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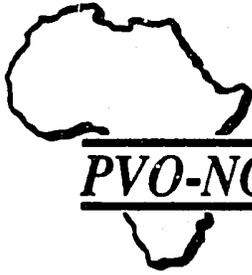
PVO-NGO/NRMS PROJECT

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

ZAMBIA

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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Natural Resources Management**

**ZAMBIA
Country Assessment**

Prepared by: James Cawley

March 1993

**PVO-NGO/NRMS Project
Suite 500
1250 24th Street, NW
Washington, DC 20037**

Foreword

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

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

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

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

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

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

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

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

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

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

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

March 22, 1993

ZAMBIA
Country Assessment

DISCUSSION

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

NGO EXPERIENCE:

Zambian NGOs have little experience with implementing natural resource projects. The older, better established "environmental" NGOs are involved in awareness, public education and environmental programs for primary and secondary schools. It is primarily church-based or church-supported community-based groups that are implementing projects which have an impact on natural resources through more intensive, site stable, sustainable agriculture.

Zambian NGOs are fairly weak and do not seem to want coordination or direction. The NGO community is varied and there is potential for fragmentation and conflict. Because NGOs are weak, a number of the major donors (the UK's Office of Development Assistance (ODA), Norwegian Agency for Development (NORAD), the Dutch and German governments) have decided to invest in development through district and local councils as a way to get activities to the grassroots. The Kaunda government allowed bilateral agencies to establish relationships directly at these levels. It is not clear if the current government will continue to follow this policy, although the general direction within the country is towards decentralization.

Those community-based resource management activities that do exist, like the ADMADE Project, funded by the US Agency for International Development (USAID) through the World Wildlife Fund (WWF), are being implemented through the government's Department of National Parks and Wildlife Services or are being directly implemented by international NGOs. At government and donor levels, there seems to be little confidence in NGO capabilities in the natural resource sector. When queried about local NGO activities, officials invariably cite work of international NGOs like Africare, the Dutch Volunteer Organization or Oxfam.

The rhetoric of the policy environment favors and promotes community involvement and community action and includes mention of NGOs. In reality, however, both the government and international donors who are working on decentralization and community involvement projects work through district and local councils rather than NGOs. The World Food Programme's recent famine relief efforts are being channeled through district councils and church-based groups because NGOs were not perceived to have either the management or logistic capacity to take on these activities.

NGO PROFILES:

A listing of national and international NGOs working in NRM and/or sustainable agriculture is included as an attachment to this report. Some particularly relevant activities being undertaken by those NGOs follows.

The World Wildlife Fund's programs in Zambia include:

- **Zambia Environmental Education Program (ZEEP) - a national level program to coordinate environmental education initiatives and activities within the government and between government and NGOs. WWF's agreement is with the Ministry of Environment and the program is associated with the national Conservation Committee Secretariat/IUCN.**
- **An environmental and conservation education program with the Wildlife Conservation Society of Zambia (WCSZ), an NGO. WCSZ has a small national office and voluntary membership through branches in various parts of Zambia. Components of WCSZ's program include: conservation education at primary and secondary school levels including the production of a magazine; research and management efforts, including wildlife surveys; and support for anti-poaching efforts.**
- **Cooperation with the Wildlife Species Protection Department, part of the Anti-Corruption Commission. The unit investigates poaching and trafficking activities and educates the public on the negative impact these activities have on Zambia's economy and future.**
- **Multiple activities with the National Parks and Wildlife Services (NPWS) under the Ministry of Tourism. NPWS is one of the most important environment and conservation organizations in Zambia. Its activities include: research and management; training; law enforcement; and, planning and development.**

Specific WWF projects with NPWS include:

- **Strengthening the department to enable it to operate more efficiently;**
- **Conservation and management of the Lower Zambezi Valley;**
- **The Zambia wetlands project designed to enhance the productiveness of the Kafue Flats and Bangweulu Basin to increase the benefits derived from wetlands resources for local people. The project's concept encompasses the successful approach of ADMADE but is more inter-disciplinary. Implementation involves establishing its administration, developing and rehabilitating field stations and management infrastructures, aerial wildlife**

surveys, training and education, developing and rehabilitation of community facilities. Community development units representing chiefdoms and wetland management authorities representing local communities have been established at district levels. The project is supported by WWF, ODA, and the EEC.

- **Administrative Management and Design (ADMADE) program:** a community-based wildlife and conservation management program which facilitates the participation of communities in wildlife management and allows them to share in the benefits accrued within game management areas (GMAs) and some national parks. This project is funded by USAID, WWF and the EEC.

The IUCN World Conservation Union is interested in supporting local NGOs, individually and as a community, and has been actively involved in a number of initiatives designed to foster NGO coordination. IUCN is currently proposing to fund an NRM coordinating effort through INTERFED.

INTERFED (Inter-NGO Task Force for Environment and Development) grew out of a seminar which was organized to report on NGO issues for the Rio conference. From this session came an NGO action plan and the recommendation that a coordinating body be established. IUCN was interested in supporting INTERFED and seeing it be a success. After the Rio conference, not much has happened with INTERFED or the action plan, however.

VITA, while not working directly on NRM-type activities, has supported a local NGO, Village Industry Services (VIS), with USAID support, for about four years and is most familiar with the Zambian NGO community. In conjunction with VITA, PACT is supporting an in-depth assessment of the Zambian NGO community to be undertaken by a two-person team comprised of one person from VIS and a Zambian consultant. The information developed as a result of this survey should contribute to any decision about a potential PVO-NGO/NRMS expansion into Zambia.

The major difficulties VITA sees in relying on NGOs to implement NRMS at the community level are that most NGOs are not rooted at the grassroots, and many NGOs have not achieved sustainability.

The **Zambia Environmental Education Project (ZEEP)** is not currently organized as an NGO, but would eventually like to become so in order to offer more services, raise its own funds, and collaborate more with other NGOs. Its objectives are to train teachers in conservation and environmental issues and produce materials for use in primary and secondary schools. ZEEP is growing because of the demands from schools and is now getting requests to work directly with communities -- as it requires good community understanding to reinforce and support what is being taught and implemented in the schools.

One concern articulated by ZEEP is that a few Lusaka-based NGOs receive all of the attention and focus from international visitors and donors, but have little real experience implementing projects. Another issue is the NGO community's disinclination for coordination. All coordination efforts are seen as attempts to control or co-opt. Officials are leery about the ulterior motives of those who try to coordinate, although there is general acknowledgement that coordination could be useful for the NGO community.

The **Administrative Management and Design (ADMAGE)** program is a USAID-funded, community-based wildlife and conservation management program which facilitates the participation of communities in wildlife management and allows them to share in the benefits accrued within game management areas (GMAs) and some national parks. The project is being implemented through the National Parks and Wildlife Service (NPWS). Features include:

- wildlife utilization schemes;
- the village scout scheme;
- sharing revenue generated from hunting rights; and
- schools to train unit leaders and village scouts.

Its focus is now at the governmental institution level, with resources destined for communities to flow through government entities. In the future, WWF/Zambia is considering dividing resources between the government and the community in order for the communities to more directly obtain the resources needed. This decentralization might work through the local community councils (headmen and chieftains). At this level, chieftains can set up management authorities, which take advantage of traditional leadership, to manage community resources.

ADMAGE now has the infrastructure to carry out this decentralization, but suffers from a lack of resources. WWF sees the district development support project as a possible vehicle to carry out this shift. There is already major donor support for this project.

ADMAGE has hired a community development specialist, and prepared to hire community development assistants who will work at the community level to facilitate understanding and analyzing problems and possible solutions in a more developmental way.

The local mechanism for channeling revenue and making decisions is the wildlife management authority, created to manage the resources of this project. The authorities are comprised mostly of men from the community, including chiefs, district development officers, NPWS local staff (warden or unit leader), and other prominent villagers. They make the decisions regarding how the community portion of hunting fees are to be used (to date, primarily on schools and health clinics).

Issues the program managers are currently dealing with include:

- expectations in some communities that the 35 percent contribution from game management income will meet all community needs, replacing other needed government support for services. In fact, this revenue will never be sufficient to meet community development needs, although income for the nine focus communities is high because they are choice hunting areas. Other GMAs will not attract hunting nor generate the revenue in the same quantity; and,
- whether NPWS is the appropriate mechanism for working at a community level to mobilize local people and work on community development issues. Does it have the number of staff required and/or should it build up its staff in this direction? Does it have the skills and experience for this type of work, should it hire for the skills and/or re-train the current staff?

The program is looking to decentralize through the district and local councils. There appear to be two main lines of thought:

- NPWS, as a government department, is here to stay and therefore activities should be worked through it; and,
- NPWS should focus on the wildlife side of things and negotiate community development activities with other, possibly more appropriate, mechanisms, i.e., NGOs. Some people would push for the private sector (for-profit companies) to manage GMAs. (It appears that many people in Zambia do not exactly see the NGOs as private sector.)

The Christian Council of Zambia (CCZ) sees itself as an enabling body for local church structures, community groups supported by local churches, and non-church related community groups. Project implementation is carried out by these local bodies. Program staff from CCZ work to assist church and community bodies better identify problems and plan for solutions, provide technical assistance and help local organizations mobilize resources.

The Christian Council of Zambia is not, strictly speaking, an NGO umbrella organization. However, its affiliated organizations are most closely allied with the grassroots population.

The IUCN World Conservation Union is currently spearheading a major effort to organize and coordinate NGOs involved in the environmental and natural resource sector.

The Wildlife Conservation Society of Zambia (WCSZ), a national membership organization, mans a national headquarters and eight autonomous branch offices staffed by branch education officers, all volunteers. The activities of the national office are mainly

education and awareness. WCSZ works closely with the Ministry of Education to produce educational materials for use in primary and lower secondary schools.

WCSZ also supports the formation of environmental/conservation clubs in primary schools and helps schools design and carry out environmental/conservation projects such as: simple, local research on soil erosion; tree planting; and beekeeping.

Branches affiliates may take on their own projects, including a bird sanctuary in Kitwe and a tree nursery in Lusaka.

NPWS sees NGOs as catalytic in supporting government programs. Three NGOs cited as particularly appropriate are the Wildlife Conservation Society of Zambia, the Ornithological Society, and the Professional Hunters' Association. Africare, UNDP and FAO are given as examples of organizations supporting programs "on the ground."

NPWS recognizes the need to involve local people in the planning and management of natural resources and acknowledges gaps in NPWS capability to carry this out: a shortage of NPWS officers technically qualified in animal biology and research; an institution not well versed in community facilitation; and the distance between community needs and processes and government technical expertise.

NPWS is now looking to hire people with community development and development planning skills and experience to make NPWS more effective at working at community levels. Presumably some of the pursuant activities could be channeled through local NGOs.

ENABLING ENVIRONMENT:

NGOs work within the general framework of government development policy and play a supplementary and complementary role in the provision of services such as education, health, training, housing, water and sanitation. Individual NGOs establish informal relationships with relevant government ministries and, because of diverse operations, any NGO may have linkages with more than one government department.

The Zambian government has accepted NGOs as partners in development, particularly at the grassroots level. Government -- and frequently local populations -- consider NGOs as channels for the provision of services and resources. NGOs often work through existing local political and administrative structures as they find it easier to get maximum participation.

GOVERNMENT TRENDS IN NRM PROGRAMMING:

The Zambian National Environment Council (NEC), within the Ministry of Environment and Natural Resources, is responsible for policy and enforcement of environmental protection and

pollution control. A new agency established in 1990, it lacks resources and is not yet considered very effective. The Ministry of Environment and Natural Resources was newly formed by the current government.

While a number of ministries have the responsibility for managing resource conservation within their purview, the Natural Resources Department, within the Ministry of Environment and Natural Resources, has formal cross-sectoral responsibility to monitor and control natural resource use throughout the country.

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

The USAID mission in Lusaka identifies its priorities as:

- food assistance and drought relief (somewhat displacing the agricultural program focus of past years);
- AIDS prevention;
- support for the privatization of parastatals; and
- a governance program now being prepared.

The mission's annual budget has increased from \$30 to \$80 million, with much of the increase due to emergency drought relief food assistance. The climate in Lusaka, both from a USAID and Zambian government perspective, is less focused on community-based interests and activities and more on private sector initiatives.

Through the regional NRMS program, USAID is supporting the ADMADE program through WWF and the NPWS. About half the money is going into commodity purchase (vehicles, etc.) and half for WWF/NPWS. The mission also supports the ZAMS project, a small-scale oil seed/oil production and marketing initiative, working with VITA and Africare, and the Village Industry Services (VIS) project, through VITA (the latter, however, is seen as having difficulties in implementation).

Recently the USAID mission sponsored a team from Washington that undertook a fairly intensive, but selective, assessment of Zambian natural resources to recommend a few areas where USAID could make reasonable interventions. The assessment has been completed but action awaits a major World Bank natural resources assessment in four areas: water, forestry, wildlife, and soils.

(Following this assessment, the Bank is considering a possible \$60 million initiative, funded by the Japanese government. The Japanese, however, view the funding as a loan, a difficult offer for the Zambian government to accept.)

Although NRM is not now seen as a mission priority, it is considered a target of opportunity where small investments can make a high impact. The mission would probably concur on a centrally-funded NRMS-like project, but would not have management or financial resources to contribute.

NATURAL RESOURCE ISSUES:

The major problem affecting the environment is human poverty. An unsustainable use of resources is coupled with poverty and subsistence lifestyles and disrespect for the law as people lack options in pulling out of a cycle of natural resource degradation. To break the cycle, people need alternative sources of energy (fuel) and food (meat and agriculture produce).¹

Specific primary resource management issues emerging from the USAID assessment of Zambian natural resource issues include:

- Zambia's river systems are poorly managed, and the water supply is becoming seriously polluted and depleted;
- urban pollution is now so severe as to be likely to contaminate the aquifers which provides drinking water; and
- the chitemene (shifting) agriculture practiced by subsistence farmers is having increasingly detrimental impact on the environment because ever larger numbers of farmers are making demands on the available arable land. Traditionally, this system worked because land was allowed 25 years or so to regenerate; now, because of population pressures, the land does not have sufficient time to recover.

II. Institutional and Technical Issues

COLLABORATION:

One of the major problems the NGO community has acknowledged is a lack of coordination and collaboration which inhibits effectiveness. This hurdle remains despite the existence of several coordinating bodies and various attempts to foster coordination. Most NGOs operate in an isolated manner and only come together for conferences and seminars.

¹ for a current discussion of natural resource issues, see the "WWF Country Programme: 1992-1993," by Richard Jeffrey, Lusaka, January 1992.

While all NGOs agree coordination is necessary, most are suspicious of coordination efforts. Two main constraints to coordination are structural and functional:

- NGOs have not learned to operate effectively within a democratic structure with different mandates coming from varied constituencies; and
- NGOs have not been able to focus on a few clearly defined critical issues.

There are two major umbrella NGO organizations in Zambia, the Zambia Council for Social Development and the NGO Coordinating Committee.

The Zambia Council for Social Development (ZCSD) was formed in 1974, at a time when there were only 15 NGOs in Zambia (now there are perhaps 100 indigenous NGOs). It has a diverse membership including NGOs, district councils and mining service departments. The Council sees itself as primarily a clearing house and database for NGOs, and as a coordinating entity, working through sub-committees with sectoral foci. ZCSD has, however, been inactive for the past two years and is currently undergoing restructuring. To help it sort out options, PACT supported an assessment to help determine its status, membership, structure, and governance as well as what its future role might be. Many observers feel that the organization may not be viable.

The NGO Coordinating Committee of Zambia (NGOCC), a more recently formed NGO umbrella organization, it is more active than ZCSD. It was originally founded to support NGOs with a focus on women's activities and gender issues, but has expanded to include NGOs with a wide variety of programs and missions. There are a number of working committees, including one that focuses on environmental issues; however, the organization is dominated by Lusaka-based NGOs more involved in policy and public awareness than project implementation.

Its membership has grown and now includes some 30 organizations.

NGOCC believes sustainability is the major problem facing Zambian NGOs. All NGOs are dependent on external donor funding which is piecemeal and project specific. There is very little money available for institution building.

LOCAL NGO CAPACITY:

Most observers readily acknowledge the relatively weak position of local NGOs and cite the lack of definite sources of funding for administration and programming. NGOs feel that a great amount of time is spent writing proposals to mobilize financial resources and that this forces them to shift priorities to coincide with current issues of concern as perceived by international donors.

Financial constraints have prohibited most NGOs from attracting qualified, professional staff.

Most local NGOs are managed by local volunteers who are employed elsewhere.

The problems facing the NGO community in Zambia can be summarized as:

- a lack of coordination and collaboration;
- the heavy dependence on external grants which leads to ad hoc programming dictated by external funding agencies;
- a failure to attract professionally qualified staff because of financial constraints;
- the domination of NGOs by single personalities;
- ill-defined membership; and
- weak secretariats.

These problems can be corrected only by strengthening the NGO organizational and managerial capability in fundraising and financial management (budgeting, accounting, reporting and preparation of financial statements). Only by capacity building can the indigenous Zambian NGOs be an integral part of the environment and development agenda.

POTENTIAL LINKAGE WITH EXISTING NRM NETWORKS

The potential for establishing linkages between any Zambian NGO initiatives and other existing NRM networks is somewhat dependent on IUCN's success in catalyzing Zambian NGO activities in NRM. The effectiveness of linkages relates to the ability of Zambian NGOs to contribute to and learn from their regional colleagues. Currently, Zambian NGOs lack the experience to be effective contributors in a network, though they certainly could benefit from participating in national or regional collaborative activities.

GENERAL CONCLUSIONS AND RECOMMENDATIONS

- Given the current conditions within the NGO community, Zambia should not now be considered a candidate for targeted focus country status.
- PVO-NGO/NRMS project should establish relationships with IUCN in Zambia and through them monitor development in the NGO community, possibly developing relationships with one or two emerging local natural resource organizations. As organizations advance, they should be made aware of the PVO-NGO/NRMS approach and regional activities, at which time feasibility for project start-up could be explored.
- At such time when there is a strong indication or request from local NGOs or a local coordinating body begins functioning, PVO-NGO/NRMS should consider how Zambia can be appropriately integrated into this program. For the time being, Zambian NGOs should be brought into NRM activities through other regional efforts as appropriate.

**Attachment A
Contact List**

- **Adult Education Association of Zambia:** PO Box 50093, Lusaka (tel: 254222).
- **Agricultural Conservation Association of Zambia:** Mr. Heygate, chair; PO Box 10138, Chingola.
- **African Development Assistance**
- **Africare:** Mr. Homer (tel: 227279/226406).
- **Chimfunshi Wildlife Orphanage:** Mr. Siddle, director; PO Box 11190, Chingola (tel: 311100; fax: 311293).
- **Christian Council of Zambia:** Rev. Berdt; PO Box 30315, Church House, Cairo Road, Lusaka (tel: 229551).
- **Danish Volunteer Service:** PO Box 35788, Lusaka (tel: 218154).
- **David Shepherd Foundation:** Mrs. Noble, representative; PO Box 30475, Lusaka (tel: 272532/273409; fax: 274798).
- **Development Aid From People-to-People:** Ms. Soerensen, director; PO Box 37661, Lusaka (tel: 244557).
- **Entomological Society:** PO Box 49, Chilanga (tel: 278158).
- **Environment and Energy Group:** Prof. Jain, chair; PO Box 32379, Lusaka (tel: 213221).
- **Environment and Population Centre (EPC):** Ms. Mumba, executive director; PO Box 35614, Lusaka (tel: 229690).
- **Environment Population and Development Services (EPDS):** Mr. Muchelemba, executive secretary; PO Box 35239, Lusaka.
- **Finnish Volunteer Service:** (tel: 292562).
- **Forestry Association:** Mr. Malaya, director; PO Box 22099 Kitwe (tel: (02) 220456).
- **Integrated Environmental Development:** Mr. Kazembe, executive secretary; PO Box 34430, Lusaka (tel: 227621/6).

- **IUCN World Conservation Union:** Mr. Feron, director; PO Box 50694, Astoria House, Kabelenga Road, Kusaka (tel: 213077).
- **Munda Wanga Trust (National Zoological and Botanical Trust):** Mr. Pope; PO Box 30048, Kitwe (tel: 211269).
- **National Centre for Environmental Education:** Mr. Bwanga, chair; PO Box 61106, Livingstone (tel: (03) 323126; fax: (03) 320068); Lusaka Office, PO Box 36316, Lusaka.
- **Nature Conservancy:** Ms. Gibbons, director; PO Box 90625, Luanshya (tel: (02) 511015).
- **NGO Coordinating Committee of Zambia:** Mrs. Jere; PO Box 37879, Lusaka (tel: 223834).
- **Oxfam/UK:** Mr. Pushpanath, director; PO Box 35624, Lusaka (tel: 291518).
- **Professional Hunters' Association:** Mr. Frost, chair; PO Box 30395, Lusaka (tel: 229713; fax: 271702).
- **Volunteers in Technical Assistance:** Ms. Wilkinson; PO Box 35500, Lusaka (tel: 228653/228554).
- **Wildlife Conservation Society of Zambia (WCSZ):** Ms. Ashley, executive director; Mr. Sichilongo, director of education; PO Box 30255, Longacres, Lusaka (tel: 254266).
- **Wildlife Producers' Association:** Mr. O'Donnell, chair; PO Box 30395, Lusaka (tel: 222797/223222; fax: 229364).
- **World Vision:** Mr. Adodoadji, director; PO Box 31086, Lusaka.
- **World Wide Fund for Nature International:** R. Jeffrey, country representative; PO Box 50551, Anglo-American Bldg., Independence Ave, Lusaka (tel/fax: 253749).
- **World Wide Fund for Nature USA:** Mr. Tilley, country representative; Private Bag 1, Chilanga (tel: 278299).
- **Zambia Environmental Education Programme (ZEEP):** Ms. Chileshe, coordinator; PO Box 50551, Astorian House, Kabelenga Road, Lusaka (tel/fax: 212077).
- **Zambia Ornithological Society:** Mr. Aspinhall; PO Box 33944, Lusaka (tel: 213611).

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, (?) 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.

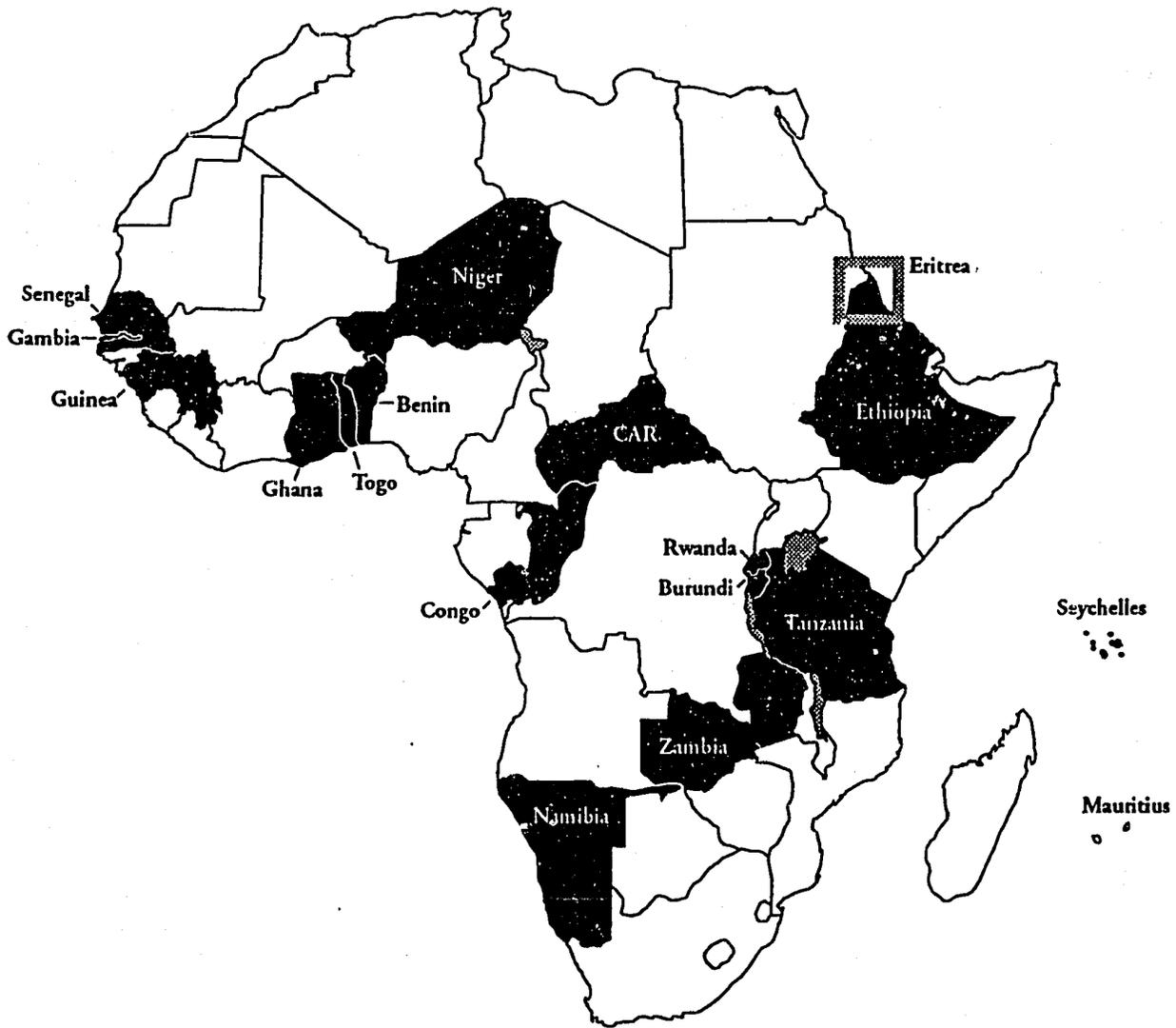
Countries assessed which offer strong opportunities for NGO work in NRM include the following: Benin, Congo, Ethiopia, the Gambia, Guinea, Mauritius, Namibia, Niger, Rwanda, Senegal, Seychelles and Tanzania.

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

Handwritten mark

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.

19

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, FAG, 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 grassroot 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

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 (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 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 NFM • 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 ELA/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 PVC-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