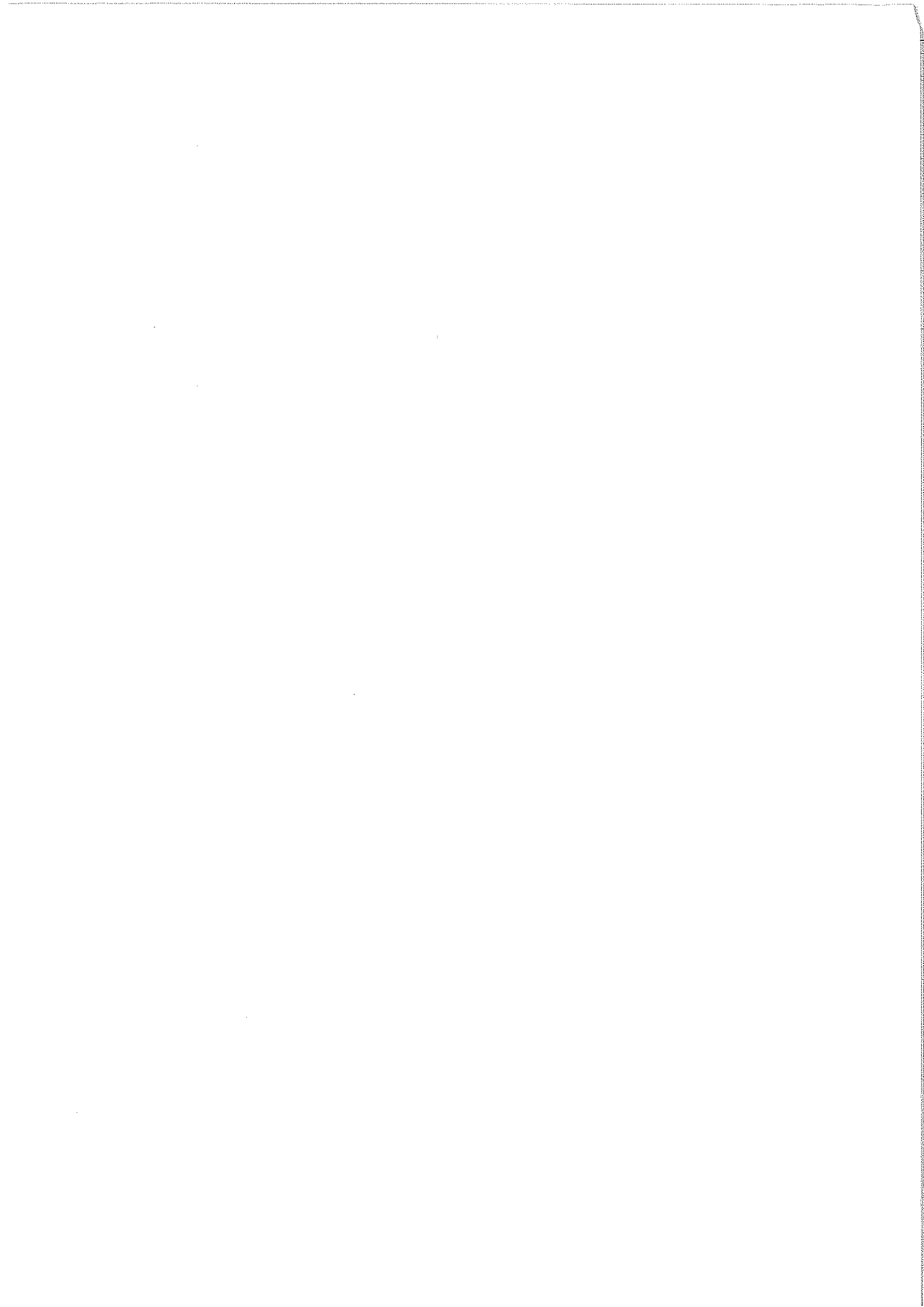


**REVIEW OF THE ENVIRONMENTAL NGO SUPPORT  
PROGRAMME  
of the IUCN Eastern Africa Programme**

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## **Executive Summary**

### **A SUBJECT MATTER**

This report is the result of a review of the NGO Support Programme (NSP) of the IUCN Eastern Africa Programme (EAP), which has been implemented from 1992 to the present, and is due to be completed by mid-1999. The review was carried out between 27th April and 9th May 1998, at the request of the EARO to assist them to determine future priorities in this area. The review consisted of interviews with Eastern Africa Regional Office and Uganda Country Office staff, with various NGO and other personnel, and several visits to project sites.

### **B PRINCIPAL FINDINGS**

The current NSP objectives developed within EARO and UCO, with their incorporation of ideas of partnership and advocacy represent a positive step towards a more systematic NGO strategy for EAP. The original NSP proposal lacked clarity and has proved inadequate in providing a clear and strong structure for an NGO strategy. There is still a need to set such a strategy within the overall EAP, in particular to ensure collaborative activities serve overall EAP objectives and that interventions can be adequately monitored and produce clear outputs.

Most EAP activities to date have been in collaboration with governments and para-statal authorities in the region. In this context a special programme to develop EAP capacity to work with NGO members and partners is justified. EAP has had successful collaboration with NGOs in the past and EAP staff acknowledge the potential advantages of an "NGO strategy". Environmental NGOs in the region express an interest in working with IUCN and those who have been involved with NSP and EAP have benefitted from the contact. Others have little knowledge of NSP or IUCN's role.

NSP has achieved some success in:

- strengthening key partner organisations and increasing NGO membership in Kenya and Uganda
- developing forums for NGO - government consultation in Kenya
- linking organisations with other donors and securing support.

Much NSP work has been coordinated with the wetlands and forest programmes, while there has been less involvement in other programmes. There has also been little involvement with field projects. NSP has not been able to establish regional membership forums to discuss regional environmental issues. There have been some direct NSP involvements with smaller NGOs and CBOs which have not been connected with the main EAP programmes. The effect of NSP on smaller organisations, and their impact, is particularly difficult to assess and monitor.

EAP needs to maintain a profile of achievement and should consider how it can show significant outputs from NSP activities such as capacity building. Monitoring and evaluation within NSP has been problematic and this is more easily achieved within the context of EAP projects or programmes. Such integration also serves to ensure that NSP activities are directed towards central EAP priorities.

### **C CONCLUSIONS AND RECOMMENDATIONS**

Partnership with NGOs is a central component of IUCN's mission and should be integrated into all aspects of EAP. The review recommends that an NGO partnership programme (NPP) be established as a major integrated component of the Eastern Africa Programme.

The aims of the NPP would include:

- to strengthen the environmental NGO sector (members, partners and networks), to present coherent positions on environmental issues and develop a conservation coalition in the region
- to facilitate dialogue between the government and NGO sectors on environmental issues
- to strengthen other EAP programmes, through addressing NGO involvement at planning, implementation, monitoring and reporting stages
- to build capacity of NGO members and partners to achieve EAP objectives

- to improve overall communication between IUCN and the NGO sector in eastern Africa

The key outputs of NPP would include:

- partnership strategies, collaborative activities and processes integrated within EAP
- networks and forums functioning in key environmental areas facilitating the negotiation of NGO positions and dialogue with government, at national and regional levels
- ecosystem programmes enhanced through appropriate NGO collaboration
- improved and closer communication with the environmental NGOs of the region
- increased IUCN membership in the region and well-developed networking among the membership

The mechanisms used to implement the programme will include:

- close collaboration with key national partners to organise meetings, establish consultative groups etc
- support for local data collection and research
- supply of technical information to relevant organisations and bodies
- attendance at network and other groups meetings
- clear agreements with collaborating organisations on natural resource management, capacity building or other activities: negotiation of objectives, methods, budgets, indicators of success and "shared outputs"
- NGO collaboration needs, opportunities and strategies identified within each ecosystem programmes
- linkages between IUCN members, commissions and donor contacts and key partner NGOs, at national and regional levels
- core group discussion and planning with other EAP programmes
- guidelines for identifying NGOs for partnership and organising capacity building activities where justified in terms of EAP programme interests
- regular contact through identified means of communication with members and partners
- special events

NPP management should address the following:

- the NPP's terms of reference should ideally ensure that it has the strength and mandate to collaborate on equal terms with other EAP programmes
- the structure of its budget should reflect its principal aims and activities with funds allocated for each. This would mean that an "intervention fund" would not be provided for as such and would help to ensure that activities remain geared to overall EAP/NPP objectives
- as far as possible activities should be run as "mini-projects" to facilitate time management and monitoring and evaluation
- the collaborative activities with NGOs which are identified through this process will, in most cases, be with national-level organisations and networks
- NPP should ensure that collaborative activities are clearly defined in most cases with written agreements, which specify objectives, indicators and recognition of IUCN support
- capacity building should be undertaken as an identified means to achieve EAP natural resource management objectives, normally within the structure of a programme or project. It should not assume the importance of an aim in itself
- the different circumstances of the NGO sector in each country of the region will obviously affect NPP's activities

## 1. BACKGROUND TO THE STUDY

This study was commissioned by IUCN Eastern Africa Regional Office (EARO) to review the Environmental NGO Support Programme (NSP) of the IUCN Eastern Africa Programme (EAP) which has been in existence since 1990 and is due to be completed by mid-1999.

The purpose of the review was to review the experience of the programme, collect the opinions of various stakeholders (both within and outside IUCN), assess the activities undertaken and suggest the direction NGO partnership should now take within the EAP. The EARO was aware that, due to various factors, the NSP had an inconsistent history and that its place within EAP needed to be reviewed and clarified since no previous evaluation had been carried out.

The reviewers were from organisations which have had contact with the NSP and therefore had some knowledge of its activities, whilst also having experience of the NGO sector in east Africa. The study was undertaken between 23rd April and 9th May 1998, in Nairobi, Kisumu and Kampala. The review consisted of interviews with EARO and Uganda Country Office staff, with various NGO and other personnel, and several field trips to CBOs.

Preliminary observations and recommendations were discussed with the core group associated with the programme on 14th May 1998.

The following acronyms are used in the report:

AWN	African Water Network (based in Nairobi)
CBO	Community-based Organisation (smaller NGOs with geographically-focused objectives)
EANHS	East African Natural History Society
EAP	Eastern Africa Programme (of IUCN)
EARO	Eastern Africa Regional Office (of IUCN)
EAWLS	East African Wild Life Society
ICA	Institute for Cultural Affairs (NGO based in Nairobi)
IRDI	Institute for Rural Development Initiatives (NGO based in Kampala)
KAFRED	Kibale Association for Rural and Environmental Development (CBO in Kabarole, Uganda)
KENGO	Kenya Energy and Environment Organisations
KFWG	Kenya Forests Working Group (associated with EAWLS)
KWWG	Kenya Wetlands Working Group (associated with EANHS)
LVWT	Lake Victoria Wetlands Team (CBO based in Kisumu, Kenya)
MUIENR	Makerere University Institute of Environment and Natural Resources
NGO	Non-government Organisation
NMK	National Museums of Kenya
NSP	NGO Support Programme
SPEK	Society for the Protection of Environment in Kenya
TDWSC	Tana Delta Wetlands Steering Committee
TEFO	Tropical Environment Foundation (CBO based in Mpigi, Uganda)
TPG	Technical Programme Group (of EARO)
UCO	Uganda Country Office (of IUCN)
USEP	Uganda Association for Economic Progress (CBO based in Mukono)
WCK	Wildlife Clubs of Kenya
WCST	Wildlife Conservation Society of Tanzania
WCU	Wildlife Clubs of Uganda

## 2 THE IUCN EASTERN AFRICA PROGRAMME (EAP) AND NGOS

### 2.1 Policy and Implementation Strategy of EAP

IUCN is an international membership organisation which accommodates a membership of both government organisations and NGOs. The membership is seen to be the main driving force behind IUCN policies and activities. The Eastern Africa Programme (EAP) of IUCN is implemented by the East African Regional Office (EARO) based in Nairobi. The general strategy of EAP is to work through members and partners (government and non-government) to achieve conservation of natural resources. NGO collaboration is, therefore, not so much a "programme" as a fundamental concept of IUCN's philosophy and a central component of EAP activities. However, most EAP activities to date have been in collaboration with governments and para-statal authorities in the region. In this context a programme to develop EAP capacity to work with NGO members and partners seems justified.

The NGO membership of IUCN in eastern Africa at present numbers 11 organisations. This is small in comparison to other areas (Zimbabwe alone has 18 NGO members, Pakistan 16 and Argentina 20), where membership actively network to establish common positions to present to governments and at international forums. The fact of low membership has reduced the influence of NGOs on the EAP.

The present NGO membership in Kenya is:

- East African Wild Life Society (EAWLS)
- Eden Wildlife Trust
- Society for the Protection of the Environment in Kenya (SPEK)
- Wildlife Clubs of Kenya (WCK) (currently being admitted)
- Kenya Environment and Energy NGOs (KENGO)

In Uganda the NGO members are:

- East African Wildlife Society (EAWLS)
- Wildlife Clubs of Uganda (WCU)
- Makerere University Institute of Environment and Natural Resources (MUIENR)
- Uganda Wildlife Education Centre (currently applying)

Sudan has one NGO member - the Sudanese Environmental Conservation Society; the Seychelles also has a single NGO member - the Nature Protection Trust of the Seychelles. Tanzania, Ethiopia, Somalia, Eritrea, Comoros, and Djibouti have no NGO members.

The overall objectives of the EAP are currently stated as:

- building capacity of members
- building a conservation coalition
- developing and implementing a programme of ecosystem based conservation activities

These are to be achieved through members and partners i.e. government and non-government sectors, although emphasis has hitherto been on the former. Within EARO the third component is mainly organised on the basis of ecosystem programmes - wetlands, forests and marine. (There are also protected areas and environmental planning programmes.) The three ecosystem programmes have worked with NGOs to varying degrees in the course of implementation. In addition a number of IUCN-supported field projects, within these programmes, have been set up. The presence of three field projects in Uganda prompted the establishment of a Uganda Country Office.

One of IUCN's main potential roles is widely seen, by both IUCN personnel and those of NGOs in the region, to be facilitating dialogue between NGOs and governments on environmental concerns. IUCN is uniquely placed to undertake such work, particularly in being able to access government and facilitate its participation in appropriate ways. There are examples of success in this sensitive but vital area and indications that more could be achieved.



## 2.2 EAP collaboration with NGOs

Views within EARO on how NGO collaboration should proceed vary slightly but a need to consider the options and establish priorities is widely recognised. New projects (for example new initiatives in the Rufiji Delta, and Mt Elgon) specify NGO participation in some measure.

Ecosystem programme coordinators recognise successes achieved through NGO involvement and appreciate the sector's growing importance. EAP has collaborated with NGOs through wetlands, forest and marine programmes, with significant positive results in some cases. These contacts have mostly been facilitated through NSP since 1994. The following are major examples where the EAP has been active in collaborative ventures with NGOs:

- the establishment of the Kenya Wetlands Working Group through the East African Natural History Society, and subsequent initiatives through the Group
- establishment of the Tana Delta Wetlands Steering Committee and subsequent activities in collaboration with the East African Wild Life Society
- the establishment and activities of the Kenya Forest Working Group, initially with KENGO and later with the East African Wild Life Society
- facilitating the involvement of the Society for the Protection of the Environment in Kenya in a UNEP process as part of the Western Indian Ocean Initiative

Because working through NGOs is seen as an under-developed area requiring planning initiatives NSP is seen to be a "cross-cutting" element in relation to the ecosystem programme. Other cross-cutting themes are emerging within EAP, including social policy, collaborative management, environmental economics and gender. EARO is currently exploring means of integrating these into the major programmes.

EARO staff have a mostly positive attitude towards NGO collaboration, although it is not yet widely seen to be as central to the implementation of EAP as collaboration with government agencies. Common reasons given for working with NGOs include:

- they are "closer to the resource users"
- they are more flexible in their operations than government
- some issues are easier to raise "through" NGOs (examples being the Tana Delta, national wetlands policy formulation and forest excision)
- government responsibility for resource management is generally being reduced

As a consequence many EARO staff acknowledge the potential advantages of an "NGO strategy".

## 2.3 Perceptions of IUCN within the NGO community

With a few exceptions NGOs who are not members of IUCN have little knowledge of NSP. As neither a donor nor a "field implementor" (at least in Kenya) the EARO's role is not clearly understood. IUCN's field activities in Uganda have generated a slightly different image there. IUCN as a whole is widely recognised as having valuable and extensive resources in terms of technical know-how and information through its international network. There is a demand for an improvement in accessibility to allow members (and others) to benefit from this.

Some NGOs see a primary IUCN role as monitoring environmental issues (through NGO networks etc), providing technical input and advice, coordinating common positions and presenting these to policy makers/government in an appropriate manner. Playing this role may sometimes be problematic. (In Kenya at present there is much distrust between NGOs and government.) Some NGOs perceive the EAP/EARO to be reluctant to take on issues which risk offending their government membership. The positive side of IUCN having government membership is not widely appreciated.

The general impression of the non-member NGO community is that EAP/EARO is best placed to deal with regional and national NGOs which have stronger capacity to undertake conservation activities, and which can in turn liaise with other smaller NGOs and CBOs. The prevalent view is that dealing with smaller "grassroots" organisations, who may not have conservation as their principal objective, is not a suitable role for EARO and

that if EAP is to deal with smaller community-based groups, it needs to significantly build its own capacity in that area.

As might be expected NGO members of IUCN have a good understanding of its goals and mode of operation, and also of IUCN's overall strategy. The general view is that IUCN/EAP should work at "high level" and in particular should be able to address government procedural issues where these are a barrier to progress. One member and principal partner comments that the relationship with IUCN is comfortable because there is no competition for the implementation of projects in the field, and because IUCN does not work directly with smaller NGOs and CBOs there is less overlap of programmes.

Members state that IUCN can give them an international status and voice. There is some frustration, however, that the membership has not "networked" more within itself so as to be more effective in finding common positions and presenting these to governments and at international forums, as happens in other parts of the world. There is a feeling that IUCN should, on occasions, make a stronger stand on important conservation issues.

Those who have received support from NSP are very appreciative and most show evident results - for example in improved fund raising ability. Most say they are happy to give credit to IUCN for their assistance with respect to shared outputs. It should be remembered however that some organisations are also members of other groups and networks and their identity is not entirely tied up with that of IUCN.

Opinions on the frequency and quality of contact with NSP vary. Some express the opinion that NSP has considerably improved the image of IUCN overall. Others want a more pro-active approach to communication with them and more collaboration on NSP planning. Among the specific suggestions for assistance made were help with INTERNET access, quick access to relevant expertise, more support for joint publications and educational materials, and assistance with impact assessment.

### 3 THE NGO SUPPORT PROGRAMME (NSP)

The NSP dates from 1990 when funding was first received from SIDA. However, before 1994 NSP was not implemented in any systematic manner. The review found it difficult to secure information on activities and expenditures of that period. Since 1994 NSP has been implemented and managed in a more systematic manner. In 1996 a component of NSP was established within the Uganda Country Office.

#### 3.1 The original NSP proposal

The original proposal combined the employment of a senior programme officer for forests, a coordinator for NGOs, and an "intervention fund" to be used as a small grants facility. However, various changes within EARO meant that the project has not been implemented as originally written. Notably a senior programme officer for forests has never been employed through this project, a coordinator for NGO activities was not appointed until mid-1994, the intervention fund has never been set up to be used as a small grants facility, while an NSP officer was appointed in Uganda to implement the programme in that country from 1996.

The original NSP proposal reveals a concept of NGO "support" which represents a mechanism to achieve conservation objectives. It does not specify to what extent the capacity building activities it proposes should be undertaken outside or within the main programmes. Overall it has proved insufficient in providing a clear and strong structure for NGO partnership. The importance of NGOs to the Eastern Africa Programme means that the status of NGO-related activities needs to be elevated to that of a major strategy. At the same time it is vital to ensure that its aims are firmly integrated into the main IUCN objectives of improved sustainable natural resource management.

The concept of the original proposal document of 1990 attempted to compromise between two "ideal type" models for the programme:

- a responsive activity which would provide resources and funds to environmental NGOs requesting assistance to build their own capacities, and who would then carry out conservation activities which would (by their nature) serve to achieve IUCN's objectives. In this model planning would probably involve the "target" organisations
- a pro-active programme which would set out to address EAP priorities through support to environmental NGOs, who would carry out EAP, or EAP-supporting activities. Here planning would be very much within EARO

The project document implies both models without satisfactorily specifying mechanisms for either. It is not clear how activities are to be planned nor how the intervention fund is to be used. Current EARO staff are not in favour of running the intervention fund as a "small grants facility" and the participatory planning exercise of 1996 has been widely rejected. A programme which approaches the second model is therefore more acceptable to EARO at the present time.

The original proposal does not address integrating NGO collaboration within the central EAP approaches. It makes no mention of supporting networks and facilitating government-NGO communication activities, nor is there any mention of expanding NGO membership and offering services through the programme.

#### 3.2 The development of NSP objectives and planning

There is little evidence of a planning process for NSP before 1994. Up to that time use of NSP funds seems to have been mostly for specific initiatives attached to the wetlands programme. Administration costs were taken, a vehicle was purchased and discretionary use was made of the intervention fund for NGO-related activities. A participatory planning exercise was held in 1996. This involved representatives of a number of NGOs and produced a one year work programme. The report was not well received within EARO who concluded that some of the participant organisations were not appropriate for the purpose. It seems the vision of IUCN's role and strategy held by some of the group did not match that of EARO staff.

With the experience of implementing NSP from 1994, it was possible to formulate a new set of objectives by 1996/7, notably in the NSP draft report. The general context of working with NGOs is here given as

“partnership”. Capacity building, facilitating forums, improving access to IUCN, involving NGOs in field projects and promoting NGO membership of IUCN are the main activities specified. These later documents remain ambiguous on the meaning and use of the “intervention fund” however:

- increase and improve NGO partnerships with IUCN in the Region
- enhance NGO capacity through training and capacity building
- facilitate forums for NGO-Government consultations
- support and facilitate NGO access to IUCN networks
- facilitate NGO-CBO participation in natural resources management through field projects that IUCN is involved in
- initiate activities towards NGO intervention fund
- strengthen NGO membership in IUCN
- provide forums for NGO members to discuss environmental issues

The current objectives, from both EARO and UCO represent a positive step towards a more systematic NGO strategy for EAP:

- “partnership” as a concept indicates a more appropriate type of relationship with IUCN’s key members and partners in the region
- the importance of networks in advocacy and facilitating contact between NGOs and IUCN members, partners and commissions is recognised as assisting with a crucial IUCN role.

The context and priorities for “capacity building” are still however to be specified. Care also must be taken that the “approaches” suggested for working with NGOs are recognised as a clarification of mechanisms only and do not become ends in themselves.

In Uganda, when a project officer was appointed in 1996, similar but separate objectives and approaches for NSP were formulated. The objectives formulated in Uganda focus on capacity building, developing the IUCN-NGO “partnership”, facilitating IUCN network and membership interaction with Ugandan NGOs, and promoting IUCN NGO membership. Four approaches are specified to achieve these: technical assistance, collaboration with field projects, connecting NGOs with IUCN member or other donors, and sub-contracting NGOs to deliver services to other NGOs. Furthermore the Uganda NSP brochure specifies that priorities for selecting an NGO partner should be its potential for integrating its activities with EAP programmes and projects, or its potential for contributing to planning and advocacy forums.

Throughout the NSP documentation there are indications that preference in collaboration should be given to IUCN members and “potential members”. This has clearly affected NSP planning and decision-making.

### 3.3 NSP activities

NSP activities can be categorised as follows:

- activities with NGOs which have been directly wholly or partly funded through NSP
- other NSP collaborations where NGO activity development has been assisted by NSP and which have been connected with the Netherlands Committee of IUCN, or other partners, for support
- other NSP activities which have been undertaken as a unit within EAP to develop IUCN and its NGO collaborators’ capacity
- ongoing duties - attending to enquiries and membership issues, participating in planning and core group activities, liaising with other members and components of IUCN, participating in the implementation of outside grant facilities
- *ad hoc* activities in response to situations arising and opportunities

Much of the work has been coordinated with the ecosystem programmes. This has principally involved wetlands and forest programmes, while there has been less involvement in the marine and protected areas programmes. There has also been little involvement with the field projects which IUCN supports, even in Uganda where there have been three major field activities. This area is, however, expected to develop in the future. In a few cases in Uganda there have been direct NSP involvements with NGOs and CBOs which have not been connected with the main EAP programmes.

NSP is also widely seen to be related to promoting NGO membership of IUCN and as means of delivering services to members.

### 3.4 NSP management

Since NSP was set up as a cross-cutting, "additional", activity intersecting with ecosystem-focused programmes, it has been anomalous administratively. In some ways it has been seen as a project (since it is funded externally, contributes to administrative overheads and has a limited life span) and in others as a programme (being cross-cutting and lacking the clear tangible outputs associated with a project). In some cases there has been intense interaction and other programme coordinators have contributed to NSP activities. In other cases (in the marine and protected areas programmes) there has been little contact with NSP as such.

The NSP Coordinator, appointed in 1994, has been given other EARO/EAP responsibilities apart from managing NSP. She has not been able to devote the time to NSP that other project leaders in the field may be able to do. Because of the integrated cross-cutting nature of NSP within EARO the Coordinator's time spent in core groups of other programmes and projects have been central to NSP implementation.

Since 1994 the use of funds, in particular the "intervention fund" has been based on the recommendation of NSP staff and with the approval of the TPG or, more recently, the "core group" associated with the project. The formation of the core group is a positive move towards providing more support and technical guidance and facilitating interaction with other programmes.

There are differences in the way the NSP has been implemented in the regional and Uganda Country Office contexts:

- NGOs in Uganda, especially at the national network level, are less developed than, for example, in Kenya and there has been less scope for support of national organisations and networks
- NSP's contact with other EARO programmes has been greater in EARO/Nairobi than in UCO, because the coordinator is based in Nairobi. Although there are three major IUCN-supported field projects in Uganda the UCO-NSP activities are not closely linked with them at present. The Uganda NSP officer has largely been isolated from ecosystem programmes and has developed some activities (especially with CBOs) which have no clear relationship to them
- Slightly differing implementation objectives and strategies have been developed in Uganda. The objectives specified for the Ugandan NSP activities lay less emphasis on NGO-government networking.

In general NSP has been managed as one project. Reporting of Uganda activities is to the EARO/Nairobi-based coordinator with whom there is close contact. Some activities in Tanzania have been undertaken by the UCO programme officer.

### 3.5 NSP Monitoring and evaluation

Implementing through other organisations, as a strategy, requires understanding on the part of donors, special indicators of success, and clearly specified collaborations. Some NGOs find it profitable to advertise their IUCN membership and shared achievements are easily shown. In other cases undue credit has been taken by member organisations, and the EARO input has gone unrecognised. This has sometimes been the case with NSP.

NSP activity outputs by their very nature are often "intangible". This means that careful consideration is necessary to determine indicators of success, especially with activities such as "capacity building". Even where tangible results are produced (publications etc) collaborating organisations may wish to promote their own profile and agenda and understate IUCN input. Such organisations may be members of other networks also, with whom credit would need to be shared again. The reality is that EAP also needs to maintain a profile of achievement to canvass for further support and funding. An NGO programme therefore needs to establish agreements for collaborative undertakings to ensure it can show outputs.

Monitoring and evaluation within NSP has been problematic and it has been difficult for this review to assess NSP activities. Where they have been undertaken in close collaboration with other EAP programmes the

achievements are “shared”. In many cases indicators for success have not been established and there are no written agreements clarifying objectives and outputs. In particular “capacity building” exercises have lacked indicators for positive institutional change - adoption of recommendations, improved fund-raising as a result of planning processes. Improved conservation activities or environmental impact have often not been specified.

Where interventions are within the context of EARO projects or programmes these problems are likely to be minimised since these act as frameworks with natural resource management objectives, indicators and opportunities for ongoing monitoring. They also serve to ensure that NSP activities are directed towards central EAP priorities.

The EAP policy at present is to generate indicators in collaboration with members/target groups. These are to address management, project and impact levels. This is in line with the need to formulate of written agreements with other organisations for collaborative activities.

#### 4 NSP - ACTIVITIES ASSESSMENT

The review attempted to procure information on the various activities undertaken as part of NSP. These are here categorised as collaborative activities with NGOs which have received direct funding through the intervention fund, collaboration with other organisations not involving direct NSP funding, and non-collaborative activities. These were then assessed against current objectives. In many cases the lack of specified objectives and indicators of achievement has made the assessment problematic and this review cannot claim to be a full evaluation of these NSP interventions.

##### 4.1 Activities directly supported through NSP

Activities are arranged in order of the funding provided through the NSP intervention fund. (This may not represent the total support which NSP has been able to procure or facilitate for these activities.)

##### *Tana Delta Environmental Awareness Programme / EAWLS (SFr79,117)*

NSP collaborated in proposal development for a two year programme. NSP totally funded the first, 6 month, phase. The first phase was completed, but activities were discontinued because of the impasse in achieving a consensus statement (one of the fundamental assumptions of the project) and adverse legal judgement. TDEAP is clearly relevant to wetlands conservation and management. The project needs a review of its objectives, assumptions and activities.

##### *Tana Delta Wetlands Standing Committee (SFr22,846)*

The NSP provided a consultant to undertake a situational analysis, organised a workshop to present the findings and facilitate community involvement and assisted with the development of a proposal for environmental assessment. Despite current problems, the functioning of this group is relevant in enhancing the programme areas (marine and wetlands). At the same time, it is a forum through which Government, NGOs and grassroot communities can consult. The issue of the Tana Delta Wetlands and its conservation and management presumably remains an EAP priority and a review of the TDWSC activity plan is needed.

##### *Kibale Association For Rural and Environmental Development (KAFRED) (SFr15,152)*

This CBO manages a wetland eco-tourism site near Kibale and was assisted with technical input into the development of a tourism development plan, and advice on financial management. A workshop with KAFRED staff introduced and discussed the main issues. The KAFRED capacity building activities could not be assessed by this review because no KAFRED personnel were available for interview. Neither was it possible to consult staff of the Semuliki - Kibale Project, with which the KAFRED intervention has been closely linked. The written reports are impressive but the impact of the work requires assessment.

##### *Wildlife Clubs of Uganda (SFr14,778)*

WCU has received significant technical input to develop its strategic planning, to establish a membership database and review its membership services, and to review its organisational needs with regard to decentralisation. The NSP activities were well received and appreciated and WCU has reportedly become more efficient and effective. However, there is a need for this type of activity to have jointly agreed indicators to confirm impact on the institution and its activities. WCU is a key Ugandan IUCN member and EAP partner.

***East African Wild Life Society - UGANDA (SFr11,900)***

EA WLS - Uganda was assisted with a strategic planning exercise through the provision of a facilitator and some other expenses. This activity strengthened EA WLS - Uganda's capacity, giving it focus and direction. The results have been immediate and positive in terms of fund-raising and increased membership. The organisation represents a potential key EAP partner in Uganda.

***Wildlife Conservation Society of Tanzania (WCST) (SFr5,758)***

WCST staff (together with the staff of two other CBOs) were trained in proposal writing by the NGO Uganda NSP officer. As a result of this training it is understood that a proposal was written by WCST which secured funding for the organisation.

***East African Wild Life Society (ca SFr5,193)***

The NSP provided for training in proposal writing by the Institute of Cultural Affairs. As a result of this assistance EA WLS has been able to design and implement all its current field projects. Through networking, EA WLS has been able to do raise more funds for advocacy in natural resource management and conservation in the field of forest, wetlands and species (wildlife). EA WLS has also been able to train other CBOs in the area of project planning and design. EA WLS has emerged as the key EAP partner in Kenya, and with a developing role in Uganda.

***Uganda Association for Social Economic Progress (SFr3,975)***

In this intervention training in mud stove construction for members of a CBO in Mukono, Uganda, was sub-contracted to Integrated Rural Development Initiatives. The review concluded that the intervention, although efficiently carried out and well received by both organisations concerned, suffered from not being within a ecosystem conservation programme. For instance no assessment was made to determine that the harvesting of firewood for domestic cooking was a principal threat to key forest areas and no indicators for the project were specified.

***Makerere University Institute of Environment and Natural Resources (MUIENR) (SFr3,060)***

No details were available at the time of the review..

***Lake Victoria Wetlands Team (LVWT) (SFr1,630)***

NSP assisted this small NGO to become registered with the government of Kenya, and provided some office support. This organisation could not be located at the time of the review and this may signal a warning to the EAP that its collaboration should be with organisations of whose credibility they can be relatively certain.

***African Water Network (AWN) (SFr 937)***

A newsletter was sponsored during 1993. No further information is available.



***Kenya Forestry Working Group (SFr77)***

NSP assisted the development of the KFWG, firstly through KENGO and latterly within EAWLS, by supporting the production and circulation of its newsletter. (The secretariat for KFWG is supported by IUCN Netherlands Committee as a result of NSP liaison.)

KFWG has successfully provided a forum for organisations and individuals who have an interest in forest conservation in Kenya to exchange information on developments and activities. As a loose network it has at times been able to make presentations to government and to issue press releases. It has also organised fact-finding field missions. Government officials, and even major donors, are also frequently in attendance at meetings. To the extent that KFWG is a result of an NSP initiative it can be regarded as a significant achievement, exemplifying collaboration with national NGOs to provide a mechanism for debate and communication.

***KENGO (Expenditure figure not available)***

KENGO has received support from NSP for a publication outlining its basic philosophy and also collaborated on producing a report on forest excisions in Kenya. It was not possible to interview KENGO personnel and therefore no assessment of these activities could be made.

**4.2 Other NSP collaborations*****OSIENALA (the Friends of Lake Victoria)***

This middle-level NGO/CBO, a KENGO member, is collaborating with NSP in the implementation of a project concerning the Nile Perch which is funded by an outside source. OSIENALA staff have also been linked with CBOs in Bogoria and Saiwa. OSIENALA is a credible organisation which appears to have good connections to smaller CBOs around Lake Victoria. At present they are "members" of IUCN by virtue of their membership of KENGO. However the recent links with NSP have been direct and this poses a question of membership which may need to be addressed.

***Tropical Environment Forum***

This small Ugandan CBO has been linked with the Netherlands IUCN Committee who have supported a plants, birds and mammals inventory of a small privately owned forest with a view to initiating eco-tourism development. The activity done is relevant to the overall IUCN programme and the objective of facilitating access to IUCN networks and donors.

***UNDP/GEF Small Grants Facilities (Kenya and Uganda); Grants Management Unit (Uganda)***

NSP in both EARO and UCO has participated in the appraisal committees of outside grant facilities. This participation has been highly appreciated by the grants' administrators. This activity involves NSP in useful networks, provides opportunities for referring deserving cases and promoting environmentally beneficial and sustainable natural resource management projects.

***Other Organisations***

NSP has assisted other organisations to undertake projects with support from the Netherlands Committee of IUCN - Sironko Valley Integrated Project (Mbale, Uganda - tree planting and energy conservation); Resource Projects (Environmental planning of the Ssesse Islands); Development of the Rural Community (Budongo, Uganda - income generation in forest-bordering villages); Environmental Alert (Mpigi, Uganda - forest buffer zone activities); Ntunda Women Development Association (Uganda - forest buffer zone activities).

#### 4.3 Other NSP small projects

Several activities have been undertaken to develop resources for NSP and to build EAP and partner capacity for such programmes. It is not very clear how these were decided upon and how their value and success is to be assessed. In particular the relationship between the database and the directory needs to be clarified.

##### *Uganda Country Office -Database (SFr26,775)*

A database of environmental NGOs in Uganda has been developed. There are plans to extend this to the rest of the region. The development of the database can only be assessed by its eventual use to identify the needs and requirements of NGOs that IUCN wishes to work with, and for IUCN members, commissions and field projects. This may be in the context of ecosystem programme NGO strategies or as a tool for networking and encouraging environmental forums. It is hoped that the use will justify the considerable outlay on this activity.

##### *Environmental NGO Directory and an Inventory of Small Grant Facilities (SFr2,871)*

These publications have been produced for Kenya. Several organisations contacted in this review reported using these publications. They might have been more useful if consistent formats had been used for entries and some basic analysis attempted. It is assumed that the NGO directory will be absorbed into the regional database.

#### 4.4 Review of activities against stated overall NSP objectives

Comments are made here in relation to the main objectives of NSP as stated in 3.3 above:

##### *NGO partnership promoted*

In the past four years (1994 - 1998) the NSP has improved and increased NGO partnership with IUCN. This is particularly so in the programme areas of wetlands and forests. Through the development of strong relationships with EAWLS, SPEK, OSIENALA and the establishment of the KFWG and KWWG networks, IUCN has come into contact with many NGOs and CBOs. This has given rise, in turn, to other collaborative activities and opportunities to connect NGOs with other components of IUCN, in some cases leading to project funding. In Uganda IUCN has formed a strong partnership with WCU and, more recently, EAWLS, and, in addition has collaborated with several smaller NGOs and CBOs. The attempt to involve NGOs in NSP planning in 1996 probably had negative effects overall. It is felt that within a stronger strategic framework much more could be achieved.

##### *NGO capacity enhanced*

A large proportion of NSP support has been capacity building through technical support and training both to IUCN members and partners. The strengthening of institutions is difficult to assess because of the lack of indicators specified in the planning process. However, it has clearly been successful in the cases of EAWLS both at the headquarters and in the Uganda branch, where fund-raising for conservation activities has improved as a direct result of NSP inputs of proposal writing training and strategic planning. Of the other major partners WCU and SPEK also report positive effects on the capacity of their organisations. It was not possible to assess the effects of NSP on KENGO. OSIENALA, as a middle-level NGO and member of KENGO, implementing an activity which NSP has helped to facilitate, has had its status enhanced through its association with IUCN.

The effect on the smaller organisations with whom there have been activities is more difficult to assess and will inevitably be difficult to monitor. In most cases, NSP contact has been through its main partners, or through networks. One organisation, the Lake Victoria Wetlands Team, could not be located.

***Forums for NGO - government consultation facilitated***

The EAP has been involved in the establishment and functioning of several forums providing for NGO-government dialogue: including the Kenya Wetlands Working Group; the Tana Delta Wetlands Steering Committee; the Kenya Forests Working Group; the National Wetlands Policy Development Workshop (held at Naivasha, Kenya). This review could only assess the overall impact of these bodies on the basis of the opinions of stakeholders consulted. However, there is an overwhelming feeling that they are important attempts to fulfill an essential function and that this is the right sort of activity for IUCN to be supporting. KFWG in particular is widely seen to be a successful forum bringing together not only NGOs and government, but also where donors are able to interact with interested CBOs.

In Uganda there has been little activity in this category largely because, initially, the UCO was set up to coordinate the three major field projects in the country. It may also be attributed to the less-developed nature of the NGO sector. However, the UCO staff do see this as a developing role there also. CBOs are growing in number and, although many do not have natural resource management or conservation as their central focus, there is potential for action through and with them in areas of EAP concern. The current priority are of need to establish the required networking systems in collaboration with suitable national level partners. A number of possibilities appear to exist to initiate this.

***NGO access to IUCN networks improved***

The principal achievement here has been to link a number of organisations with the Netherlands Committee of IUCN. In the cases of TEFO, EAWLS, KFWG, WCST and Resource Projects these links have resulted in the funding of conservation initiatives. NSP is also to be involved in the monitoring and evaluation of some of these projects.

NSP has also been able to connect NGOs with IUCN commissions. For example, the membership of the IUCN Regional and National Commissions on Education and Communication has reportedly risen as a result of the increasing contact of EARO with the NGO sector, although this is difficult to pin down as an NSP output.

Many organisations express the wish to have more access to IUCN technical networks. In many cases this is based on vague ideas of what IUCN is and has. The need remains for the EAP to continue to explore means by which connections can be made within and outside the region which will serve its overall EAP objectives.

***NGO participation in IUCN field projects facilitated***

NGO participation in IUCN's field projects has been facilitated as follows:

- EAWLS and OSIENALA were involved in a monitoring and evaluation workshop held at Tanga, Tanzania and a project meeting of the Collaborative Management Project in Mt. Elgon National Park, Uganda
- a field visit to the Usambara (Eastern Arc) Project was made by some personnel from WCST and EAWLS
- a staff member from WCK has been involved in a training exercise in the Somali programme
- support to KAFRED was linked to the Kibale-Semuliki Project and staff from the Project assisted in training KAFRED staff

There are also examples of where field projects have been undertaken by NGOs on behalf of IUCN:

- EAWLS Tana Delta Environmental Awareness Project - first phase funded through NSP
- OSIENALA facilitating the Nile Perch project
- IRDI carrying out training of USEP personnel in mud stove manufacture as part of NSP
- ICA carrying out training of EAWLS personnel

Since the larger ecosystem programme-based IUCN-supported field projects are primarily coordinated by government agencies they have to be convinced of the advantages of NGO collaboration. NGO collaboration therefore tends to come in as an "add-on" if at all. NGOs are seen to be potentially part of "exit strategies".

where field interventions are coming to a close and mechanisms for sustainability are being sought. Whilst this is certainly true it is desirable that, in future, NGO collaboration will be seen as a more central part of project implementation from the outset. At the field-project level collaboration will almost certainly be directly with smaller CBOs.

***NGO membership expanded***

NSP has been instrumental in the enrolment of several new IUCN members in this region between 1994 and 1997. NGO members enrolled within this period are KENGO, SPEK, Eden Wildlife Trust, and WCU. Wildlife Clubs of Kenya, and the Uganda Wildlife Education Centre are currently being considered for membership.

***NGO membership environmental forums facilitated***

The NGO membership in this region is still very small and the geographical spread is extensive. NSP has not been able to establish regional membership forums to discuss regional environmental issues.

## 5 FINANCE

The financial review covers a period of 5 years between January 1<sup>st</sup> 1993 and December 31<sup>st</sup> 1997. The amounts shown are in Swiss Francs (SFr). Pre-1993 expenditure on personnel management, equipment, office costs and NGO intervention amounting to SFr. 117,984 has not been included in this review.

The total income allocation for the NSP in 1993 was SFr. 1,326,770.

41.45% of this allocation (SFr. 550,000) was for the NGO intervention fund. The remaining 58.55% (SFr. 776,770) of the total income was for other expenses within the following expenditure components: salary and benefits for senior programme officer and NGO Coordinator, equipment purchase, travel costs, office costs, contingencies as well as IUCN's management costs. (Although project priorities and activities have evolved over time the budget used within EARO remains that of the original 1990 proposal and has not been revised.)

### Expenditure and balance remaining

Total annual expenditure from the NGO intervention fund, other expenses and the overall NSP are as follows:

Year	NGO Intervention Fund	Other Expenses	Total NSP
1993	13,131	126,317	139,448
1994	112,709	29,805	142,514
1995	15,357	59,511	74,868
1996	12,444	97,981	110,425
1997	16,932	65,317	82,249
Total expenditure (5 years)	170,573	378,931	549,504
Total income allocation	550,000	776,770	1,326,770
Balance remaining	379,427	397,839	777,266
% Expenditure of total income allocation	31.0%	48.78%	41.42%
% Balance remaining of total income allocation	61.0%	51.22%	58.58%

In addition separate funds (Sfr 109,000) were made available to UCO for their NSP activities from mid-1996 which were utilised up to the end of 1997 as follows:

	NGO Intervention Fund	Funds for other expenses	Total UCO-NSP Funds
Allocation	60,000	49,000	109,000
Expenditure	45,335	106,665	152,000
Balance remaining	14,665	(57,665)	(43,000)

(The percentage of this intervention fund spent in this period was therefore 75.56%.)

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In the period of 5 years (1993-1997), less than half of the NSP funds have been utilised. Only 39.25% of the total intervention fund (SFr. 550,000) had been used by the end of 1997 (if one includes the Uganda expenditure).

The UCO NSP shows a different analysis when compared to the overall NSP. Within one year (1996/97), 75.56% of the intervention fund allocated to UCO was utilised. Over expenditure (by SFr. 57,665) has been reported on the other expenses component leading to an overall deficit of UCO-NSP of about SFr. 43,000. NGO intervention fund expenditure, yearly by activities and institutions supported.

The NSP intervention fund expenditure, yearly by activities and institutions supported is as follows:

YEAR	ACTIVITY / INSTITUTION	ACTUAL EXPENDITURE	YEAR TOTAL
1993	WCU	462.83	4,857.49
	MUINER	3,060.00	
	SPEK	396.76	
	AWN / Newsletter	937.90	
1994	TDWSC	22,846.30	112,708.81
	SPEK	131.41	
	WCU	10,394.00	
	EAWLS/TDEAP	79,326.77	
	(Others)	10.33	
1995	Forest excision / consultancy	12,224.89	15,356.48
	LVWT	1,630.19	
	WCU / Workshop	409.70	
	(others)	1,091.22	
1996	ICA training consultants / EAWLS	2,244.05	12,444.68
	WCU	272.58	
	NGO - Workshop	5,775.53	
	KFWG/Elgon trip	441.66	
	NGO Directory/Small Grants Inventory	1,059.02	
	IUCN-WCC	4,713.00	
	(others)	24.91	
1997	Wetlands policy/NGO workshop	2,968.69	16,931.54
	WCST / training	5,758.68	
	EAWLS / Kipsaina / Saiwa	2,293.60	
	EANHS	209.80	
	EAWLS / study tour Usambara	1,878.08	
	NGO director y / SG Inventory	1,812.47	
	Others	2,011.02	

NB. The NGO intervention fund expenditure for 1993 on activities shown on the table above amounts to SFr. 4,857.49 compared to the total expenditure of SFr. 13,131. The SFr. 8,273.51 difference was spent on pre-1993 activities which are not reflected in the accounts provided for the review.

## 6 CONCLUSIONS AND RECOMMENDATIONS

The EAP needs to seriously address the non-government sector for several reasons:

- government roles in relation to natural resource management in the region are changing (this has implications for working with the “private” as well as strictly “NGO” sector)
- IUCN as an international organisation has membership from both government and non-government sectors and has the mandate and responsibility to work in both sectors
- the fact that IUCN has both government and NGO membership means that it has unique potential for promoting the overall conservation effort in the region.

Partnership with NGOs is therefore a central component of IUCN’s mission and should be integrated into all aspects of EAP.

### 6.1 An NGO partnership programme

The review recommends that an NGO partnership programme (NPP) be established as a major integrated component of the Eastern Africa Programme. Over time this will serve to correct the balance of EAP and accommodate the opinions and activities of NGOs and “civil society”. There is a serious commitment within EARO to collaborating with the NGOs active in the region as part of its overall strategy and the present NSP has shown some of the potential directions to take, although the overall framework still needs clarifying in some areas.

A major strategy of NPP should be facilitating NGO-government dialogue on environmental issues, by providing technical data and assisting with the clarification of issues and establishing consensus through appropriate national NGOs and networks, and linking with government contacts in order to improve sustainable natural resource management in the region. This function lies at the heart of the IUCN mission. NPP should in consultation with programme coordinators actively take a lead in this. Activities will include participating in networks and forums, working with key national NGO partners to call meetings and establish working groups (which can allow for the participation of smaller NGOs/CBOs), facilitating field surveys or other research, linking with relevant resources (staff, members, commissions etc.) to provide technical input etc. Government may be involved from the beginning or at later stages as appropriate. The function of NPP should be to empower IUCN members, partners and environmental NGOs to be able to present coherent positions on environmental issues.

Another priority area is to build NGO partnership within EAP itself. The NPP should take a lead in developing NGO strategies within the ecosystems programmes: identifying priority partner organisations and functions, planning collaborative sub-projects within these strategies (determining objectives, strategies and methods), formulating agreements, providing for capacity strengthening to support identified aims and activities, monitoring progress and evaluating.

The collaborative activities with NGOs which are identified through this process will, in most cases, be with national-level organisations (normally members and potential members) and networks. Dealings with smaller NGOs and CBOs should be through these, or within the context of an IUCN-supported field project, or, exceptionally, as part of a planned programme strategy. Direct collaboration with smaller NGOs and CBOs involves certain dangers and difficulties in

NPP should ensure that collaborative activities are clearly defined (in most cases in collaboration with programme managers and on a contract basis) with clear budgets. Most collaborative arrangements and activities with NGOs will require written agreements, which specify objectives, indicators and recognition of IUCN support. In this connection it should explore and develop the concept of “shared outputs”. NPP should ensure that financial reporting is adequately carried out in a way that facilitates planning, monitoring and assessing activities.

Capacity building should be undertaken as an identified means to achieve EAP natural resource management objectives, normally within the structure of a programme or project. It should not assume the importance of an aim in itself.

The different circumstances of the NGO sector in each country of the region will obviously affect NPP's activities. These recommendations refer to Uganda, Kenya and Tanzania. The situation in Ethiopia and Somalia will require special consideration which this review was unable to give. It is hoped that these activities would form the priorities elsewhere, to be undertaken as and when possible. Although the different circumstances of each country need to be taken into account (and support to ecosystem programmes will reflect these differences) an NGO partnership programme should continue to function as one programme throughout the region. In general, the same priorities should apply in all countries.

NPP would be able to pursue many of the beneficial ongoing activities:

- improving access and communication with NGOs. NPP would also contribute to improving the accessibility and communications of EARO through the development of mechanisms for members and partners to access resources and networks, and improving communication and understanding of EARO programmes within the region. It should also maintain minimum communication (for example a bi-annual bulletin) with NGOs, and a more sustained contact with its members and principal partners, on a more pro-active basis. When appropriate and convenient EARO should host seminars and other interactive forums on particular topics for NGOs.
- developing and liaising with membership. NPP would assist with membership issues - promotion, liaison with members, local benefits, dissemination of materials. This would include working with national members committees. (These, if and when established, would strengthen ties and identity. They would allow for
- stronger presentations at international forums to be developed. They may also be the basis for networks, working groups etc. which provide for wider participation.)
- participating in core groups and other EAP planning mechanisms which provide for "cross-cutting" coordination. NPP should continue with the ongoing work of providing input into regular programme and project planning and monitoring activities, thereby continuing to strengthen the NGO component of the EAP
- collaborating with partner funding facilities. The NPP should continue to facilitate funding of environmental management work by referring fund-seekers to donors, and donors to worthy potential recipients. The participation of NPP personnel in external grant facilities would be worthwhile since it builds EARO and UCO profiles in appropriate ways. Similarly assisting IUCN Netherlands Committee and others with their programmes implemented through NGOs contributes to the overall EAP.

## 6.2 Summary of proposed programme

The aims of the NPP would include:

- to strengthen the environmental NGO sector (members, partners and networks), to present coherent positions on environmental issues and develop a conservation coalition in the region
- to facilitate dialogue between the government and NGO sectors on environmental issues
- to strengthen other EAP programmes, through addressing NGO involvement at planning, implementation, monitoring and reporting stages
- to build capacity of NGO members and partners to achieve EAP objectives
- to improve overall communication between IUCN and the NGO sector in eastern Africa

The key outputs of NPP would include:

- partnership strategies, collaborative activities and processes integrated within EAP
- networks and forums functioning in key environmental areas facilitating the negotiation of NGO positions and dialogue with government
- ecosystem programmes enhanced through appropriate NGO collaboration
- improved and closer communication with the environmental NGOs of the region
- increased IUCN membership in the region and well-developed networking among the membership

The mechanisms used to implement the programme will include

- close collaboration with key national partners to organise meetings, establish consultative groups etc
- support for local data collection and research
- supply of technical information to relevant organisations and bodies
- attendance at network and other groups meetings
- clear agreements with collaborating organisations on natural resource management, capacity building or other activities: negotiation of objectives, methods, budgets, indicators of success and "shared outputs"



- NGO collaboration needs, opportunities and strategies identified within each ecosystem programmes
- linkages between IUCN members, commissions and donor contacts and key partner NGOs
- core group discussion and planning with other EAP programmes
- guidelines for identifying NGOs for partnership and organising capacity building activities where justified in terms of EAP programme interests
- regular contact through identified means of communication with members and partners
- special events

#### NPP management

- the NPP's terms of reference should ideally ensure that it has the strength and mandate to collaborate on equal terms with other EAP programmes
- the structure of its budget should reflect its principal aims and activities with funds allocated for each. This would mean that an "intervention fund" would not be provided for as such and would help to ensure that activities remain geared to overall EAP/NPP objectives
- as far as possible activities should be run as "mini-projects" to facilitate time management and monitoring and evaluation

To facilitate the use of remaining funds, and for future NPP planning and fund-raising, a planning matrix indicating the major recommended activity areas is attached as an appendix.

