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PVO-NGO/NRMS PROJECT

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

SEYCHELLES

March 1993

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



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and
Natural Resources Management**

**SEYCHELLES
Country Assessment**

**Prepared by: Michael Brown
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**March 1993
PVO-NGO/NRMS Project
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Foreword

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

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

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

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

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

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

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

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

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

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

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

March 22, 1993

SEYCHELLES

Country Assessment

DISCUSSION

I. The Context of NGO Work in Natural Resources Management (NRM) in the Seychelles

NGO EXPERIENCE:

Until very recently few NGOs existed in the Seychelles. According to most NGOs now working there, the country previously did not offer an enabling environment for indigenous NGOs to establish themselves and flourish. With the tides of democracy sweeping across Africa and the rest of the world, the Seychelles within the past several years has benefitted greatly from the end of the Cold War and from the opening up of previously "closed" societies to democratic processes and debate. As a result, the context of NGO work in Seychelles has changed dramatically over the past few years.

NGO work in NRM in the Seychelles has been primarily oriented to conservation-related issues. With the exception of perhaps the Seychelles Island Foundation, no NGO is involved with natural resources management per se. Most work has been done on a voluntary basis; i.e., the handful of Seychellois NGOs which are operative have done so as volunteer organizations, and on an "after hours" basis. There has been, until quite recently, no coordination among these NGOs, nor has there been much contact between these NGOs and the international NGO and donor community. Within the past several years contact through workshops and fact finding assessments between Indian Ocean NGOs -- those from Seychelles, Madagascar, Mauritius, Comoros and Réunion -- has been promoted. This has been facilitated by the Commonwealth Association for Anglophone countries, and recently the Fondation de France.

Within the past year the Seychelles Environmental Lobby (SEL) has been formed. SEL was created at the same time that the government began permitting greater freedom of expression in the country. SEL has questioned the government on television, radio and print matter over key government programs which they feel portend potentially serious environmental repercussions. The extent to which the SEL has spoken frankly on issues pertaining to government sanctioned activities with potential negative environmental impacts, and to which the newly formed Seychelles Institute for Democracy has done the same on to the need for democratic institutions in the Seychelles of today, demonstrates how far freedom of speech has come in the country.

NGO PROFILES:

The Seychelles Environmental Lobby (SEL) is a recently formed organization. The forum, which has yet to evolve into an "organization" as such, is comprised of Seychellois who are concerned about government environmental policies. A number of the members are lawyers and other well-educated professionals. SEL has an unofficial advocacy and awareness raising mandate. To date it has focused attention on issues that normally would fall under the domain of environmental impact assessment activities, particularly in regard to public sector policies and project activities which could have negative environmental or social impacts. SEL claims that its main interest is to see that government implements the management plans that it commissions in order to prevent negative environmental and social impacts from projects.

SEL is attempting to play a major awareness raising role through the media on issues pertaining to the impact and sustainability as proposed granite quarrying on the environment, illegal green turtle hunting, and the impact of development on the nation's tourism based economy. Like the Partnership Foundation, it is keenly interested in rubbish disposal problems; in a country comprising 450 square kilometers dispersed over 115 often tiny islands in a 1.3 million square kilometer nautical economic zone, these problems take on significant proportions. While the population of Seychelles is only 67,000 people, the more than 100,000 tourists received annually combines to put significant pressures on a highly fragile ecosystem.

The Partnership Foundation was formed by an American expatriate. The organization focuses awareness raising on related issues such as urban trash disposal, the impact of indiscriminate sea shell collection, the potential for recycling, and the causes of mangrove pollution and its impact. The Foundation also undertakes feasibility assessments, with one on the potential for sustainable development of seaweeds a case in point.

The Seychelles Institute for Democracy was recently formed to further encourage democratization processes in the Seychelles. This NGO has no particular sectoral mandate. The Institute is particularly interested in promoting discussion among an international audience as to how technical assistance can help promote the democratization process in the Seychelles. In attempting to carry out this task, the Seychelles Institute for Democracy organized meetings among the NGO community during the PVO-NGO/NRMS assessment in the Seychelles.

The president of the Institute is a former Seychelles Minister of Planning and External Relations, and former regional representative and director of UNEP's Nairobi-based regional office in East Africa.

The Seychelles Island Foundation has appointees from both government and private sector interests. Its patron is the President of the Republic. The Foundation is responsible for research related to, along with management of, Aldabra atoll, home to the world's largest

population of giant land tortoises (150,000), as well as several thousand green turtles, another endangered species listed on the Convention on International Trade in Endangered Species (CITES).

The **Seychelles Credit Union** has a permanent staff of eight. It is the exception to the NGO rule in this regard. It provides credit services to 6,000 members at one percent monthly interest rates. Loans are provided for housing, land purchase, home improvement and small business enterprise. The average loan is 30,000 rupees (\$6,800). The Credit Union also houses the Liaison Unit of Seychelles NGOs (LUNGOS).

Liaison Unit of Seychelles NGOs (LUNGOS) was formed several years ago at the instigation of government. It groups a number of the country's NGOs, environmentally-oriented or otherwise. LUNGOS has operated out of the Seychelles Credit Union for lack of other patron or donor funding. The aim of LUNGOS is to provide information exchange and coordination among the NGO community in the Seychelles, and between this community and other NGO groups in the sub-region. Admittedly, this mandate has been only superficially addressed, though hopes are high among LUNGOS staff members from the Seychelles Credit Union that LUNGOS will be able to play a more meaningful role in the NGO community than it has hitherto. Among its members are the following NGOs: **CARITAS, Bahá'í Assembly, Seychelles Credit Union, Special Olympics, Fondations des Iles, Rotary Club.**

The **Peace Corps** program in the Seychelles focuses on natural resources management issues in addition to education. Four volunteers as of mid-1992 have been under the employ of the Department of Environment working under the Director of Conservation and National Parks. Two of the volunteers' work has focused on support of protected areas management in reserve areas at La Digue (La Digue Vev Special Reserve), Praslin, and Curieuse, Seychellois islands. Two others have focused on environmental impact assessment and policy related work based out of the capital, Victoria Mahé.

The **International Council for Bird Preservation (ICBP)** is responsible for managing the nature reserve on Cousin island. Perhaps ICBP's greatest success has come on Cousin, an ornithological sanctuary since 1968 when World Wildlife Fund (WWF) helped ICBP purchase Cousin as a haven for endangered land and sea species. These include the endangered hawksbill turtle, the Seychelles turtle dove, and the Seychelles warbler to name a few.

ICBP is also conducting research on Frégate Island to determine the needs of the magpie robin, once common throughout the Seychelles' granitic islands but now an endangered species.

The ICBP is represented by the acting director of Conservation and National Parks. The fact that the director is familiar with both NGO and government activities in conservation is a distinct advantage for NGOs interested in participating in conservation work in the Seychelles.

The Royal Society for Nature Conservation (RSNC) set up the La Digue Vev Reserve in 1981. The reserve is now jointly managed by RSNC along with the Seychelles National Environment Commission. RSNC also manages the Aride Special Reserve which is home to the world's largest colony of at least one, perhaps two, species of seabird. The island is part of a group of the world's only granitic islands. Under RSNC management, Aride's population of roseate terns has risen from 50,000 pairs in 1973 to 300,000 in 1991.

Val d'Andora is a small potters cooperative. Its interests are in small business enterprise and sustainable use of natural occurring materials used in pot making.

The Nature Protection Trust is a recently initiated, expatriate-inspired organization which, as its name suggests, is involved in conservation work. This NGO takes a hands-on, private sector approach to protected area (or endangered species) management. Its areas of interest appear to be similar to those of RSNC and ICBP.

The Seychelles Potters Cooperative is another small business enterprise focused NGO targeting Seychellois potters.

The Swedish Volunteer Agency (SVA) is similar to Peace Corps or the French Volontaires de Progrès. Its volunteers work mostly in the education and health sectors. It does not undertake, nor does it envision, any program for the NRM sector. SVA could be interested in focusing on health issues pertaining to the environment.

ENABLING ENVIRONMENT:

The environment within which NGOs work in the Seychelles has changed considerably in recent years. Until recently any form of opposition to the single party line of the Seychelles Peoples' Progressive Front (SPPF) was not only frowned upon, but was virtually non-existent in the country. Many political opponents to the SPPF were forced to leave the country, in fact.

Within the past two years, the political process has opened up dramatically. In July of 1992 there was an election in which SPPF gained a majority vote for reinstatement; several opposition parties participated in this process, and the public accepted the election results as credible. Many of the political opponents of the SPPF returned back to the Seychelles following this change.

This trend toward democratization, though recent and still fragile, is nonetheless very important in the Seychelles. It is on the basis of this trend that NGOs in the Seychelles are beginning to convene in larger meetings and are considering developing stronger programs.

On the government side, the Ministry of External Affairs, which is responsible for oversight of NGO activities, wishes to encourage NGO activities on the one hand, and possibly

coordinate sectoral initiatives on the other. The signal to NGOs is that the policy environment is favorable for permitting NGOs a greater role in the country's affairs. For NGOs, particularly those involved with LUNGOS, greater government commitment could be demonstrated by a modicum of financial support for NGO activities. Here the example of the Mauritius Council of Social Services (MACOSS), which receives a subsidy towards office and administrative costs, is likely a model for LUNGOS. The implications in terms of freedom of programming and expression from such a government subsidy of LUNGOS activities may not have been wholly considered by the latter.

PERCEIVED NEEDS:

The need for a PVO-NGO/NRMS-type activity in the Seychelles is clearly expressed by both NGOs and government authorities consulted during this assessment. The NGO community feels isolated as it has had little contact with the global NGO community.

On a technical level, NGO skills are not well developed in the Seychelles. Again, few NGOs can be labelled "professional" organizations. Nonetheless, as most NGOs have relatively (if not very) well trained membership, and as the climate for NGO work is evolving positively, the opportunity to increase NGO technical and institutional capacity in the Seychelles will increase.

There is a general feeling in both the NGO community and in government that development of the tourism and fishing industries has been so great over the past 20 years, particularly of the former, that there is a great need for developing NGO capacities to help serve as a check on any damage to the local environment.

Groups such as SEL are interested in developing greater technical capacity on environmental related issues. For example, SEL would like to be able to participate in some way in the environmental impact assessment (EIA) process. This could be both at the technical level of EIAs, or it could be at the advocacy, extension or policy level of application of the results of EIAs.

The Nature Protection Trust could, with greater institutional capacity, become more involved in aspects of conservation management similar to the Seychelles Island Foundation's work in Aldabra. This would likely be welcomed by the government, as National Parks Department capacity to manage all aspects of its extensive interests is limited.

GOVERNMENT AND DONOR TRENDS IN NRM PROGRAMMING:

The dominant international donors in the Seychelles have been the United Nations Environmental Program (UNEP) and the World Bank. UNEP together with the United Nations Development Program (UNDP) and the World Bank collaborated in developing the

environmental management plan for the Seychelles (1990 - 2000). World Bank has a \$5 million road rehabilitation and maintenance program planned, and also had further work on environmental management planning earmarked for 1992 funding.

Nevertheless, for the time being there is no discernible trend per se in the Seychelles regarding NRM programming. The US Agency for International Development (USAID) does nothing in the NRM sector in the Seychelles. Government is working within its budget to manage protected areas. Were NGOs available and capable of delivering management services, the Department of Environment would be happy to broaden its collaboration with NGOs. Due to the small size of the sector, little attention goes to agriculture in the Seychelles. Nevertheless, opportunities would seem to abound for both international donors and NGOs to develop small, potentially viable NRM programs in the Seychelles.

The USAID program in the Seychelles has been managed out of the Nairobi Regional Economic and Development Support Office (REDSO). According to REDSO, the Seychelles will be receiving less funding in coming years as USAID programming winds down. Because it is a middle income country with gross domestic product per capita of more than \$2,600, the Seychelles is not a priority country to receive assistance from USAID.

NATURAL RESOURCE ISSUES:

The challenges to natural resources management in the Seychelles are quite particular. The country comprises 453 square kilometers dispersed over 115 often tiny islands in a 1.3 million square kilometer nautical economic zone. Eighty of these islands are uninhabited. The islands are either granitic or coralline, with the former concentrated in the main Seychelles group and the latter widely scattered throughout the territory. The granitic islands are more rugged, larger and more populated. The granitic islands also house most of the endemic species of the Seychelles.

On the coralline islands, the Aldabra heritage site is the most famous. The four island group is the largest coral atoll in the world.

Many of the botanical and bird species are endemic to the Seychelles, with some populations numbering in the dozens.

The biological and cultural richness of the Seychelles island group is not confined to land. The area supports a vast array of fringing and atoll coral reef systems, and marine species diversity is extremely high. The coastal environments of many of the uninhabited islands provide critical habitat for endangered whales, dugongs, and sea turtles, while productive wetland and seagrass areas act as nursery habitat for coastal and open ocean species. Seychellois have a strong dependence on marine resources for both subsistence and tourism, yet tradition and largely sustainable use of these resources have been superseded by the rush to develop.

Unfortunately, what little attention is focused on marine conservation in the Seychelles targets species of special concern, like sea turtles, and not the ecosystems on which they depend. World Bank lending policies have done little to mitigate destruction and have focused little attention on the salient problems. Local NGOs working in a coordinated fashion with other NGOs in the region to complement the activities of the Department of Conservation and National Parks, offer the principal hope of keeping the Seychelles coastal and marine system healthy and productive.

The more than 100,000 tourists received annually by the Seychelles combines to put significant pressures on a highly fragile ecosystem. The challenges thus facing the Seychelles, given the importance of its species' diversity and endemism, along with acute and focalized resource use pressures, are highly particular.

The primary NRM challenge facing the Seychelles would seemingly be to promote sustainable development; i.e., development which does not endanger the unique flora and fauna found in the Seychelles. This problem is particularly acute in the "inner" granitic islands on which most of the population and economic activities are concentrated. At present on these islands, severe competition between potentially conflicting use is experienced; i.e., housing, agriculture, tourism and industry.

NGOs have a potentially important role to play in: serving as SEL has done as a "check" on government activities in the sector; working more and more in partnership with the Department of Environment to assist in applying, wherever possible, land use planning to help prevent soil erosion on mountain slopes and to prevent inappropriate landfill, dredging, and pollution on the coralline reefs; and, awareness raising in regard to habitat destruction and the often detrimental impact on exotic plant and bird species. Many of these activities are central to the environmental management plan for Seychelles.

Opportunities would seem to abound for NGOs in awareness raising, identifying where and how conservation can be integrated with development (see for instance the Partnership Foundation's work with potential small business enterprise ventures with seaweed), and assisting in implementation of the environmental management plan where appropriate. Providing a check on development in the hotel and tourist industries and its impact on the coastal environment represents an important opportunity.

II. Institutional and Technical Issues

LOCAL NGO CAPACITY/NGO INSTITUTIONAL STRENGTHENING NEEDS:

NGO capacity in the Seychelles to design and implement projects is limited in one sense, but has great potential in another. Because the NGO community is comprised of individuals working for international conservation organizations on the one hand, and oftentimes well

educated Seychellois in grassroots organizations on the other, there is an existing nucleus of expertise and potential talent in the Seychelles. What is lacking is for organizations with relatively limited track records to develop institutional and technical skill areas which will permit the organizations to go beyond the "mom and pop" level of current operations. For the international conservation organizations, it is likely that skills could be built by tapping into regional fora and training opportunities. Exposure to innovative approaches to raising conservation awareness or training techniques in integrated conservation and development underway elsewhere in the Africa and Asia are relevant examples. The international conservation NGOs already know how to approach international donors for specific types of conservation funding. It is likely that these organizations could help newer Seychellois counterparts, working in conservation or other sectors, to enhance these skill areas. In the right context and with the proper coordination, existing technical strengths in project design and proposal preparation could be capitalized upon.

For an organization like SEL, which sees its niche at the level of participating in EIA-related work and in advocacy, it is likely that specialized trainings would be required. So too, it is likely that some form of staffing commitment among both members and outside partner agencies will need to be made to provide the organization with the necessary "infrastructure" so that it can undertake and sustain credible activities. Here it could be possible that the Seychelles Institute for Democracy, with its excellent base of international contacts, could be of assistance to NGOs like SEL. LUNGOS, because of its official role as an NGO coordinating body and the capability of its director (from the Seychelles Credit Union) to evaluate project proposals for funding, should be able to play both a coordinating and technical support role. The existing body of in-country expertise, if properly coordinated and supportive of the needs of the NGO community, offers an interesting opportunity today in the Seychelles. Both government officials contacted, and external 'NGOs' such as the Peace Corps and the Swedish Volunteers, believe that the potential is excellent for NGOs to play an increasing role in Seychelles' public fora.

The NGOs in the Seychelles, probably because of their relative isolation and small numbers, in addition to years of relative dormancy, are now open to new opportunities. The NGO community, albeit small and overwhelmingly operative on a volunteer basis, is highly motivated and prepared to collaborate in activities which will increase their capacity to intervene productively in the natural resources sector.

Excellent potential would seem to exist for the building and strengthening of a viable national level consortium structure, similar to those operating in PVO-NGO/NRMS focal level countries. As LUNGOS is mandated to serve as a liaison between NGOs in the Seychelles, it may be the logical starting point to structure a national consortium.

STRUCTURING A PROGRAM:

The objectives of an NGO program in NRM in the Seychelles would be to:

- provide NGOs with a forum which will help coordinate activities and promote collaboration between organizations;
- provide a source for identifying and providing needed technical assistance;
- improve NGO institutional capacity so that NGOs can become more effective participants in NRM in the Seychelles; and
- promote collaboration between NGOs and government as appropriate so that democratization initiatives which support sustainable development and NRM are promoted.

LEAD ROLE:

The lead role for this activity could be assumed by several possible candidates. LUNGOS is an obvious candidate for coordinating activities since that is more or less its existing mandate, though its staffing and institutional capacity would require strengthening. The Seychelles Institute for Democracy could also play a coordinating role, though its skills may be better utilized at the policy level, and in providing punctual support for LUNGOS activities. A third alternative could be to base an activity around the Seychelles Environmental Lobby (SEL) as it is already more active than LUNGOS in the general area of NRM. The problem with SEL is that it, like LUNGOS, lacks institutional capacity in terms of infrastructure and permanent staff.

LINKAGES WITH OTHER NETWORKS:

Any program in the Seychelles could be linked with oncoming Indian Ocean initiatives. Fondation de France is trying to catalyze greater coordination among an Indian Ocean group of NGOs. The potential to link up with the Conseil Malgache des ONGs Pour le Développement et l'Environnement (COMODE) in Madagascar, a PVO-NGO/NRMS supported group since 1989, should be excellent. In Mauritius, LUNGOS already is in communication with MACOSS, the Mauritius Council of Social Services. Opportunities to participate in activities organized through MACOSS should therefore become increasingly available.

CONSTRAINTS AND CONSIDERATIONS:

The social environment is better now than at anytime during the past 20 years in the Seychelles to attempt to create a viable NGO community focused on NRM issues. And the NGO community is already fairly oriented to NRM issues, and it is very willing to

participate in a consortium building and capacity building activity so as to promote NRM at this time. Nevertheless, there remain other considerations. The main constraints to launching a NRMS program in the Seychelles today are:

- the NGO community operates by and large on an ad hoc basis on NRM issues due to lack of permanent staffing on the part of most national NGOs;
- international NGOs tend to focus exclusively on highly specific conservation issues;
- NGOs may not be sufficient in number, nor have the time, to justify an external donor promoting a full-fledged NGO program in NRM similar to what PVO-NGO/NRMS has done in Cameroon, Madagascar, Mali or Uganda;
- while the climate between government and NGOs is becoming more and more positive, NGOs may be suspicious of government intentions to enable them to develop their capacities; and
- many NGOs in the Seychelles are oriented towards small business enterprise initiatives, which need to be better tied into NRM.

The major constraint may be to find a donor which is willing to promote a regional approach to working with NGOs in NRM in the Seychelles, and elsewhere in the Indian Ocean. AID is highly unlikely to support this type of initiative as it is veering away from regional program activities in Africa. At the present time, however, the absorptive capacity of the Seychellois NGO community probably would not justify more than, at least at the outset, participation in a strong regional based activity. Any program design for Seychelles should therefore assess the feasibility to establish collaborative links with other Indian Ocean countries.

While it is both true and to the Seychelles' benefit that the country is not in the same situation as impoverished Sahelian or northeast African countries, it is for this very reason that an opportunity exists in the Seychelles. Some of the basic "survival" issues facing Sahelian NGOs, say, are not an issue as such in the country. This offers a distinct opportunity to structure an activity which with minimal input could potentially have significant spread effect.

LEVEL OF EFFORT:

Any level of effort that is systematic and reliable, which is directed to NGOs and to building collaboration between NGOs, and between NGOs and government, would be welcomed in Seychelles. An activity which could build on a greater Indian Ocean initiative focusing on NGOs and NRM issues would be ideal, as this would not overburden the small Seychellois NGO community. As most Indian Ocean Island countries are in a similar position to the Seychelles in this sense, an Indian Ocean level effort may in fact be both feasible and recommended in approaching work in the Seychelles. Were this not feasible however, no

doubt activities could be initiated on a bilateral basis between Seychellois NGOs and outside partners.

In regard to PVO-NGO/NRMS, it is likely that some type of initiative based on a larger Indian Ocean NGO grouping would be most appropriate. The level of effort in a focal country program may be more than could be justified in the Seychelles, at least based on PVO-NGO/NRMS 1989-1992 level of efforts in Cameroon, Madagascar, Mali and Uganda.

In activating an Indian Ocean region-wide activity, there would be significant NGO resources to tap in Mauritius, and PVO-NGO/NRMS already has significant experience with this type of activity working with COMODE in Madagascar. COMODE could clearly participate in a regional based activity, and would be in the position to make significant contributions. How the Comoros, Mauritius and Réunion together with Madagascar could in fact cooperate around a NRMS initiative in the Indian Ocean would require a more specific assessment.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- The Seychelles is an extremely small and unique country. It is a country with tremendous wealth in natural resources. It also is a country in which the NGO community is poised to take off, in its own modest way, given the right type of support.
- The Seychelles is one country where investment of a relatively small amount of funding could lead to measurably important results. While it may not rate on the list of USAID priority countries (or for that matter priority countries of too many donors due to its relative per capita wealth), the NGO community and country as a whole need, and could profit well from, judiciously applied outside technical assistance. Any donor or potential international NGO partner interested in becoming involved in a country where tremendous potential to accomplish something exists due to a positively changing political climate, the size of the country, the importance of the natural resources, the nature and scale of NRM issues given a booming tourism economy, and the existing human resources, should seriously consider work in the Seychelles.

Attachment A Contact List

In the Seychelles:

- **Seychelles Institute for Democracy:** Dr. Maxine Ferrari, president.
- **Seychelles Credit Union/LUNGOS:** Emile Esparon, manager.
- **Seychelles Environmental Lobby:** Percy Ah-Mane; Andre Derjacques.
- **Seychelles Island Foundation:** Guy Lionnet, president.
- **Peace Corps:** Marlene Beck, country director; David Neufeld, Charles Seitz, Terry Armstrong, Tim Wilkens, volunteers assigned to Conservation and National Parks, Ministry of Environment, Economic Planning, and External Relations.
- **Partnership Foundation:** Peter Wilcockson; Rosemay Morel.
- **Val d'Andora:** Mickey Asnephy.
- **The Nature Protection Trust:** Ron Gerlach.
- **Swedish Volunteer Service:** Eric Rasmussen.
- **Ceramic Home Industries:** Lucy Hickerson.
- **Seychelles Environmental Lobby:** Jeanne Essac.
- **Chemical engineering student:** Henri Michel Ferrari.
- **Government of the Seychelles:**
 - **Conservation and National Parks, Ministry of Environment, Economic Planning, and External Relations:** Nirmal Javan Shah, director.
 - **Economic Planning Division, Ministry of Environment, Economic Planning and External Relations:** Maryse Roberts.

External:

- **Archie Carr Sea Turtle Research Center, University of Florida:** Dr. Jeanne Mortimer.
- **International Council for Bird Preservation:** Dr. Mark Rand; Jim Stevenson.
- **University of Florida:** Francis Zylar.
- **World Wildlife Fund:** Dr. Tundi Agardy, conservation biologist (contributor to natural resource issues section of the country assessment).

ANNEX 1

I. INTRODUCTION

1. Background to PVO-NGO/NRMS

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

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

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

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

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

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

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

2. Rationale for this Assessment

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

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

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

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

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

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

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

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

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

3. Overview of Results

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

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

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

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

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

4. Summary of Recommendations

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

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

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

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

II. OVERVIEW OF FINDINGS

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

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

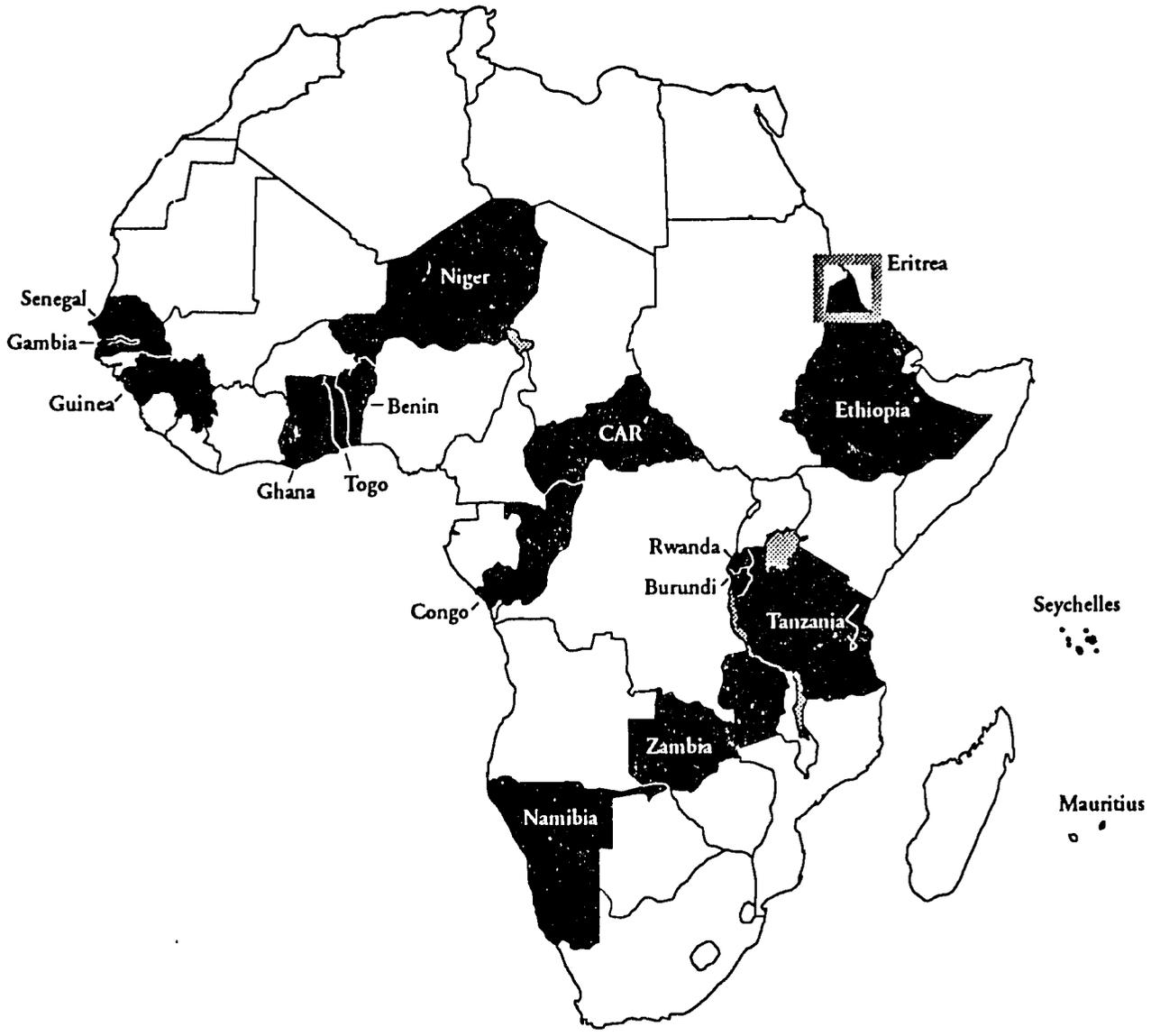
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

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

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

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



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Table 1 NGO/NRMS Assessment Ratings

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

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

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

(2) Desk study only.

(3) Based on information from USAID/Guinea.

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

(5) USAID interest either not explored or uncertain.

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

(7) Based primarily on 1990 assessment of opportunity.

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

(9) Based on information from USAID/Senegal.

Overview of Findings Matrix

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

Overview of Findings Matrix (continued)

COUNTRY	NGO EXPERIENCE	ENABLING ENVIRONMENT	GOVERNMENT/DONOR TRENDS	NGO NEEDS	FEASIBILITY
Gambia	<ul style="list-style-type: none"> Limited national experience in NRM Several strong donor-sponsored NRM programs Multitude of new NGOs 	<ul style="list-style-type: none"> Positive Strong state support Government playing increasing coordination role Policy constraints addressed in EAP 	<ul style="list-style-type: none"> Promotion of participatory planning and implementation USAID supports legislative reforms to enable greater local NRM UNSO supports EAP UNDP supports NGO umbrella organization (TANGO) GTZ works in BZM 	<ul style="list-style-type: none"> Across-the-board technically and institutionally 	<ul style="list-style-type: none"> Good potential Need to work fit with evolving USAID NRM portfolio to be feasible
Ghana	<ul style="list-style-type: none"> Characterized by small community-based groups working largely in isolation Two umbrella groups exist: NENGO for environment and GAPVOD for development NGO work 	<ul style="list-style-type: none"> Welcoming Serious decentralization effort through NEAP Government support for NGO promotion 	<ul style="list-style-type: none"> Support for pilot village land management through World Bank project Dynamic African 2000 program UNDP support to GAPVOD AID support for non-traditional export crops 	<ul style="list-style-type: none"> Information sharing and across-the-board technical and institutional assistance 	<ul style="list-style-type: none"> Potentially feasible but perhaps premature given ongoing activities and apparent NGO community's internal strains
Guinea	<ul style="list-style-type: none"> Recently burgeoning Few of the 200 plus actually operational 	<ul style="list-style-type: none"> Government decentralization encouraging NGOs Attempt to inject rigor between NGO categories: associations, service organizations, professional groups, etc. 	<ul style="list-style-type: none"> EAP in preparation USAID major watershed management activities in Fouta Djallon World Bank, UNDP, FAO, EEC, UNESCO are all active in agricultural sector activities and some biodiversity work 	<ul style="list-style-type: none"> Across-the-board technically and institutionally Inter-NGO coordination 	<ul style="list-style-type: none"> Good potential High demand for assistance could be challenging in service delivery
Mauritius	<ul style="list-style-type: none"> Small but talented in environmental sector Large in social services with MACOSS umbrella organization 	<ul style="list-style-type: none"> Functioning democratic parliamentary system in country makes it unique in region Government reportedly hopes NGOs become strong implementors as well as excellent advocates 	<ul style="list-style-type: none"> Limited in environmental sector Government would like to develop larger portfolio post-UNCED USAID has no NRM program and none envisioned 	<ul style="list-style-type: none"> Attaining technical competence in project implementation Professionalizing staff Coordination 	<ul style="list-style-type: none"> Excellent on regional basis Focal country program could be constrained by NGO staff/infrastructure constraints "Middle income" status constrains donors in NRM
Namibia	<ul style="list-style-type: none"> 125 NGOs Weak grassroots organizations A number of strong national NGOs 	<ul style="list-style-type: none"> As yet no intermediate government structures exist creating interesting 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 • PRA • Information exchange with communities in other countries 	<ul style="list-style-type: none"> • Some potential through USAID PVO project • Limited as stand-alone activity • Civil strife problematic
Senegal	<ul style="list-style-type: none"> • Considerable since 1970s • Reasonable technical strength in forestry-related activities • Well known NGO umbrella organization (CONGAD) covering many sectors 	<ul style="list-style-type: none"> • Government push to decentralization could favor NGOs • Good potential for collaboration with USAID's PVO Strengthening project and Africa 2000 • Relative sophistication of Senegalese NGOs in donor dealings 	<ul style="list-style-type: none"> • Much NRM activity on policy and field level • With decentralization, support of grassroots participatory methodologies • USAID bolstering linkage between agricultural research and NGOs to influence community adoption of improved NR-based technologies 	<ul style="list-style-type: none"> • Greater coordination on environmental issues • Project design and implementation skills • Strengthened extension capacity of NRM technologies 	<ul style="list-style-type: none"> • Good potential as complement to USAID and Africa 2000 activities if USAID perceived interest • Excellent potential as non-focal country through regional program
Seychelles	<ul style="list-style-type: none"> • Few NGOs until recently, most operate ad hoc • Nucleus of international conservation NGOs with local affiliates • New NGO environmental lobby • LUNGOS umbrella organization still weak 	<ul style="list-style-type: none"> • Democratization processes permitting greater role for NGOs • Government more supportive of NGOs 	<ul style="list-style-type: none"> • No discernible trend • World Bank/UNEP environmental management 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