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# Non-Governmental Organizations and Natural Resources Management

# RWANDA

**March 1993**

**PVO-NGO/NRMS Project**
**Private Voluntary Organizations and Non-Governmental Organizations in Natural Resources Management**
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**Suite 500**
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*PVO-NGO/NRMS PROJECT*

# Non-Governmental Organizations and Natural Resources Management

## RWANDA
## Country Assessment

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**March 1993**
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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*
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*Washington, D.C.*

*March 22, 1993*

**RWANDA**
**Country Assessment**

## DISCUSSION

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

**NGO EXPERIENCE:**

There is a long history of NRM/sustainable agriculture projects in Rwanda implemented by the international NGO and bilateral donor community. With few exceptions, local involvement in these projects has not gone beyond hired field staff, and extension into the surrounding communities has been largely minimal, if not ineffective. The highly-publicized mountain gorilla project, while doing a great deal to sensitize Rwandans to the importance of conservation, has yet to really involve local NGOs.

With a relatively liberalized political environment, Rwandan NGOs working in agricultural production through cooperatives and religious organizations working in rural development are numerous. Most were created from the outside and continue to receive some external support. There are several NGOs in Rwanda which are well organized and have great potential for expansion of activities in NRM.

**ENABLING ENVIRONMENT:**

The policy environment for NGO development and involvement in NRM is positive. Despite the highest population density in Africa, Rwanda also has one of the highest percentages of protected areas and one of the lowest deforestation rates. The Government of Rwanda (GOR) has long been committed to the preservation of its natural resource base and is highly sensitized to developing solutions to its serious environmental threat. Worldwide interest in the mountain gorilla has made it abundantly clear to the GOR and the people that conservation of biodiversity is of great potential importance to the Rwandan economy.

The GOR has long supported the development of agricultural production cooperatives (over 500 are registered), but has always remained in firm control. While this control is relaxing, the ongoing civil war has created tensions associated within the NGO community as suspicions of ethnic and political loyalties is strong. This unsettled situation has nevertheless created opportunities for the NGO community to demonstrate that an apolitical service spirit can do much to build credibility with the GOR and the population.

The newly-formed Ministry of the Environment (April 1992) plans to start an NGO advisory council to advise the Conseil Nationale de L'Environnement et du Tourisme (CNET). Strong participation by the NGO community and private sector will be encouraged and is seen as vital to the success of the Environmental Action Plan (EAP), the evolution of which has been a collaborative effort involving NGOs/PVOs from its initial planning stages.

## GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:

There is a long history of NRM/agriculture projects in Rwanda and the GOR has begun to exercise greater control over project implementation. For example:

- A recent GOR edict states that there are to be no more government sponsored project nurseries but that rather trees are to be purchased from the private sector. (This is supported by donors working in NRM.)

- Wetlands at the bottoms of Rwanda's massive hills are the most fertile lands in the country and are almost all held within the public domain. **CARE** is working with the donor community and GOR to develop pragmatic guidelines for long term leases (15-20 year) for sustainable agricultural production in these areas.

While GOR has been vocally very supportive of NGO work, there has been little financial or technical support facilitated by government for NGO activities.

The **Swiss and German government's aid programs** have long been involved with pine and eucalyptus plantations with surrounding communal woodlots and are now exploring processing activities that will increase local employment. The German-funded PAP (Project Agro-Pastoral), begun in 1969, is one of the first projects in sustainable agriculture using organic methods.

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

Despite its history of leading the donor community in NRM/agriculture, the U.S. Agency for International Development (USAID)/Rwanda is dropping the NRM sector from its portfolio with the exception of specific high-profile "targets of opportunity" such as the DIGIT (a U.S. PVO specializing in primate research and education) mountain gorilla project and the World Conservation International (WCI) Nyungwe Forest project, neither of which substantially involves national NGOs.

The priorities of the USAID country program strategic plan (CPSP) will be on population, governance and the private sector. The Natural Resources Management Project (NRMP), an umbrella effort working in fish culture, wetland management, soil conservation/ agriculture

and environmental policy/planning, will continue until 1995. Activities within NRMP will be realigned toward private sector development or will be phased out.

While USAID support to NRM activities is being scaled back, its support to PVOs/NGOs is expanding. The upcoming private voluntary organization support project (PVOP) is designed to "increase commercial output (production) and employment by medium and small scale enterprises in Rwanda's non-farm sectors." This project will provide a wealth of opportunities for NGOs to provide services in training, institutional strengthening and agricultural processing industries that could also involve sustainable marketing of non timber forest products from protected areas. NRM activities could very well be supported in the PVOP, if appropriately designed.

## *II. Institutional and Technical Issues*

### NGO INSTITUTIONAL STRENGTHENING NEEDS:

The Rwandan NGO community is well-organized, possesses a number of dynamic, well-intentioned individuals and has access to a wide variety of in-country training services. In addition, there are a fair number of well-trained and experienced technicians in the NGO sector particularly in forestry and agro-forestry techniques.

NGO capacity strengthening needs include:

- community needs assessment skills (such as participatory rural appraisal (PRA) and rapid rural appraisal (RRA));
- technical skills in processing industries, nursery management, rural engineering/construction, water management, erosion control, sustainable marsh cultivation, alternative cropping for steep slopes; and
- exchange visits to other countries.

### STRUCTURING A PROGRAM:

The Conseil de Concertation des Organizations d'Appui aux Initiatives de Base (CCOAIB), a consortium of the 10 largest national NGOs/PVOs, is the optimal partner for NRMS involvement. While its members do not specifically work in NRM, they all work in agriculture and rural development which are inextricably linked to NRM. CCOAIB will also be involved in advising the Ministry of the Environment.

The Rwandan-based organizations Institut Africain pour le Développement Economique et Social (INADES), Programme Régional de Formation et d'Echanges pour le Développement (PREFED), and IWACU all offer well organized training courses on a variety of subjects

including: financial management; accounting; agriculture; extension; non-formal education; and cooperative education. For over 10 years, USAID, working with Cooperative League of USA (CLUSA) has supported the creation and strengthening of the local league of cooperatives. This organization, IWACU, is a strong and dynamic training facility which is now virtually self-sufficient. It offers a variety of courses to Rwandans as well as NGOs from other countries.

## GENERAL CONCLUSIONS AND RECOMMENDATIONS

- There is ample opportunity to promote greater awareness of NRM issues in the Rwandan NGO community now focused in the agriculture and rural development sectors.

- Including PVO-NGO/NRMS support activities in the technical component of the USAID/PVO project should be explored, as the mission feels strongly that a stand-alone PVO-NGO/NRMS project would not fit within the current CPSP.

- Rwandan NGOs could benefit from exposure to NGO work in other countries. At the same time, IWACU's usefulness as a training site and regional resource should not be overlooked, as it could play a larger role in the region. Opportunities for Rwandan NGOs to benefit from PVO-NGO/NRMS regional program activities should therefore be explored.

**Attachment A**
**Contact List**

- **ACNR (Association pour la Conservation de la Nature au Rwanda):** Dr. Samuel Kanyamibwa; Université Nationale du Rwanda, Département de Biologie BP 117, Butare.

- **ACORD (Association de Coopération et de Recherche en Développement):** Jacques Gagnon; BP 1019, Kigali (tel: 74619).

- **ACOR (Association pour la Concertation des ONG d'Animation Rurale):** c/o INADES; BP 866, Kigali (tel: 84713).

- **ADEHAMU (Association de Développement des Hautes Altitudes de Mukura):** Gakwaya Athanse, conseiller en développement; BP 1742, Kigali).

- **Africare:** David LaFramboise, acting director/forestry advisor; BP 137, Kigasli (76171).

- **ARECO (Association Rwandaise des Ecologistes):** Elie Nyilimbibi, president; BP 1754, Kigali.

- **Aide et Action:** Patrick Bogina, director; BP 967, Kigali (tel: 83783).

- **APER: (Association pour le Protection de L'Environnement au Rwanda):** Dr. Rwamakuba Andre, permanent secretary.

- **ARAMET (Association de Recherche et d'Appui en Aménagement du Territoire Mukankubito, Immaculee, Promotion & Appui Recherche/Action):** Stanislas Mbonabucya; BP 1888, Kigali (tel: 72746; fax: 73614).

- **ARDI:** (tel: 73961).

- **BED (Bureau Episcopal de Développement):** Jules Severy, director; BP 951, Kigali.

- **CARE:** Steven Wallace, director; Martha Campbell, assistant director; Girard Vanderburg, technical advisor (tel: 72402).

- **CIDA:** Francine Nadon (tel: 826421).

- **CRS:** BP 65, Kigali (tel: 84777).

- **CCOAIB (Conseil de Concertation des Organizations d'Appui aux Initiatives de Base):** Nkiko Nsengimana, president; BP 1993, Kigali (fax: 250 72217).

- **CPR (Conseil Protestant du Rwanda):** Frodualt Munyankiko; BP 70, Kigali (tel: 85825).

- **DAI:** Glenn Smucker.

- **Duhamic-ADRI (Action pour le Développement Rurale Integree):** Ephrem Mbugulize; BP 1080, Kigali (tel: 82455).

- **GTZ:** Joachem Maurer, Projet DRIM conseiller technique (tel: 75054).

- **IWACU:** Nkiko Nsengimana, coordinator; BP 13123, Kigali (tel: 73324/5/6).

- **INADES:** Madame Kanzayire Josepha, directrice (also serves as president conseiller for IWACU); BP 8666, Kigali (tel: 84716).

- **Ministry of Environnement et Tourisme:** Ernest Rukangira, director; Bob Winterbottom, IRG natural resource specialist; BP 17, Kigali (tel: 72310).

- **OXFAM:** Anne Mackintosh, deleguée régionale; BP 1298, Kigali (tel: 74074).

- **Peace Corps:** Alan Johnston, director.

- **Reseau 2000 (UNDP).**

- **SCR:** Nelson Bindariye (tel: 5740).

- **Technoserve:** Mssr. Gusa.

- **USAID:** Gary Nelson, director; Dirk Dijkerman, project development officer; Curt Fuller, ADO; Mssr. Bonaventure, private enterprise (tel: 75746//74719).

## Attachment B
## Literature Available

- IWACU, rapport d'activités 1991
- ARAMET, program evaluation, Gestion des Espaces et Développement Communataire, 1992
- CARE, activity report 1991
- Ministry of Planning, "La Stratégie Nationale de l'Environnement au Rwanda"
- INADES "Inventaire des ONGs" 1989
- CPR, rapport d'activités exercice 1990
- INADES, rapport d'activités 1990-1991
- CCOAIB, rapport d'activités
- WRI, report on environmental information system and data sheets on resource inventories, May 1992

# ANNEX 1

## I. INTRODUCTION

### 1. Background to PVO-NGO/NRMS

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

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

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

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

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

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

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

**2. Rationale for this Assessment**

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

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

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



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

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

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

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

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

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

## 3. Overview of Results

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

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

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

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

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

## 4. Summary of Recommendations

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

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

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

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

## II. OVERVIEW OF FINDINGS

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

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

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

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

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

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

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



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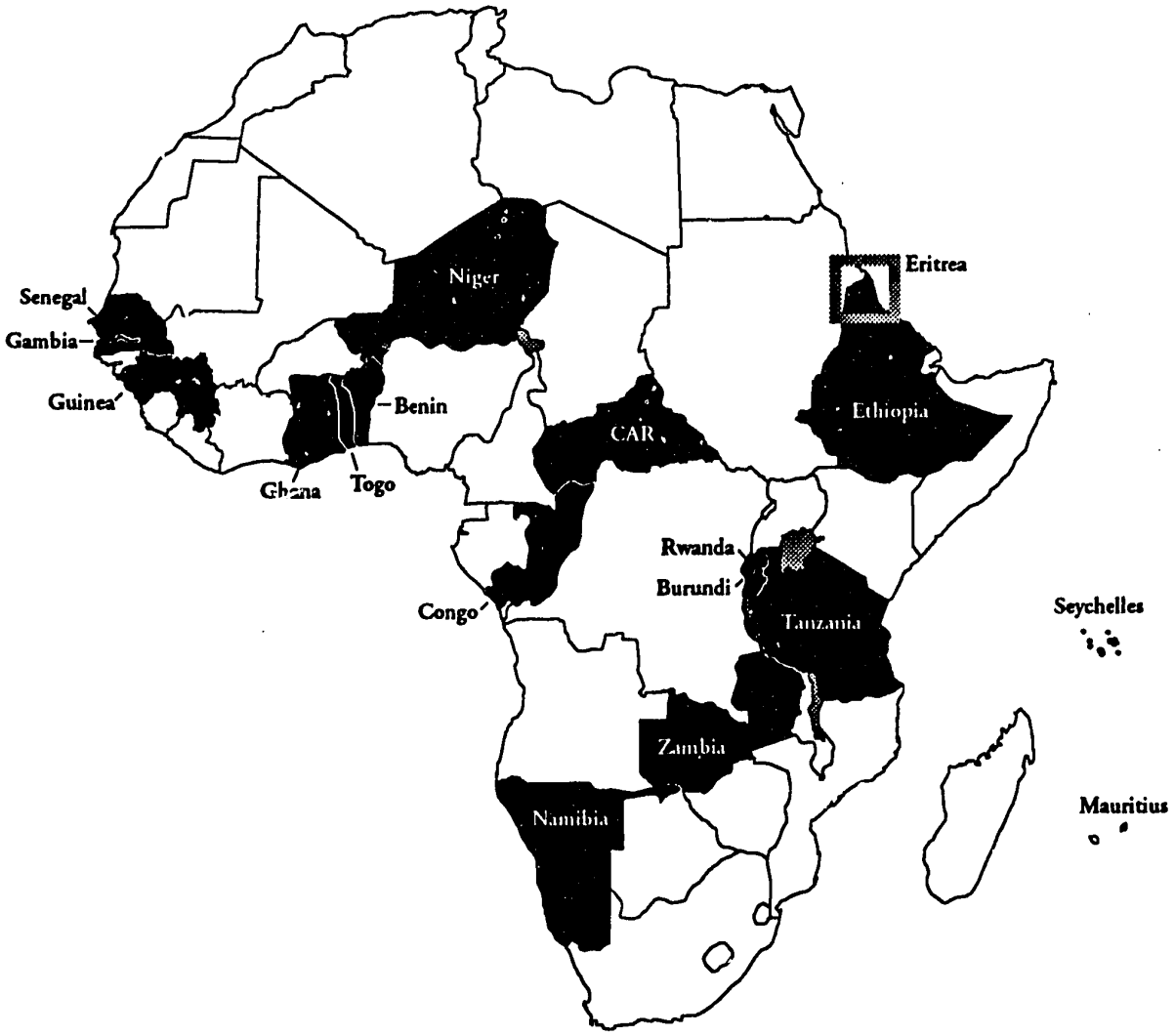


**The African Continent**



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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.*



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## Overview of Findings Matrix

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

## Overview of Findings Matrix (continued)

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

## Overview of Findings Matrix (continued)

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