



PVO-NGO/NRMS PROJECT

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

SENEGAL

March 1993

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

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Foreword

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

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

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

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

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

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

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

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

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

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

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March 22, 1993

SENEGAL
Country Assessment

DISCUSSION

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

NGO EXPERIENCE:

Non-governmental organization (NGO) experience in Senegal in natural resources management (NRM) is substantial. As one of the many Sahelian countries which has received significant aid from the donor and NGO community since the drought of the early 1970s, Senegal has been the beneficiary of numerous NRM-related activities. Many of these activities have been implemented by NGOs, both international and increasingly national.

NGO experience in Senegal has focused on forestry activities. Many NGOs have received training in nursery establishment, with high skill in this area. Nevertheless, NGOs' ability to extend forestry technologies to local communities is quite limited, as is expertise in other NRM areas. The effectiveness of NGOs in grassroots land use management "approche aménagement/gestion de terroir" (AT/GT) is not well developed.

NGO PROFILES:

The following incomplete list of NGOs with experience in NRM in Senegal gives an indication of the significant role these agencies have come to play in addressing critical natural resource issues in the country.

NGO:	PRIMARY NRM ACTIVITIES:
● Africare:	village woodlots
● Association des Jeunes Agriculteurs de Meckhe (AJAM):	agro-forestry and sustainable agriculture
● Association des Jeunes Agriculteurs de Waalo (AJAW):	reforestation

- **Association Francaise des Volontaires du Progrès (AFVP):** arboriculture, live fencing, windbreaks, range management
- **Association Panafricaine Pour le Développement Communautaire (PADEC):** reforestation
- **Christian Children's Fund (CCF):** reforestation
- **Entente de Bamba Thialene:** reforestation
- **Fédération des Organisations Non-gouvernementales du Sénégal (FONGS):** reforestation; agro-forestry
- **Maisons Familiales Rurales:** agro-forestry with indigenous tree species
- **Plan International:** indigenous medicinal species in nurseries; agro-forestry in irrigated gardens

ENABLING ENVIRONMENT:

Both enabling and disabling factors exist in Senegal. NGO officials working in-country indicate, after having PVO-NGO/NRMS clearly described and after discussing the Senegalese NGO experience in NRM, that various NGOs in fact could support a PVO-NGO/NRMS initiative. This includes, importantly, Transcentury and the PVO-NGO strengthening project officials. It is not felt that PVO-NGO/NRMS would be duplicative of the ongoing PVO-NGO strengthening project. Also importantly, Africa 2000's leadership feels that, similar to the experience in Cameroon and increasingly so in Uganda, PVO-NGO/NRMS could collaborate well with Africa 2000.

Furthermore, NGOs and local communities are being increasingly called upon by government to assume many of the service delivery and implementation responsibilities that government formerly assumed. Devolution of responsibilities and authorities is in fact occurring in Senegal.

This changed approach is incorporated in the Government of Senegal's (GOS) structural reform program. Encouraging a reduced role for government and increased opportunity for the private sector, it has created a new environment both more conducive to and more dependent on the development of strong NGOs. The result has been a significant expansion

of community-initiated, democratic and non-state controlled associations and federations in both rural and semi-urban areas. The number of NGOs has grown from 50 to more than 120 since structural adjustment was launched. Village organizations have grown dramatically in number. One federation of village unions boasts more than 100,000 dues-paying members affecting more than a million Senegalese. It is estimated by USAID that NGO activities have an impact on approximately three million Senegalese.

Contrary to these encouraging developments, five factors stand out which are more disabling for an expanded NGO role in NRM.

First, while the US Agency for International Development (USAID) mission was both supportive of this NRMS assessment for Senegal and is clearly interested in its results, mission officials are also forthright in expressing skepticism regarding their readiness to support a PVO-NGO/NRMS operation in Senegal similar to that in project Phase I target countries. The mission portfolio is large, its focus is on NRM, and USAID/Senegal feels it knows what it wants to do and how to proceed. The mission did indicate, however, that it could, likely in 1995, be interested in discussing with PVO-NGO/NRMS the possibilities for providing training support to USAID in participatory rural appraisal (PRA) and rapid rural appraisal (RRA) skill areas as part of a forthcoming \$25 million initiative still in the planning stages.

A proliferation of foreign assistance and NGO activities has recently taken place in Senegal. The relevant terrain has been covered, arguably superficially, in a way which may leave NGOs lacking the exuberance of NGOs elsewhere to discuss new opportunities with potential new partners. Evidence of this was in CONGAD's indifference to provide the forum for the NGO meeting convened in Dakar to discuss the NRMS project; in fact, CONGAD did not send a representative to that meeting. In short, NGOs in Senegal have considerable experience in dealing with international donors and partners, to the point where a certain indifference among some, but not all, to new opportunities to address outstanding issues may be developing.

A third factor, while it need not be disabling, is that the need to coordinate among other NGO projects, donors and government appears to be challenging in Senegal. If approached haphazardly, this issue could be disabling.

While the government has recognized "the inability of public services to cope with the demands imposed by population growth and rural-urban migration, it is increasingly looking to the private sector to accept the burden for services which were once viewed as the purview of the government," according to a 1990 USAID memorandum. Yet, while the GOS is supporting devolution of responsibilities increasingly to the grassroots level, the skills needed to capitalize on this opportunity among NGOs and local communities are lacking.

Finally, the apparent GOS complicity in the destruction of the Khelcom forest through a degazetting of the forest from protected to unprotected status has been widely denounced by

the NGO community. This degazetting opened the door to one of the most powerful political constituencies in Senegal, the Mouride Religious Brotherhood, to expand peanut cultivation into what heretofore had been exclusively a pastoral production zone. The destruction of the Khelcom forest, while impacting on 6,000 transhumant pastoralists through the destruction of an estimated 5,000,000 trees and shrubs and 30 temporary livestock watering sites, has taken on a highly symbolic tenor, and has in many ways confused for Senegalese NGOs and local communities the government's intentions to promote sustainable resource management systems for Senegal's more marginal citizens -- its transhumant pastoral populations.

The GOS indicates that it, like many others in Africa, is in the process of trying to better coordinate NGO and sectoral activities in the context of increasing devolution of management responsibilities to the community level. Its desire therefore, to approve and work in concert with executing NGOs, regardless of the sectoral activity, is high. A key GOS representative consulted for this assessment has himself been to Liberia, Kenya and Zaire and has seen over the past few years NGO umbrella projects in action and is supportive of these projects in the Senegalese context. The existing PVO/NGO support project is one example of government support of NGO umbrella initiatives in the NRM area. Africa 2000 and an upcoming NGO project targeting urban centers is another.

The government states that the time has come for all partners in development to be involved in all phases of activities, demanding a new approach to NGO management. *A priori*, there are no restrictions to foreign NGOs working in Senegal. The government position on NGOs is presented in Decree No. 89-775 which establishes NGO intervention procedures. Under article 18 of the decree, the GOS has signalled that capacity building is a primary objective of government policy.

To the extent possible, international NGOs are to train counterpart Senegalese staff as well as village-level associations leaders, with the intent of enabling those individuals to acquire essential capacity and skill in sustaining implemented projects and programs in the future.

On the bureaucratic level, a project such as PVO-NGO/NRMS, were it to work in Senegal, would be required to have a "lettre d'exécution technique." The ministries responsible for technical oversight of a given sectoral activity would evaluate the proposed activity. Government services in theory would be identified to intervene in a given situation if it were determined that an NGO did not have the technical capability to assume all the requisite responsibilities. The ability of the GOS to successfully implement such a policy at this time, under a general policy of fiscal retrenchment and decreasing services available in the field, is not known.

The Ministère de la Femme, de l'Enfant et de la Famille puts its stamp of approval on a proposed NGO activity once the ministries responsible for technical oversight evaluate technical soundness.

The GOS approach is to assure that all ministries are aware of what NGOs are doing in a given sector, and to create a dynamic and programmatic approach to particular activities (versus a project approach). Thirdly, the objective is to create viable government/NGO partnerships in particular sectors. Much clearly depends on the Ministère de la Femme, de l'Enfant et de la Famille to coordinate the approval process among different concerned ministries. For the natural resources sector, numerous ministries would in theory need to be involved to approve the activity.

Senegalese NGO officials, like many Sahelian counterparts, enjoy analysis and advocacy activities. The declaration put forth by the Comité de Soutien à Khelcom attests to this fact. That the NGO community feels confident enough to convene a meeting and to put forth the declaration as it did, publicly and directed to government, demonstrates that freedom of speech is enjoyed in Senegal, that NGOs are trying to become more active advocates for sustainable NRM activities, and that efforts to further strengthen NGO analytical skills would likely be well received by Senegalese NGOs.

Senegal prides itself as being a country with one of the stronger democratic traditions in Africa. Based on the quantity of NGOs operating in Senegal, and the increasingly frank level of debate in Senegal, freedom of speech appears to be an increasingly common and valued phenomenon. The ability of NGOs to operate freely in Senegal, on an implementation level and on a policy level (i.e., the Khelcom/Mbegué incident) would indicate that the policy environment in Senegal could foster a project like PVO-NGO/NRMS which itself promotes democratic processes and institutions.

DONOR TRENDS IN NRM PROGRAMMING:

Many donors are active in the natural resource sector in Senegal. The **United Nations Development Programme (UNDP)** through **Africa 2000** is funding activities in information exchange, environmental education, research, project implementation and monitoring. As in Cameroon and Uganda, Africa 2000 activities in Senegal appear to complement in style and target the types of activities which PVO-NGO/NRMS undertakes in its focal countries.

The **Ford Foundation** and the **International Council for Research and Development (ICRD)** support the **PRAAP -- Programme de Recherche-Appui des Associations Paysannes** -- which is devoted to strengthening NGO capacity in community-based diagnostics, similar to PRA (participatory rural appraisal), for improved organizational performance, use of credit and participatory agricultural research. This type of activity has also been promoted by PVO-NGO/NRMS in its current focal countries.

The **World Bank** together with **USAID**, the **French government**, the **Norwegian government** and **CCCE (Caisse Centrale de Coopération Economique)**, are planning a \$30 million project in NRM on promotion of policy changes conducive to more sustainable land use throughout the country.

Taken as an ensemble, these different donor programs cover policy issues related to NRM (World Bank and USAID), grassroots participatory methodologies related to NRM (Ford Foundation), field level activities (Africa 2000 and USAID), and technical and institutional strengthening (Africa 2000 and USAID). As many of the bases are being covered by different donors, the challenge to the PVO-NGO/NRMS project in developing a program in Senegal is to determine where needs (or opportunities) on a thematic and geographic basis exist, and program accordingly.

It is certainly true that all needs are not being addressed by donors. Nevertheless, relative to many countries, donor programming appears to be addressing natural resource sectoral issues fairly comprehensively. Whether PVO-NGO/NRMS could add sufficient value above and beyond that already programmed in Senegal would depend largely on its ability to tap into ongoing programs, and promote synergy in the NRM sector. This appears feasible. In addition, opportunities exist in certain skill areas in which donors are currently not focusing, i.e., support of greater coordination among NGOs focusing on NRM; promoting advocacy skills; and, extending participatory methodologies in appraisal or diagnostics at the community level.

Overall, the donor environment appears to offer a supportive and potentially logical context within which a project like PVO-NGO/NRMS could function. The caveat to this is that the USAID mission would likely, on the basis of its program in NRM, not feel the necessity for the project to operate under its current mandate in Senegal. This appears to be based somewhat on a subjective belief that a PVO-NGO/NRMS project simply could not be supported by the mission. It also is based on the fact that the mission has a significant portfolio already established and that without denying the potential credibility of the PVO-NGO/NRMS approach, it perceives a number of competing areas in which NGOs could deliver services to support the existing USAID program.

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

USAID has identified NRM as a priority sector for its Senegalese portfolio. The following projects are now being implemented with USAID support or are in the design phase:

- PVO/NGO support project; \$15 million; implemented by TransCentury, Inc.
- agricultural research; \$19 million; implemented by the Institut Sénégalais pour la Recherche Agricole (ISRA) and CID.
- reforestation; \$12 million; implemented by CECID.
- community-based NRM (CBNRM); \$25 million; design phase.
- Casamance land reclamation project; \$14 million.
- policy reform in NRM; \$30 million; co-implemented by World Bank, French and Dutch governments.

Another project with NRM elements which recently has been submitted for mission consideration is an approximately \$12 million Africare project in Kaolack focusing on agricultural production and NRM.

To a degree, USAID/Senegal, through its PVO/NGO support project, is already funding an activity which covers capacity building activities similar to those which PVO-NGO/NRMS focuses on, albeit in a greater number of sectors. The fact that NRM is not the sole targeted sector of the PVO/NGO support project reduces the potential impact the project can have on NGOs working in NRM; i.e., the full range of NGO support needs in NRM will not necessarily be covered by the PVO/NGO support project. On the other hand, it is clear that the project's methodology and objectives would be both consistent with and complementary to a PVO-NGO/NRMS project in Senegal.

It appears that USAID would only consider collaboration with PVO-NGO/NRMS under some form of bilateral agreement, perhaps under the as-yet-to-be approved CBNRM initiative. The mission would be open to discussing the possibility for PVO-NGO/NRMS to provide training in PRA and RRA types of activities as part of this larger AT/GT effort.

While the activities that the mission could be interested in discussing with PVO-NGO/NRMS regarding service delivery in community-based training with NGOs could be interesting, the potential 1995 start-up date for the CBNRM renders this option moot for the present, as it is not clear whether PVO-NGO/NRMS will exist in 1995. Furthermore, USAID/Senegal may be better off negotiating bilaterally with a PVO experienced in PRA/RRA type work for this activity. By 1995 an assortment of U.S. PVOs will have some valuable experience in this area.

NATURAL RESOURCE ISSUES:

(The following information is largely adapted from *Opportunities for Sustained Development in the Sahel: Successful Natural Resources Management in the Sahel* (Shaikh, et al, 1988), and from *Bio-diversity in Sub-Saharan Africa and its Islands* (IUCN, 1990). Original analysis is included as well.)

Senegal occupies 196,722 square kilometers. Twenty-seven percent of the country is cultivated, 29.5 percent is pasture land, and 30 percent is forest or woodland. In 1989, the population was 7.1 million people, with a 2.7 percent annual growth rate.

According to the World Bank index, Senegal is a low income economy.

Senegal's vegetation is predominantly Sudanian woodland, with small areas of evergreen forest and secondary grasslands in the south, dry acacia wooded grasslands in the north, and mangroves on the coast.

While the specifics of the natural resources sector differ from Senegal to Sudan, the two commonly accepted extremes of the Sahelian zone, there are many similarities in NRM issues across the Sahel. From 1972 through 1988 (at the least), a major drought focused the world's attention on the Sahel and on constraints to sustainable economic development in the region. During this period, rainfall was at 60 percent of that pre-drought levels. The major river systems, including the Senegal River, shrunk dramatically in volume; well levels dropped precipitously. Productive trees and valuable grass and medicinal species have disappeared. Brush fires during drought became considerably harder to control. Reduced numbers of pollinators and greater distances between plants decreased seed production, with irregular dispersal by birds, wildlife and cattle.

"Fallback" species in the time of drought such as *Echinochloa stagnina* (or bourgou grass), fonio and bushmeat have become considerably rarer. In areas of the Sahel the loss of shrubs and trees has been so severe that there has been a loss of indigenous knowledge and management systems for horticulture, plant uses, grazing routes and range management. This has led to an overall decrease in indigenous ecological knowledge systems in general.

While the occurrence of drought in the Sahel is not a new phenomenon (recorded droughts of major duration have been noted since the 1500s), what has changed in the Sahel are the demographic and social parameters which influence how drought now impacts the Sahelian landscape and its peoples.

Throughout the Sahel, Senegal being no exception, herders have lost their livelihood. The pressures on the resource base experienced by herders in particular have provoked wholesale changes in NRM strategies, with many herders (and agriculturalists as well) opting for diversified production and management strategies. This has occurred as urban population centers in the Sahel have grown dramatically, leading to an alienation of Sahelians from their ecology, which has in turn impacted directly on attempts to sustainably manage natural resources in a context of dynamic social and environmental change.

The Sahelian environmental crisis has created a situation open to innovation and interventions that can adapt to drought, urbanization and population growth. Over the short-term, the challenge to the natural resources base in the Sahel is to re-establish and restore a resilient and productive agro-sylvo-pastoral production system that maintains the natural resource base. Here, soil fertility and water quality are extremely important. Over the long-term, the challenge is to improve the natural resources base by introducing practices that increase long-term productivity of soils while diversifying the vegetative cover. As clearly delineated in *Opportunities for Sustained Development*, Sahelians are attempting to adapt to the dramatic deterioration of the natural resources base, and are coming up with creative innovations to manage natural resources more sustainably. On this level NGOs have, and will continue to have, a tremendous role to play.

In regard to soil degradation which is at the heart of the Sahel's agricultural productivity crisis, soil erosion and degradation threaten large areas devoted to crop production. Under

natural conditions, scarce nutrients are recycled through the vegetative cover and returned to the soil through leaf fall and root decay. As much of the Sahel's, including Senegal's, original vegetation has been cleared for cultivation, this vegetative loss and ensuing loss of organic matter is a primary contributing cause to soil degradation.

In terms of bio-diversity and its conservation in Senegal, existing protected areas are spread throughout the country's different vegetation zones. Some of these areas have been threatened by illegal hunting, particularly for elephants; it is now estimated that only 50 elephants survive in Senegal, all in the southern Niokolo-Koba National Park.

One of the great threats to bio-diversity conservation in Senegal relates to the issue of pastoral production systems and the problem of overgrazing. The problem is acute because it is often impacted by agricultural sector policies and practices. For instance, the government's decision to allow the cutting of 45,000 hectares of natural forest in Khelcom constrained 6,000 pastoralists and 100,000 livestock to seek out pasture elsewhere. In the process, the natural forest's bio-diversity was destroyed, with in particular, destruction of numerous medicinal plants essential to local pharmacopeia. This clearly impacts on bird and other species habitat, though the incidence in the Khelcom Forest and its results have not been documented.

In terms of conservation needs, it is appropriate to note the opportunity that all sustainable use programs may have, be they related to rangeland management or wildlife resources, such as bushmeat consumption. Projects integrating conservation and development, combined with anti-poaching, could be envisioned in the northern Ferlo, the Delta de Saloum and the Niokola-Koba. As very little is known of Senegal's marine resources, opportunities abound for NGOs interested in basic scientific survey work.

II. Institutional and Technical Issues

NGO CAPACITY:

The ambiguous donor opinion regarding NGO capacity in Senegal is captured in the comments of a USAID mission official which, summarized, follow:

"The demand for NGO services far outpaces capacity. Many NGOs have only recently been formed. They are inexperienced and under-funded. For example, 69 percent of all the NGOs working in Senegal have been created or have arrived within the past 10 years. More than 40 percent have fewer than 10 staff members, almost 40 percent have an annual budget of less than \$250,000. A full 90 percent of national NGOs are dependent on funding from outside the country.

"The potential offered by the NGO community is impressive. Work under the USAID-funded community and enterprise development (CED) project, for example, has shown village organizations capable of launching income-producing projects, profiting and paying off loans; it has shown that PVOs and NGOs have first rate field technicians, able to organize and advise villagers; it has demonstrated that PVOs, NGOs and village organizations can collaborate effectively on training and credit programs.

"At the same time, however, it has raised concerns about the institutional weakness of many NGOs. Many lack capacity to research, design, implement, monitor and evaluate projects. Few have the resources to do their own manpower planning and development. The ability to train is limited by finances, and the capacity for long-term planning is limited by experience."

While relative to many countries Senegal continues to benefit from strong donor support in the natural resource sector, there remains outstanding a serious need for NGO technical capacity strengthening. With the structural reform program in mind, and with associated raised expectations of NGO ability to deliver requisite services to promote sustainable NRM at the grassroots level, NGO strengthening in Senegal over the short- to-medium-term will likely need to intensify. The NGO community is still not at the point where it can design, implement, monitor, evaluate and correct NRM activities in a manner to guarantee sustainable development and NRM at the grassroots level.

NGO technical capacity in NRM in Senegal, despite the relative proliferation of donor and NGO activity in the sector, appears to be limited relative to the challenges at hand.

A summary of perceived strengths and weaknesses of Senegalese NGOs follows below. One must however be careful in generalizing about NGO perceived strengths and needs based on a rapid assessment, since inevitably only a percentage of NGOs and donors working with NGOs are surveyed. Nevertheless, the following can be put forth as NGO perceived strengths and needs:

Perceived strengths of NGOs working in NRM in Senegal include:

- facilitation/animation;
- awareness raising; and
- nursery establishment.

Perceived needs of the NGOs include:

- training in the following areas:
 - diagnosing NRM needs as well as potential and appropriate responses at the community level;
 - extension methodologies for different NRM technologies;
 - training of trainers in the aforementioned areas;

- project design and proposal preparation;
 - financial and organizational management; and
 - monitoring and evaluation of NRM interventions.
- NGO coordination in:
 - information exchange of viable approaches in NRM based on lessons learned by NGOs, government and others intervening in the sector;
 - advocacy;
 - transfer of skills; and
 - database development of in-country and regional NRM expertise.

In general, Senegalese NGOs express the opinion that NGO capability in design and implementation is, not surprisingly, varied. NGOs have proliferated in recent years, so that the structure of these newly formed NGOs is not optimally solidified. Nor is functioning always smooth. There is near unanimous agreement that institutional strengthening of NGOs is a major endeavor requiring continued support.

Implementation of any NGO strengthening activity must complement the main NGO strengthening activities already underway in country. These would be: Africa 2000; USAID's PVO/NGO support project; Ford Foundation/ICRD PRAAP activities; and CONGAD's activities through its environmental working group.

It is feasible for new players to intervene in Senegal in NGO strengthening activities. It is imperative, however, that given the existence of ongoing NGO programs, any new NGO strengthening initiative be designed as a function of ongoing NGO strengthening projects or programs. Any strengthening activity must first learn from the experience of these activities, and determine where, in a thematic and regional sense, it would be most appropriate to intervene. This is particularly true given what appear to be highly significant Africa 2000 and PVO/NGO support project programs.

For example, while Africa 2000 and the Ford Foundation work both with local communities and service delivery NGOs, how much attention is actually focused on what heretofore has been the backbone of PVO-NGO/NRMS's activities: NGO technical and institutional capacity strengthening? If it were determined that training activities appear leveraged primarily toward community-level organizations, then a niche would need to be found. With the PVO/NGO support project, if it appeared that management capability was stressed, then opportunities would likely exist for more technical types of training in NRM project design, rapid rural appraisal, NRM in pastoral production systems, etc. Any PVO-NGO/NRMS program would therefore need to either complement or strategically reinforce ongoing donor training programs.

STRUCTURING A PROGRAM/LEAD ROLE:

The objective of a PVO-NGO/NRMS style project in Senegal would be to complement, both thematically and geographically, ongoing donor NGO programs. Training activities would be structured so as to complement those implemented by other projects and donors. In the case of the PVO/NGO support project, this would have the advantage of freeing up project resources for other sectors such as health and agriculture. As much of the PVO/NGO support project focus is directed to village and community-level groups, with support from NGOs to help the former groups design and implement projects, an objective of a PVO-NGO/NRMS project in Senegal could be to guarantee that NGOs can help fulfill their mandates.

The specific types of training needs that would be addressed in a PVO-NGO/NRMS project in Senegal are identified above.

Participants in NRMS would be all interested NGOs and community-based groups with a focus in NRM activities. There are several possible candidates for playing a lead role in helping organize NGO activities in the natural resource sector.

The most obvious is CONGAD. CONGAD prioritizes agriculture, health and education, and recently added the environment to this list. Its main *raison d'être* is coordination, animation and information, though it is not clear how NGOs perceive CONGAD'S ability to effectively coordinate in these sectors. What is clear is that CONGAD is perceived as having a coordinating mandate within the NGO community, though this is not an exclusive mandate.

There are additional options available in Senegal to consider as well.

Any new consortium project in Senegal will need to structure its activities in such a way that complementarity between different donor/government/NGO programs is reached. While not a complicated task, it will require rigor in application. This means that a new activity should seek out to determine, through discussions with ongoing programs, the thematic and geographic opportunities for synergy, collaboration and complementarity. If approached on this basis, it is likely that a PVO-NGO/NRMS activity could play an enormously useful role in Senegal, a country where coordination among activities, while desired, is still not wholly operative.

CONSTRAINTS AND CONSIDERATIONS:

The main constraint to PVO-NGO/NRMS working in Senegal lies in USAID'S interest in the project. PVO-NGO/NRMS is a capacity building activity which focuses on trickle-up approaches to problem identification and programming. It can operate very effectively in situations where an NGO community wishes to come together to work on problems

commonly identified and perceived of interest to NGOs as individual organizations as well as in consortium.

While it appears that this type of activity could be of great interest to the NGO community, as well potentially to government, it is not clear what donor could support the initiative. USAID/Senegal has a clearly defined program which prioritizes NRM and which identifies an increasingly important role for NGOs. It does not, however, appear that an additional capacity building project targeting NRM which is somewhat similar to the PVO/NGO support project is seen as a priority by the mission at this point.

This does not mean that a PVO-NGO/NRMS activity would not be desirable in Senegal. It simply means that identifying a donor to support this activity will require additional investment of effort.

PROGRAM STATUS:

If a second phase of PVO-NGO/NRMS were to begin in four new focal countries, Senegal could very well be a country in which a less-intensive program could best be established. Senegal could benefit from sub-regional activities tying in to any new West African focal country programs, along with any follow-on activities in Mali and Cameroon. There is both strong NGO experience to be tapped into among certain NGOs in Senegal, as well as excellent opportunity to strengthen Senegalese NGO capacity. For this reason, strong consideration should be given to the feasibility of structuring a less intensive program in Senegal, should a Phase II be undertaken. Thus while Senegal could be a focal country in a Phase II, from a donor perspective it may be more feasible for activities to proceed with Senegal as a non-focal country.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- A PVO-NGO/NRMS project in Senegal could be most opportune. It is incorrect to suggest that because Senegal has enjoyed the benefit of receiving significant donor aid flows since the 1970s that it therefore is no longer in need. On the contrary, Senegal has received disproportionately large shares of aid precisely because of its dramatic natural resource/sustainable agriculture situation. While certain types of NRM activity have been well learned by NGOs -- nursery establishment, tree planting, well digging -- a myriad of NRM skill areas remain weak, both at the NGO and at the community level.
- The need for technical capacity building for Senegalese NGOs is considerable; skill building in areas such as monitoring and evaluation, agricultural extension, tapping into data bases and networking would all be highly valuable.

- NGOs should be encouraged to become increasingly involved in policy issues and policy dialogue, which will require these agencies to increase their sophistication in addressing these issues.
- An outstanding issue recommended for USAID consideration is the thought that given the mission's proven commitment to NRM programming, could value not be added to the portfolio in considering the relevance of a PVO-NGO/NRMS program in Senegal to complement ongoing projects?
- It is recommended that any donor interested in NRM issues in Senegal design programs that will complement other donor efforts in the sector, given its complexity and the multitude of challenges. Based on NGO response during the assessments, it is further recommended that donors other than USAID seriously consider the PVO-NGO/NRMS approach to working with NGO communities as a potential model for Senegal. This is important due to the improbability that USAID would support a PVO-NGO/NRMS project currently, given the scope of their NRM portfolio.
- In any event, the USAID mission is urged to consider the relevance of a PVO-NGO/NRMS style program in Senegal to complement the ongoing PVO/NGO support project by focusing on strengthening NGO capacity in: PRA and RRA as a lead-in to CBNRM; promoting more informed and capable grassroots participation in important national and regional environmental issues; designing, implementing, monitoring and evaluating NRM projects which will complement agricultural production activities; and, offering regional networking activities through the project's regional program.
- Senegalese NGOs and supporting donors should make themselves aware of what PVO-NGO/NRMS has done in Mali, which has immediate application for the situation in Senegal. Opportunities for collaboration exist with PVO-NGO/NRMS/Mali through the Comité de Coordination des Actions des ONGs Maliennes (CCA/ONG).

**Attachment A
Contact List**

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 - **Ministère de la Femme, Finances, et L'Environnement:** Cheikh Amar.
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ANNEX 1

I. INTRODUCTION

1. Background to PVO-NGO/NRMS

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

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

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

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

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

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

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

2. Rationale for this Assessment

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

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

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

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

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

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

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

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

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

3. Overview of Results

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

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

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

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

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

4. Summary of Recommendations

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

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

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

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

II. OVERVIEW OF FINDINGS

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

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

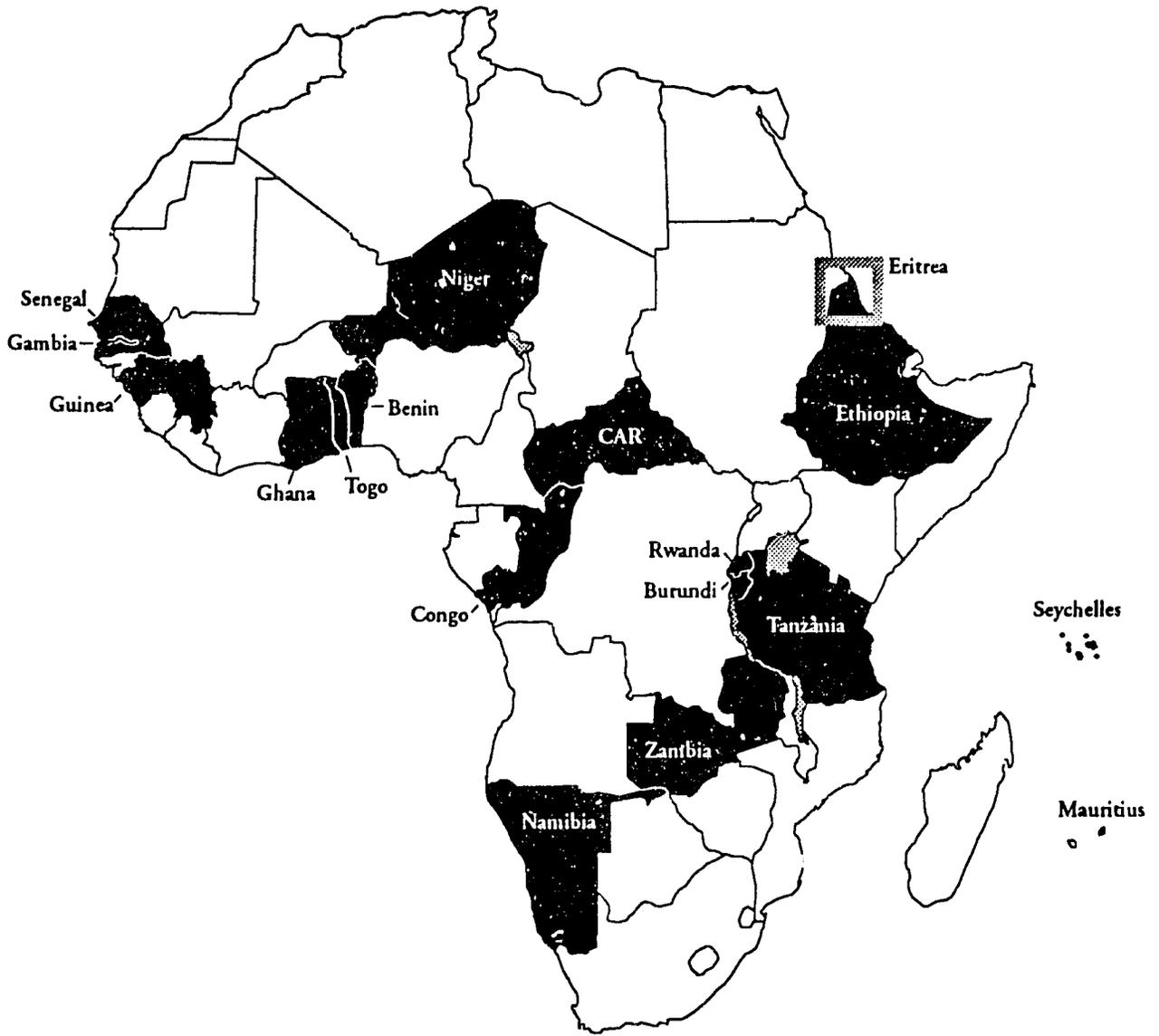
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

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

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

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



The African Continent

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Table 1 NGO/NRMS Assessment Ratings

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

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

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

(2) Desk study only.

(3) Based on information from USAID/Guinea.

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

(5) USAID interest either not explored or uncertain.

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

(7) Based primarily on 1990 assessment of opportunity.

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

(9) Based on information from USAID/Senegal.

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Overview of Findings Matrix

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

Overview of Findings Matrix (continued)

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

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Overview of Findings Matrix (continued)

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