone unnoticed in neighboring Sahelian countries.

One justification for having expatriate consultants with little or no prior in-country experience examine a situation such as that described in the terms of reference is that a relatively fresh perspective may hopefully be elicited. Though no such thing as a purely "objective" analysis of NGOs working in Niger could be expected of the team (despite its relative lack of prior "Niger specific baggage"), nevertheless each consultant on the team inevitably brought a range of biases based on prior and on-going experiences. It was the team's hope nevertheless that through its members' range of experience with NGOs and NRM in other country contexts, the set of observations and recommendations presented in this report would help to catalyze discussion between all involved parties in Niger.

#### **METHODOLOGY EMPLOYED:**

The consultancy team worked as much as possible as a group in interviewing NGO, Government of Niger (GON), and USAID officials. Open-ended interviews were conducted with the following:

- The Groupement des Aides Privées (GAP) Bureau Exécutif, consisting of:
  - Yves Pelletier, AFVP, president;
  - Marilyn Knierman, Lutheran World Relief;
  - Genevieve Spaak, EIRENE;
  - Guillaume Ayindé, Permanence GAP; and
  - Vincent Sibout, BALD.
- IRED (Innovations et Réseaux pour le Développement): Magaji Abdou.
- CARE: Joe Kessler, Jim Sumburg, Marshall Burke.
- The World Wildlife Fund (WWF): John Newby.
- The International Union for the Conservation of Nature (IUCN): Susan Kanney.
- African Development Foundation: N'gade Amadou.
- CLUSA: Lisa Matt.
- Direction du Développement Régional et de L'Aménagement du Territoire (DDRAT): Zouma Salifou, Mathieu Gracias.
- USAID/Niger: George Taylor, Erna Kerst, Tom Price, Souleymane Aboubacar, Bourahima Hamadou, Barry Rands.

We unfortunately did not succeed in reaching any one of the recently formed Nigerien NGOs, despite repeated efforts.

In conducting discussions with the majority of organizations and staff mentioned above, the *raison d'être* for the mission was presented up-front to everyone, along with a description of

the project context from which the consulting group emerged. This was done to clarify that, unlike many consultancies, the team was not emanating from a consulting firm but was rather from the NGO world, and that the team members have, to varying degrees, gained and are continually gaining a certain experience in NGO work in NRM in a diversity of country contexts.

The remainder of the document is organized into two sections: Observations and Recommendations. Given the intertwined nature of many of the observations -- i.e., many of the observations are either immediate derivatives or logical follow-ons one to the other -- we have attempted to present observations (and hence recommendations) in as logical an order as possible. The most general or overreaching points are first mentioned, with more particular or specific points following.

The present document was composed together by the team, and reflects the consensus of all team members. A French translation has also been prepared by the team for interested non-English speakers.

## ***II. Observations***

1. In general, there is an atmosphere of cautious optimism on the part of NGOs, GON officials, and USAID personnel that the context in which NGOs work in NRM in Niger is improving. The change in negotiation parameters for NGOs implementing projects of 100 million CFA or less indicates the GON's desire to both lighten the bureaucratic process while simultaneously encouraging its own decentralization efforts. Specifically, each "protocole de mise en exécution" between a NGO and the GON is now signable at the department level instead of obligatorily in Niamey (with protocol negotiation theoretically possible at the arrondissement level for projects of 30 million CFA or less). Furthermore at another level, the stated desire of the GON to amend existing legislative texts to more appropriately consider the specific authorizations of NGOs (versus those of any other type of "association"), is another indicator of the GON's desire for facilitating change in the context in which NGOs work.

As for USAID, it has obligated over \$4 million to NGO activities in NRM under ASDG II, managed by Africare. Funds here may be used for building working relationships which could lead to partnerships between Nigerien community groups, NGOs and American PVOs.

2. The GON is attaching extreme significance to the amendment of existing texts as a means for facilitating NGO work in NRM in Niger, particularly in stimulating Nigerian NGOs to become actively involved in NRM and other sectors. NGOs, particularly those involved in GAP, signal the need for the government to clearly pronounce itself in public fora and the media on just how and why the environment for NGOs working in NRM or otherwise, particularly Nigerien NGOs, has changed for the better.

3. The NGO community has a rather unclear picture of what AID would like to promote in its NGO/NRM program, SDSA I, SDSA II and otherwise. GAP members believe(d) that USAID wants to support American PVOs and Nigerien NGOs exclusively.

On another level, most NGOs (U.S. PVOs included) perceive the proposal submission and reporting procedures to be less than conducive (particularly regarding smaller projects) for eliciting NGO participation in USAID-funded NRM activities.

4. Much of the interest on the part of northern NGOs and GON in supporting the emergence of Nigerien NGOs appears to be functional. For the GON, the perception is that some donors increasingly wish to intervene directly as close to the ground as possible. Instead of working through expatriate NGOs which then work through intermediary Nigerien structures, these donors increasingly wish to short-cut the expatriate layer, thereby presumably increasing the proportion of obligated project funds reaching intended beneficiaries -- local populations.

Northern NGOs meanwhile perceive that the lack of existing viable intermediary structures in Niger, between themselves and the beneficiary populations they are serving, represents a serious constraint to long-term sustainability of *processes of outputs, particularly in regard to NRM*. This perception holds true for small NGOs with limited NRM portfolios and higher profile NGOs with important NRM portfolios.

5. The GON is extremely sensitive as to the *raison d'être* of NGOs working in NRM or otherwise in Niger, and feels that "development NGOs" should be non-profit organizations. The sense of "non-profit" however is not totally clear, and may imply that Nigerien NGOs should not have the right to generate any revenues through overhead, for instance, even if this overhead would be used to extend programming opportunities or fortify institutional capacity to undertake more work in NRM or other sectors.

6. From GAP's point of view, it is desirable that there be a multiplicity of NGO projects and consortia operating in Niger; i.e., the burden of responsibility should not fall on any single body or forum to speak for or represent the NGO community in more than a loose, virtual ad hoc way.

7. The attempt of Solidarité Canada Sahel (SCS) to insert itself into GAP in order to to promote NGO strengthening activities in Niger did not turn out well. GAP as a result is clearly not interested in assuming responsibility for projects which presuppose or require GAP to assume a major organizing role.

8. GAP members and some non-GAP NGOs expressed interest in participating in a program or project which could bring information and technical resources together to improve both the technical and institutional capacity of NGOs working in NRM. The opinion seems to be shared, to varying degrees given the technical capacity of the NGO concerned, that both

increased information and increased technical resources available to assist in implementing NRM activities would be of great value to NGOs if appropriately packaged.

9. Certain NGOs expressed reservation about the suitability for donors and the GON to target Nigerien NGO development as a priority per se in the short-term. Some thought that "looser," less-formalized structures which evolve naturally around commonly held beliefs or objectives of a particular community is of crucial importance at this point in the evolution of Nigerien society. Others suggested that emphasis should not be placed on emergent Nigerien NGOs since the existing human resource capacity and the "on-the-ground level of consciousness" as to the rationale of NGOs is still quite limited. Focusing on the Nigerien NGOs in a major way as structural entry points for NRM interventions could therefore be slightly premature.

10. If the state assumes a high profile in NGO formation as it implies it may, given the potential role for DDRAT which the document "L'émergence des ONGs Nigeriennes" outlines, it is not clear whether emerging NGOs will be given the necessary breathing room to establish their identity. If DDRAT tries to maintain too close a rein on the evolution of NGO activities from the outset, Nigerien NGOs may come to resemble government-instigated Nigerien associations.

11. Nigerien associations appear to be unlikely structures from which NGOs could be formed, since most were state-inspired creations, and never necessarily reflected the needs of la base. Cooperatives originate from similar sources and have a disappointing track record in general. The potential to create Nigerien NGOs from other existing traditional structures based on ethnic, religious, or other traditional community groupings or poles of identity is not at all clear.

12. Much emphasis is being placed on the potential role for "informed citizens" to group together and form NGOs. The assumption is that through a sensibilization/mobilization campaign, many people will be prepared to associate under different NGO banners for the betterment of Niger.

13. The GON feels an inalienable right to "orient" NGO work in Niger, in particular regard to where NGOs work, and to some extent in what particular sectors. In terms of the approach taken, the GON wishes to promote NRM interventions which utilize the CILSS' (Comité Permanent Inter-états de Lutte Contre la Sécheresse dans le Sahel) -inspired aménagement de terroir methodology. This ambitious and in some regards complicated approach is still in an early stage of development.

14. If NGO-initiated NRM interventions are to become sustainable, many NGOs feel that much greater emphasis (than is currently the case) needs to be placed by NGOs on ascertaining the constraints, needs and aspirations of local populations *vis a vis* how NRM is to be integrated into their socio-economic systems. This is another way of saying that local populations must participate in NRM activities at all points in the program cycle. The

feeling often expressed is that Nigerien populations and structures operating in Niger at all levels -- farmer, association, NGO and government -- need to express themselves honestly and directly in regard to how this local level participation is to be structured and factored into NRM activities so that viable, potentially sustainable, processes and outputs can be realized.

### ***III. Recommendations***

1. In order to further improve the already improving context within which NGOs operate in NRM in Niger, clarification of the GON and various donor positions *vis a vis* NGOs is required. The Dosso workshop clearly represents an excellent opportunity for each side to express its concerns and aspirations, NGOs obviously included.

Both NGO and donor representatives should request clarification from the GON as to just how flexible it is prepared to be in providing a conducive context for international and national NGOs to operate. "Flexibility" here refers to the GON's level of tolerance of NGOs' (both international and Nigerien) desire and capacity to evolve according to their defined needs and objectives for how they can best provide services to beneficiaries in NRM or other sectors. Such flexibility is fundamentally linked to the level or degree of confidence in NGO abilities and programming decisions which the GON maintains. NGOs will have a major role in conveying to GON just why it should in fact become increasingly flexible in its dealings with NGOs.

Conversely, the degree of anticipated GON participation in NGO activities from GON, NGO, and various donor viewpoints requires clarification. A fresh set of guidelines which defines each partner's reasonable expectations as to its own participation in terms of quality and quantity in NRM and other sectoral activities, along with definition of the limits of other respective partner's participation, is very important at this time.

2. The role of northern NGOs in support of Nigerien NGOs should focus more on support of the latter once groups of committed Nigeriens have taken the bulk of the initiative to organize themselves through their own willpower. This is opposed to emphasizing programmatic attempts to establish Nigerien NGOs in the image of particular northern NGOs.

The support provided to Nigerien NGOs, once formed, should focus on a progressive strengthening of Nigerien capacities to identify viable NRM projects, design such projects, and effectively implement and monitor such projects.

3. The nature of northern NGO support for Nigerien NGOs should at the outset focus on institutional strengthening. This includes highlighting organizational strengthening and specifically, personnel management for technical and administrative tasks. Financial

management should receive attention from the outset, but should be packaged in such a way as to be applicable to existing NGO capacities.

4. Donor programming for NGO activities in NRM should prioritize the establishment of processes and mechanisms which will respond to the capacities and requirements of local populations to sustain NRM activities and outputs over the long-term -- 10 to 20 years. Donor programming of "micro-realization" activities which will not promote sustainable NRM capacity at the NGO and local levels should be avoided if at all possible.

For example, as an extreme but still not unimaginable case, an agro-forestry activity is proposed by an NGO which purportedly will increase both crop and tree production through use of a particular technological package for associating legumes and trees. Instead of being proposed as a test activity the project ambitiously will target hundreds of farmers over dozens of hectares.

On paper the proposal sounds technically sound enough from the point of view of soils and climate. The proposal fails however to consider the basic rationale of targeted farmers' existing agricultural systems and specific practices regarding potential crop and tree associations. Therefore the socio-cultural soundness of the intervention is dubious from the outset and with it, any potential sustainability is at best assumed.

At worst, because of the scale and methodology of intervention, the "micro-realization" risks being a major setback for what in a different implementation context could ultimately prove to be a promising technological package. At this point in time, unless there is empirical reason to believe that grassroots level structures will sustainably implement a proposed activity, there is no justification *ipso facto* for the work to proceed. Here a distinction must be made between "micro-realization" activities which are presumably sound from all standpoints and which therefore presuppose that the technologies to be extended are worthy of being diffused, versus project activities which in fact are really adaptive tests and are thus experimental in nature. Both deserving "micro-realization" activities and promising experimental activities should be supported in NRM programming.

5. It is not likely to be sufficient for the GON to rely on modification of juridical texts *vis a vis* NGOs' legal status in Niger to convince those same NGOs that the socio-political context for work is now favorable. Verbal declarations and clarification through dialogue at meetings such as Dosso are critical accompaniments to any textual changes, and, clearly, action promoting confidence to backup rhetorical statements is now of paramount importance.

"Action" could be first and foremost for the GON to assure that the texts which are modified and put into theoretical effect are emphatically enforced in both word and deed.

6. To promote a better comprehension of the goals and objectives of SDSA II, it would be laudable for the coordination committee of SDSA II to embrace a number of international

and national NGOs in the committee to identify how SDSA II-earmarked funds for NGOs in NRM can best be utilized.

7. The manner in which Nigerien NGO formation is being rationalized/proposed by the GON and northern NGOs reflects on the presumed potential usefulness of local NGOs for the GON and northern NGO community's purposes. Nigerien NGOs are perceived as means towards ends for both of the latter -- i.e., for the GON, potential proliferation of Nigerien NGOs may help donors rationalize increased in-country project funding; for northern NGOs, the former may present potential partners able to ultimately assume on-going northern NGO activities which presumably will promote sustainability.

An accent is being placed by all parties on the functionality and usefulness of NGOs to satisfy GON and international NGO objectives. There is, however, no consensus between the GON and NGOs as to the actual efficiency of NGO interventions in NRM, or for that matter the criteria needed for evaluating the effectiveness of NGO interventions. It therefore is desirable, without judging the philosophical grounding of this reasoning, that a leveling of perception and understanding be sought regarding the usefulness of NGOs and their activities on the ground.

To achieve this "leveling of perception and understanding," it is recommended that a group of NGOs take the lead, with participation from GON and donors, in preparing a workshop subsequent to Dosso. The workshop objective will be to develop an instrument and methodology which will be implemented to identify what NGO activities in NRM are effective and why.

There is justification for striving to reach some sort of consensus among the key partners regarding the effectiveness of NGO operations from both an institutional and technical perspective. Without this, the climate of mutual confidence necessary to facilitate sustainable NRM activities involving both NGOs and local populations in Niger will remain elusive.

8. The issue of NGOs and revenue generation requires some clarification. The same type of leveling of perception regarding NGO capacity as noted in the preceding point is necessary in regard to revenue generation activities.

There is considerable variation among U.S. PVOs and international NGOs regarding revenues generated through overhead charges. Overhead rates and methods of application differ markedly, largely as a function of NGOs' fundraising capacity.

The justification for NGOs' charging overhead rates needs to be forthrightly dealt with by the GON in concert with the NGO community and donors. This should be an agenda item at Dosso, for the long-term viability of Nigerien NGOs will be impacted by decisions taken on overhead levies.

It is our opinion that the ability for Nigerien NGOs to generate revenues to use for institutional strengthening and extended programming is of fundamental importance for the future viability of these NGOs. This capacity is directly correlated to their eventual ability to reduce dependency on external grant sources.

9. In many African countries now, the necessity for an NGO coordinating body has become a preoccupation of many local and international NGOs. Such is not now the case in Niger. While at some point such a coordinating body may prove to be desirable, it must evolve naturally out of a common perceived need of the NGO community. Therefore, for the time being, emphasis should be placed on creating the necessary environment for such an ultimate evolution to occur.

10. There appears to be no systematic means via existing structures in Niger for NGOs to receive support in enhancing their technical and institutional capacities to implement NRM projects. It is recommended that SDSA II and/or other USAID funding sources for NGO NRM activities focus on promoting structures which will enhance the possibility for exchange at all institutional and technical levels, both in-country and abroad.

It could be profitable for instance for mechanisms to be established which will permit both NGO and GON (and even less formal organizations') representatives to travel to other countries on exchange and training visits. Mechanisms should also be established for tapping into NRM expertise in other countries, for application in Niger.

11. A rapid appraisal study should be undertaken to determine whether informal structures such as producer associations (not necessarily based on ethnic groupings) may be potential models for NGO formation. A sampling of cooperatives and associations should also be investigated for potential applicability.

The feasibility of this particular recommendation could be discussed at Dosso.

12. Given that a substrata of distrust regarding all associations of any kind will likely exist for most Nigeriens for some time, and given peoples' existing perceptions of the role and function of associations, much work will need to be done to (a) guarantee Nigerien citizens that freedom to associate for peoples' own perceived needs will be granted by GON and (b) ensure that people therefore will have a major stake and role to play at the grassroots level in deed and not only in rhetoric.

13. In agreeing that the GON, has the right if not the obligation to closely monitor NGO activities, it is recommended that clarification be made regarding the sense of what is meant by "monitoring." Bringing transparency to NGO activities, and proscribing abuses by NGOs of legislative concessions made by the GON in juridical modifications are all valid GON preoccupations of which NGOs must (and often seem grudgingly) be aware.

14. Any conclusions of action plans decided at Dosso *vis a vis* the emergence of Nigerien

NGOs will need to acknowledge the extremely weak representation and bargaining position of Nigerien NGOs at Dosso. Given that this meeting portends to be a path-breaking event, this gap is most inopportune.

15. It is very important that the GON, donors, and NGOs surpass the stage of rhetoric in proclaiming that local people participate in the planning, implementation, monitoring, and evaluation of NRM activities. To operationalize the concept of participation, it is recommended that all future NRM planning or working groups focusing on policy issues include local resource user representation. Developing models of partnership at the operational level should be a primary objective of all forthcoming NRM activities. This emphasis should take precedence in the short-term over significant donor earmarking of resources to promote the emergence of Nigerien NGOs. The point being that it is essential for organizations already on the ground in Niger -- donor, NGO, GON, and local resource user groups included -- to learn how to collaborate effectively with one another before injecting a major new category of actors onto the stage.

16. USAID should develop an effective "marketing strategy" for its approach to support NGOs in NRM once its strategy is fully clarified. It is recommended that USAID funding sources for NGO/NRM activities focus on promoting exchange at all institutional and technical levels.

Given that the above assessment and recommendations may be dated, effort should be made by PVO-NGO/NRMS (or others interested in NGOs and NRM in Niger) to ground truth from the assessment and recommendations **prior** to launching any major new initiative in Niger.

## 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.

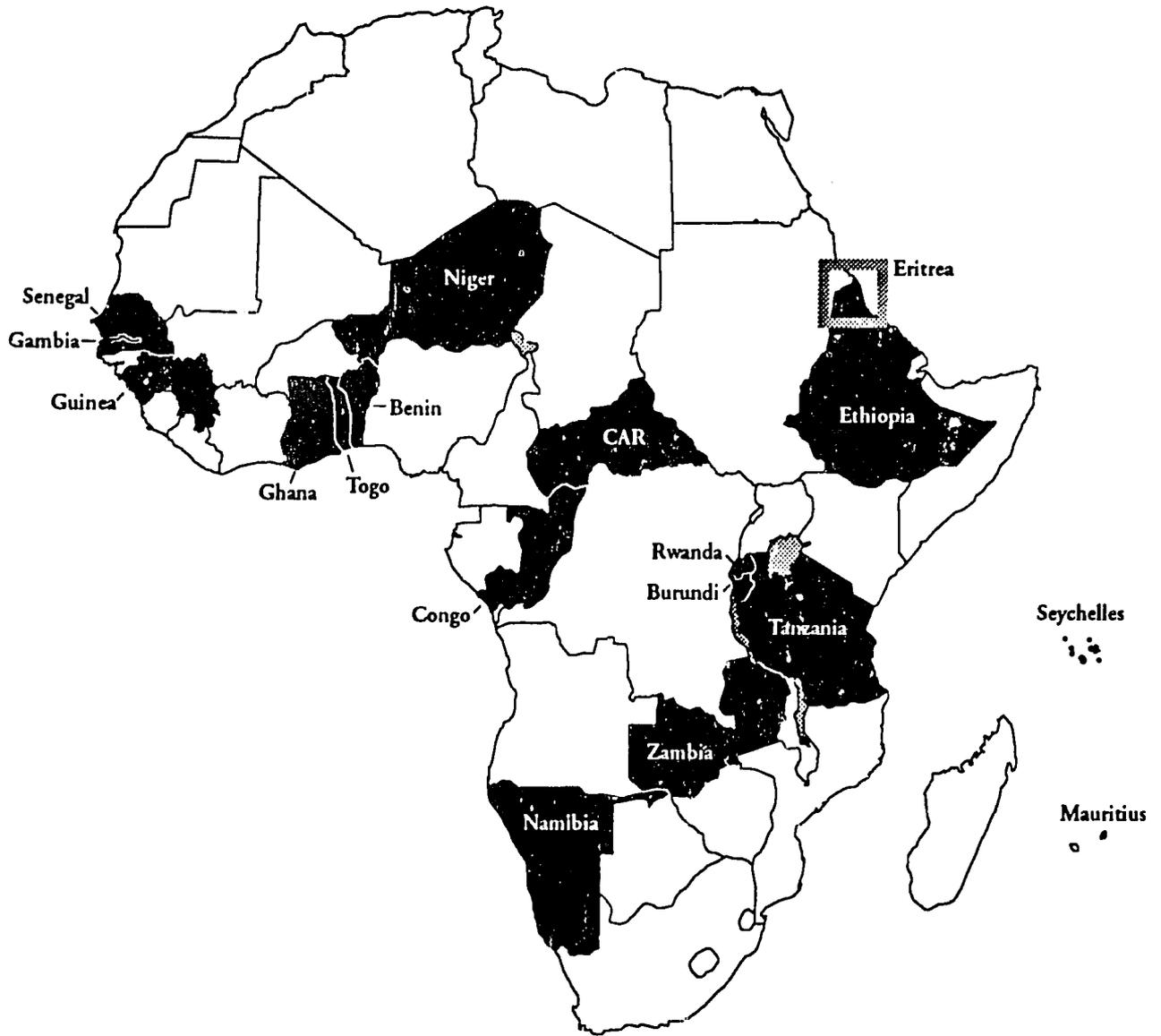
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

16

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 assessments that an opportunity does or does not exist independent of USAID interest.

(2) Desk study only.

(3) Based on information from USAID/Guinea.

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

(5) USAID interest either not explored or uncertain.

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

(7) Based primarily on 1990 assessment of opportunity.

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

(9) Based on information from USAID/Senegal.

## Overview of Findings Matrix

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

Overview of Findings Matrix (continued)

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Gambia	<ul style="list-style-type: none"> <li>Limited national experience in NRM</li> <li>Several strong donor-sponsored NRM programs</li> <li>Multitude of new NGOs</li> </ul>	<ul style="list-style-type: none"> <li>Positive</li> <li>Strong state support</li> <li>Government playing increasing coordination role</li> <li>Policy constraints addressed in EAP</li> </ul>	<ul style="list-style-type: none"> <li>Promotion of participatory planning and implementation</li> <li>USAID supports legislative reforms to enable greater local NRM</li> <li>UNSO supports EAP</li> <li>UNDP supports NGO umbrella organization (TANGO)</li> <li>GTZ works in BZM</li> </ul>	<ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> </ul>	<ul style="list-style-type: none"> <li>Good potential</li> <li>Need to work fit with evolving USAID NRM portfolio to be feasible</li> </ul>
Ghana	<ul style="list-style-type: none"> <li>Characterized by small community-based groups working largely in isolation</li> <li>Two umbrella groups exist: NENGO for environment and GAPVOD for development NGO work</li> </ul>	<ul style="list-style-type: none"> <li>Welcoming</li> <li>Serious decentralization effort through NEAP</li> <li>Government support for NGO promotion</li> </ul>	<ul style="list-style-type: none"> <li>Support for pilot village land management through World Bank project</li> <li>Dynamic African 2000 program</li> <li>UNDP support to GAPVOD</li> <li>AID support for non-traditional export crops</li> </ul>	<ul style="list-style-type: none"> <li>Information sharing and across-the-board technical and institutional assistance</li> </ul>	<ul style="list-style-type: none"> <li>Potentially feasible but perhaps premature given ongoing activities and apparent NGO community's internal strains</li> </ul>
Guinea	<ul style="list-style-type: none"> <li>Recently burgeoning</li> <li>Few of the 200 plus actually operational</li> </ul>	<ul style="list-style-type: none"> <li>Government decentralization encouraging NGOs</li> <li>Attempt to inject rigor between NGO categories: associations, service organizations, professional groups, etc.</li> </ul>	<ul style="list-style-type: none"> <li>EAP in preparation</li> <li>USAID major watershed management activities in Fouta Djallon</li> <li>World Bank, UNDP, FAO, EEC, UNESCO are all active in agricultural sector activities and some biodiversity work</li> </ul>	<ul style="list-style-type: none"> <li>Across-the-board technically and institutionally</li> <li>Inter-NGO coordination</li> </ul>	<ul style="list-style-type: none"> <li>Good potential</li> <li>High demand for assistance could be challenging in service delivery</li> </ul>
Mauritius	<ul style="list-style-type: none"> <li>Small but talented in environmental sector</li> <li>Large in social services with MACOSS umbrella organization</li> </ul>	<ul style="list-style-type: none"> <li>Functioning democratic parliamentary system in country makes it unique in region</li> <li>Government reportedly hopes NGOs become strong implementors as well as excellent advocates</li> </ul>	<ul style="list-style-type: none"> <li>Limited in environmental sector</li> <li>Government would like to develop larger portfolio post-UNCED</li> <li>USAID has no NRM program and none envisioned</li> </ul>	<ul style="list-style-type: none"> <li>Attaining technical competence in project implementation</li> <li>Professionalizing staff</li> <li>Coordination</li> </ul>	<ul style="list-style-type: none"> <li>Excellent on regional basis</li> <li>Focal country program could be constrained by NGO staff/infrastucture 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 (CONGAD) covering many sectors</li> </ul>	<ul style="list-style-type: none"> <li>• Government push to decentralization could favor NGOs</li> <li>• Good potential for collaboration with USAID's PVO Strengthening project and Africa 2000</li> <li>• Relative sophistication of Senegalese NGOs in donor dealings</li> </ul>	<ul style="list-style-type: none"> <li>• Much NRM activity on policy and field level</li> <li>• With decentralization, support of grassroots participatory methodologies</li> <li>• USAID bolstering linkage between agricultural research and NGOs to influence community adoption of improved NRM-based technologies</li> </ul>	<ul style="list-style-type: none"> <li>• Greater coordination on environmental issues</li> <li>• Project design and implementation skills</li> <li>• Strengthened extension capacity of NRM technologies</li> </ul>	<ul style="list-style-type: none"> <li>• Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest</li> <li>• Excellent potential as non-focal country through regional program</li> </ul>
Seychelles	<ul style="list-style-type: none"> <li>• Few NGOs until recently, most operate ad hoc</li> <li>• Nucleus of international conservation NGOs with local affiliates</li> <li>• New NGO environmental lobby</li> <li>• LUNGOS umbrella organization still weak</li> </ul>	<ul style="list-style-type: none"> <li>• Democratization processes permitting greater role for NGOs</li> <li>• Government more supportive of NGOs</li> </ul>	<ul style="list-style-type: none"> <li>• No discernible trend</li> <li>• World Bank/UNEP environmental management plan completed</li> <li>• No USAID support for NRM</li> <li>• Government open to NRM/environmental projects</li> <li>• Particularly supportive of protected areas</li> </ul>	<ul style="list-style-type: none"> <li>• Financial support to develop NGO infrastructure</li> <li>• Project design and implementation skills</li> <li>• Sharpened awareness raising/negotiation skills</li> <li>• Some EIA/integrating conservation with development skills</li> </ul>	<ul style="list-style-type: none"> <li>• Excellent for a donor willing to support an NGO program in a "middle income country"</li> <li>• Good for PVO-NGO/NRMS if linked to other Indian Ocean countries</li> </ul>
Tanzania	<ul style="list-style-type: none"> <li>• Of 400 registered NGOs most in welfare and relief</li> <li>• Most institutionally weak</li> <li>• Limited technical capability</li> </ul>	<ul style="list-style-type: none"> <li>• Supportive of democratic processes</li> <li>• Government anticipates much NGO participation in development broadly, and forestry activities in particular</li> </ul>	<ul style="list-style-type: none"> <li>• Canada, Sweden, Norway, U.K., and World Bank have broad NRM portfolios</li> <li>• NRM is not an USAID focus</li> </ul>	<ul style="list-style-type: none"> <li>• Across-the-board technical and institutional strengthening</li> </ul>	<ul style="list-style-type: none"> <li>• Good if centrally-funded</li> <li>• Potential through other donors</li> </ul>