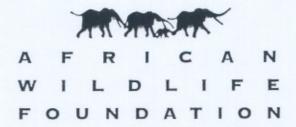# Final Report

An Examination of the Achievements and Effectiveness of the Planning and Assessment for Wildlife Management Project Amendment

September 1996

to:
U S A I D Mission
Dar es Salaam, Tanzania

Submitted by:

AFRICAN
WILDLIFE
FOUNDATION

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ACRONYMS

AWF	African Wildlife Foundation
CBC	Community-based Conservation
DGO	District Game Officer
DNRO	District Natural Resources Officer
DW	Director of Wildlife
FAO	Food and Agriculture Organization
GIS	Geographic Information System
GR	Game Reserve
IM	Information Management
M&E	Monitoring and Evaluation
MNRT	Ministry of Natural Resources and Tourism
NCAA	Ngorongoro Conservation Area Authority
NGO	Non-Governmental Organization
ODA	Overseas Development Agency
PA	Protected Area
PARCS	Protected Areas Conservation Strategy
PAWM	Planning and Assessment for Wildlife Management
PP	Participatory Planning
RGO	Regional Game Officer
RKM	Rungwa Kizigo Muhesi
SR	Sector Review
STTA	Short Term Technical Assistance
TANAPA	Tanzania National Parks Authority
UNEP	United Nations Environment Programme
USAID	United States Agency for International Development
WD	Department of Wildlife
WMA	Wildlife Management Areas

Foreword

The following pages are an analysis by the African Wildlife Foundation (AWF) of the effectiveness and impacts of the Planning and Assessment for Wildlife Management project Amendment, which was funded by USAID and implemented by AWF. The report format and content was decided by consensus between the AWF Head of Programs/Project Manager of the PAWM Amendment and the AWF Project Liaison Officer (PLO), and considerable comment and input was provided by the AWF Director of African Operations. The report was put together by the PLO through his experience with the project over the past year, and by incorporating the final report from the AWF Community-based Conservation Technical Advisor (TA) to the project. Since the PLO also acted as a part-time TA to the Information Management Section and also gave guidance to the Participatory Planning Section, no other final technical reports were used. Furthermore, this final report is an analysis of the project impacts from AWF's perspective, and therefore does not include the various final reports from the Department of Wildlife personnel seconded to the project and the Department of Wildlife Project Manager (which are more descriptive reports identifying activities carried out and the dates on which they occurred) other than to corroborate the various activities and events which were carried out during the life of the project.

1. Introduction

1.1 The PAWM Amendment Project

The Planning and Assessment for Wildlife Management (PAWM) project Amendment, within the Department of Wildlife of the Ministry of Natural Resources and Tourism (MNRT), was undertaken with assistance from the African Wildlife Foundation and with funding from USAID under cooperative agreement No. 621-0171-G-00-0001, Project No. 621-0171.

The first stage of the original PAWM project (1991 to June 1995) made significant achievements towards meeting the objectives of the project. The project outputs include approved policies and management plans for the conservation of the Nile crocodile, the ostrich, the black rhinoceros, the African elephant and Tanzania's avifauna with special reference to the wild bird trade. Draft policies have been prepared for wildlife conservation and utilization, the management of tourist hunting, and for the Ngorongoro Conservation Area. Draft management plans have been prepared for Ugalla and Rungwa-Kizigo-Muhesi (RKM) Game Reserves, and revised for the Selous Game Reserve. Other written outputs include workshop papers, reports, project proposals, maps and position papers. Training of Department of Wildlife personnel has been a component of these and other activities on the PAWM project. Ultimately, the PAWM project culminated in a participatory review of the institutions of the wildlife sector. The goal of this sector wide exercise was to provide options to the Government of Tanzania which would provide an effective, efficient and rationalized wildlife sector in Tanzania.

Although successful in achieving many of the original project objectives, a few areas remained outstanding. These unfinished activities, along with the political and economic environment in Tanzania, provided enormous potential to realize the ambition for conservation to make a larger contribution to the nation's economy and development through the extension of project activities.

During the last three months of the original project there was continuous dialogue between AWF and the Department of Wildlife to discuss the context of follow-on activities in the new project. Four meetings were held with the Department of Wildlife (WD), which, at the various meetings included the Director of Wildlife, Deputy Director of Wildlife, WD Head of Development, WD Head of Natural Resource Utilization, PAWM Project Manager, PAWM staff, AWF Director of African Operations, AWF Head of Program Development, AWF Deputy Director, and the AWF Project Liaison Officer. Through these meetings, the goals and objectives of the project were decided, and a new management and administration proposed to meet the recommendations of the March 1995 evaluation. A consensus was reached that the project should be broken into three sections based on the goals and objectives of the project, to ensure that these were achieved. Once established, the project continued with a participatory approach to its development by holding a workplanning workshop in which all PAWM staff, WD representatives, a Ministry representative, and AWF representatives participated attended. The workshop determined what activities would be required to achieve the project objectives, and developed a

tentative schedule of the activities, assigned who was responsible and prepared the budget for each activity.

The PAWM Amendment was a one year extension to the PAWM project and was to allow additional time to follow-up on and continue areas of the original project which had not been completed. The PAWM Amendment, as a component project of a program promoting sustainable economic development of the wildlife sector, had a specific goal and a number of objectives, which were to build the capacity for natural resource management in Tanzania, based on accurate information and incorporating innovative approaches, to increase the impact of wildlife conservation on the well-being of the people for Tanzania. A logical framework was developed for the project (see Annex 1). The objectives of this 'logframe' and the activities needed to meet the objectives, became the basis for the subsequent work plan (see Annex 2). The achievements of the project will be measured against the set objectives, and in each of the different sections - Information Management (IM), Community-based Conservation (CBC), Participatory Planning (PP) and the Sector Review (SR). This final report will document progress of the project according to the set objectives and evaluate the effectiveness and/or performance of the achievements or lack thereof. Details of the activities can be found in the various reports (see annex 3) produced by PAWM throughout the year; these reports have been provided to all parties involved in the project.

PAWM has seen many staff changes during its life, and the Amendment was no different. A number of new WD personnel were seconded to the project prior to, and at the start of, the Amendment. (See Annex 4 for staff list).

1.2 The Tanzania Context

Throughout the past year their have been a number of major events which have affected Tanzania as a whole, combined with further changes which have directly influenced the Department of Wildlife. These included the lead up to, and the national elections for President and Members of Parliament; a change in Directorship of the Department of Wildlife, along with the corresponding changes in staff instituted by the new director; a change in the structure of the Department of Wildlife, and further staffing changes; and retrenchment of Department personnel due to the Civil Service Reform Commission.

Elections were held in October 1996 for both Members of Parliament and President. This caused an almost complete stoppage of work within the government for the months leading up to the election. Noting that the project amendment began activities in September, this had a serious effect on what could and could not be accomplished in activities which were influenced by national government, particularly in the area of the Sector Review.

A further implication was the change in leadership of the Department of Wildlife, which was in limbo until after the elections. Although there was an acting Director, all major decision making was put on hold until after the new Director was appointed.

Once the Director was appointed, one of his first actions was to change the operating structure of the Department. The new structure pared down the number of sections under the Director, and organized them into four sections (Planning and Statistics, Utilization, Law Enforcement, and Protected Area Management) and a Deputy Director. With this new structure came the redeployment of Department staff, which included the promotion of the PAWM Project Manager (PM) to head of the new planning and statistics section. This promotion caused considerable delays and confusion for approximately one month, as it was not clear who would be the replacement Project Manager for PAWM and when he/she would begin work. Eventually a decision was made whereby the Project Manager acted in both capacities. This has obvious implications to time and effort the PM was able to put into the project.

While not having major implications on the PAWM project, retrenchment, and the necessary redeployment of Department of Wildlife personnel due to the Civil Service Reform commission reforms did have its effects.

2. Achievements and Analysis of the Four Project Activity Areas

At the start of the project a workshop was held for the entire PAWM staff which taught workplan formats, and produced a workplan for the next year of PAWM (see Annex 2). This workplan, developed by consensus, listed goals and objectives, along with activities and their respective outputs to achieve the objectives. Also included were responsible parties, a schedule, equipment required and an indicative budget. All members of the staff participated. Another product of this workshop was individual workplans for each PAWM staff member.

Comments: A participatory workplanning session was not in the original proposal, but it was felt to be an important process for planning the whole project and in establishing Department of Wildlife ownership of the project. All of the PAWM staff participated, and the results were very positive. Each member of PAWM felt as part of a team, they understood what was expected of them, and they knew they were responsible for initiating and carrying out each of the activities.

This report now presents a description of, and comments on, the various activities undertaken. For ease of reference this has been laid out to correspond to the various components of the workplan.

2.1 Community-based Conservation

Purpose 1: To build the capacity of the Wildlife Division in community-based conservation, particularly in interpreting aspects of new wildlife policies which involve community-based conservation.

Objective 1   To appoint and orient a CBC point person for WD.

Activities (all activity numbers throughout the report refer directly to activities specified in the workplan in Annex 2):
1.1   Job Description Preparation
1.1.1 Selection of candidates

Actions:
1.1   A draft interim job description was completed for the CBC point person in early November 1995 and presented to DW and the Project Manager.
1.1.1 Along with the draft interim job description, a short-list of candidates for the CBC point person was prepared according to set criteria and submitted both to the Director of Wildlife and Project Manager.

Comments: See comments under activity 1.2 below.

Activities:
1.2   Assignment of CBC point person within the WD to coordinate and implement CBC activities

Actions:
1.2   A CBC point person was never appointed during the project. At least one WD HQ person was nominated to the position late in the project, but the terms of reference for the post were not clear (the PAWM drafted terms of reference were not used) and neither he nor the PAWM staff were told that his appointment was to be coordinated with the PAWM objectives.

Comments: Because no point person was appointed, the value of all the activities carried out under this first objective was greatly diminished. The strategy of the CBC section was to collect information and plan with the appointed CBC point person, who would then be able to use the newly gained knowledge and experiences to begin to implement CBC nationwide. Furthermore, the many potential training opportunities made available by the project for this person were unutilized by not appointing someone to this position.

Activities:
1.3   Conduct a review of CBC initiatives and capacities within the WD and across the sector
1.3.1 Field visits to CBC areas of activity in Tanzania

1.3.2 Take an inventory of all CBC projects

Actions:

1.3   In preparation for field visits to CBC areas of activity, a list of CBC initiatives was produced along with a tentative timetable for visiting these sites. Guidelines were prepared to direct the visits.

1.3.1 During December 1995, January 1996 and April 1996, three field trips were taken by the PAWM CBC section along with the TANAPA Community Conservation coordinator, to view CBC initiatives in southern and northern Tanzania. However, the TA to the CBC section was verbally requested by the Director of Wildlife and the Project Manager (through the PAWM Head of CBC) not to take part in the trips, and the participants of the field trip were restricted in what they could see and discuss with the communities and the project coordinators.

1.3.2 From the above trips, an inventory of CBC initiatives in Tanzania was compiled by May 1996.

Comments: Although the field trips were undertaken without the TA, the trips still assisted the CBC section in gaining a better understanding of the wide variety of CBC initiatives being carried out in Tanzania. However, the constraints as to what questions could be asked of the various community conservation projects and the fact that the TA was not allowed to accompany the site visits limited the ultimate value of the field visits. These may be some of the reasons that the reports from the trips do not enumerate any clear recommendations to the Director of Wildlife about what approaches to community-based conservation seem to be working and what approaches are not, along with directions as to what actions the department needs to enact to further CBC.

Activities:

1.4   Review aspects of new Wildlife Conservation and Utilization Policy related to CBC

Actions:

1.4   During the second week of March 1996, a review of the new wildlife policy for Tanzania (including CBC aspects of the policy) was conducted at the Department's annual meeting.

Comments: Because the review of the policy was done at the departmental annual meeting, many stakeholders in the wildlife sector of Tanzania were not involved in the process. Furthermore, the experience from the numerous implementors of CBC projects in Tanzania could not be accessed. At the end of the project the policy was still not approved, but it may be reviewed by Cabinet towards the end of 1996.

Activities:

1.5   Prepare a strategic plan for development of CBC capacity with the WD through a workshop

Actions:

1.5 A proposal for a workshop to develop a strategic plan for CBC was developed by the section and submitted to the Project Manager. This workshop was designed to pull together the information and results from the other activities under objective one, and to develop an implementation plan. However, this proposal was rejected without explanation. No further comment could be elicited.

Comments: The rejection of the strategic planning workshop along with the lack of an appointment of a CBC point person have negated the impact PAWM was to have on institutionalizing CBC within the Department of Wildlife. Individuals were trained and some lessons were learned, but these will be lost without the integration of CBC into the Department's activities.

Objective 2 Identify and train at preliminary levels staff from headquarters and selected areas in the CBC approach.

Activities:
2.1 Assess WD capacity for CBC with regard to manpower and training
2.1.1 Develop a list of WD staff with existing experience, training and interest in CBC

Actions:
2.1.1 A draft list of people currently working in CBC was prepared in October 1995, and a survey of WD staff was conducted to complete the roster.

Comments: Although there are a number of people in WD who are interested or have been exposed to CBC, outside of pilot projects no provision has been made to develop a specialized cadre of personnel to work with, or assist field personnel to work with communities in CBC. PAWM was meant to assist WD in developing a training program for its personnel, however, this never materialized (see comments on activities 2.1.2 and 2.1.3 below).

Activities:
2.1.2 Assess training needs making use of the Protected Area Conservation Strategy (PARCS) project report on Tanzania.
2.1.3 Prepare a manpower development plan to achieve CBC objectives

Actions:
2.1.2 Key conclusions from AWF's PARCS report were drawn out, which could have fed into the manpower development planning and training design. The PARCS report was used, because it was the major document available on training needs for Tanzania.

2.1.3 Terms of Reference and Short-term Technical Assistance (STTA) were identified for the manpower development plan by the CBC section in December. The STTA was proposed due to her experience in similar situations with both the Kenya Wildlife Service and the Uganda Wildlife Authority. The contract was never approved by the Project Manager.

Comments: The manpower development plan was (and still is) an important part of developing the institutional capacity to implement CBC. Because this activity was never carried out, the Department still does not know what skills it specifically requires to provide support to communities wishing to manage wildlife on their land nor where this manpower will come from, and how it should be deployed to be both effective and affordable. While all of these institutional activities (see 1.2 and 1.5 above) were pre-approved by the Department of Wildlife at the PAWM Steering Committee meeting[1] in November 1995, the actual implementation was stalled or not approved when it came time for the scheduled execution.

Activities:
2.2   Conduct in-house training in CBC approaches and methods in one field site with a management plan in place and conduct guided study visits
2.2.1 In-house training and orientation
2.2.2 Training of Trainers
2.2.3 Skills acquisition in CBC (guided study tours and visits to field sites with management plans)

Actions:
2.2   A number of in-house training activities were carried out during the year. Study visits to sites both within Tanzania (during December 1995, February 1996 and March 1996) and to Zambia (July 1996) were conducted to learn of the various methods being employed to implement CBC. Additionally, the PAWM CBC section attended a workshop at Mweka College to develop outlines of a training scheme. Lastly, a Ranger training module for CBC was developed for Pasiansi with assistance from FAO and an outside consultant. Details of these activities can be found in the various reports produced by the CBC section.

Comments: The lack of credible and viable manpower and a manpower development plan pre-empts any long-term success in training within the context of human resource development. WD staff have been slowly sensitized and made aware of CBC issues over the past ten years. However, what was required was to provide specific skills to a few identified people to do specific jobs. However, without the willingness of WD to identify these posts and people, investments in training could not be, and was not, effectively targeted. In contrast, the role of Game Scouts/Rangers is defined and these people do exist. Therefore, the Ranger training module should meet an important need in the Department.

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[1] Part of the Steering Committee's Terms of Reference was to approve all proposed PAWM activities in the workplan.

Activities:

2.3 Contribute to workshops to promote sharing of information and experiences in CBC across stakeholders

Actions:

2.3 Various TANAPA workshops on community conservation were attended by the PAWM CBC section. Additionally, one CBC section member attended a major conference on CBC in London sponsored by ODA. A contribution was made to the published proceedings, allowing the PAWM experience to be widely shared.

Comments: See comments under activity 2.4 below.

Activities:

2.4 Increase awareness of CBC in targeted stakeholder groups
2.4.1 Workshop to help outfitters develop ways of working with the local communities

Actions:

2.4.1 A workshop was held in August 1996 to develop guidelines for hunting outfitters to work with local communities in their respective hunting areas. This workshop was to include all the hunting companies currently conducting safaris in Tanzania and not only act as a forum for developing the aforementioned guidelines, but was also to help inform hunting operators of what initiatives were already being carried out by outfitters and their successes to date. However, numerous delays and enforced postponements of the date meant that many of the outfitters had clients in the country and could not attend.

Comments: Although the hunting outfitters workshop came up with some useful recommendations, the numerous date changes requested by the Director of Wildlife eventually postponed the workshop until after the hunting season had opened. Therefore, most operators were not able to attend, and only those already working with communities actually attended the meeting. This created a situation of "preaching to the converted". However, one major conclusion did come out clearly, which is that WD must create incentives and an environment conducive for outfitters to work with communities.

Activities:

2.4.2 Workshop to sensitize District Game Officers (DGOs), District Planning Officers (DPOs), Land Officers, District Natural Resource Officers (DNROs) and other district authorities

Actions:

2.4.2 A workshop to sensitize and inform DGOs, DPOs, Land Officers, DNROs and other district Authorities as to the ways, means and benefits of community

management of wildlife was never carried out. Due to time restrictions on the part of both the TA and the PAWM staff, the Steering Committee, based on their meeting in July 1996, recommended that the activity not occur.

Comments: For over ten years the WD has been discussing devolving use or management rights over wildlife to local communities. Currently there are a number of Districts in northern Tanzania which are in the process of developing land use plans. This would have been a very important workshop to build awareness amongst the District officials that management of wildlife is a valid land use option. Although there is no official policy or regulations, the draft National Policy for Wildlife Conservation could have been used to help create awareness of the possibilities. Although time did not permit this activity, it is a regrettable omission.

Activities:
2.4.3 Solicit feedback from communities involved in pilot CBC projects and make information available to WD

Actions:
2.4.3 During the various field visits to CBC initiatives in Tanzania, feedback from the communities was solicited. Unfortunately, the process was not well structured and therefore the data could not be properly analyzed.

Comments: Given the difficulties described earlier, of limited access to local communities involved in community conservation and the limits as to what the CBC section could ask (see comments under action 1.3 above), the field visits yielded relatively little new information. However, there was one important finding, which was that the communities perceived the benefits they were receiving as coming from a 'donor' rather than from their own resources and efforts. Although it is well documented that linking the benefits of wildlife to natural resource conservation is difficult, it is clear from these findings that it is an area which donors/NGOs establishing community projects in Tanzania need to be aware of if CBC is to be successful and sustainable.

2.2 Information Management

Purpose 2: To strengthen systems, and increase capacity, within the Wildlife Division for collection, analysis and management of information.

Objective   Train two WD information managers to provide relevant technical information, train eight PAWM staff to collect and/or input data into existing data bases, and to assess WD information management systems and capacity within a year.

Activities:
1.1   Computer skills audit of PAWM staff at the start and end of the project
1.1.1 Evaluation of WD staff training and options for improving IM within WD

Actions:

1.1 Two skills audits were designed in September 1995 - one for potential Information Managers, and another for the remainder of the PAWM staff. These audits were designed to determine the basic knowledge of different computer applications and the level of each potential user.

1.1.1 By the end of September, two skills audits were carried out, and the computer competency level of each staff member of PAWM was determined. At the time of the audit, there were two levels of competency amongst the PAWM staff; first, four members had a basic understanding of the Windows operating system and word processing; and second, four members had little or no knowledge of computers and their operating systems. At the end of the project informal interviews were held with project personnel to determine progress in computing skills.

Comments: Effective use of and training on computers has been a problem throughout the project, and will continue to hamper the effectiveness of the planning unit as the department moves towards computerization (see comments on computer training below). The training of all PAWM personnel in computing was highly ineffective in all cases except the IM trainees, and here, the effectiveness of the training is not yet clearly evident. By looking at the computer competency of the personnel based on the original skills audit, and their computer competency at the end of the project, little change was noted. Unfortunately, most staff members see computers not as a tool to be used by everyone, because any form of typing, data entry or other work on the computer is not seen as technical work but as something which "is for secretaries". Considerable work still is required to dispel this stigma, particularly in senior WD staff.

Activities:

1.2 Recruit and train two IMs seconded from within WD

Actions:

1.2 In September 1996 two IMs were selected from the existing PAWM staff by the PAWM Project Manager to act as the representatives in the IM section. This selection was **not** based on their performance on the skills audit, but was on a volunteer basis.

As part of the training for the IM trainees, two possible courses for them to attend were identified. One was in Tanzania, and was sponsored by ESAMI, and the other was through the University of Manchester in England. However, due to USAID regulations, a course was identified and subsequently attended in the United States. A number of complications surfaced surrounding the main training course for the IM trainees. First, the only courses available fell mid-way through the project, and not towards the beginning of the project as was hoped. This forced the section to identify some basic training courses in Dar es Salaam, and use in-house training to prepare them for a more advanced, basic training course overseas.

Comments: At the start of the project it was requested of the Director of Wildlife to have an open selection (from both within and outside the Department of Wildlife) for at least one of the members of the IM section. This would allow the section to have one already skilled person to be given specialized training in information management techniques. These skills could then be passed on to the other member of the IM section, and the remainder of the PAWM staff. This idea was rejected, along with an open selection process within the Department of Wildlife. Therefore, PAWM was forced to select a candidate from amongst a very small candidate pool, the project staff. This limited the effectiveness of the training that could be offered, because training had to begin at the most basic principles, limiting how advanced the IMs could actually become in a limited time frame. By not having one advanced IM (from outside WD) and one less advanced (from inside WD), throughout the project, the sustainability of the section will be seriously affected.

Training in information management is not a one-off training; it requires considerable time, effort and dedication on the part of the trainees. Additionally, some technical expertise from past schooling is useful if not essential. The management of information systems requires considerable technical skills, which cannot be learned overnight, or be taught in one or two training courses. Training courses are just the first step in learning IM systems and computer operations, for the trainees need to be willing to try different operations on the computer, and work many hours practicing and experimenting on what works for the user. This learning process also requires the trainee to keep up with new developments in technology. Because the IM trainees had very little prior knowledge and training in IM systems, considerable amounts of practice on computer operations is still urgently required. Afterwards, more training can be identified once they have learned what are their work areas. However, the IM trainees are still hesitant to try new operations on the computer, and the training courses only gave them some basic experience using computers, and not a great deal of working knowledge. Further training is not currently needed, just practice in using what they have already learned. The IM section will now need time alone, where its personnel are forced to use what they have learned with no outside assistance, to solidify what they have learned. Constant use and practice for the next year is the only way to progress. Data base management and establishment is the area where they require the most work, basic GIS and mapping work is the next most important area, and spreadsheet formation is the last area. They are fairly competent with wordprocessors.

Activities:
1.3   Train WD staff in IM, data base management, mapping and digitized drawing

Actions:
1.3   Based on the skills audit, basic computer courses were identified for the PAWM staff. PAWM staff (8 technical staff and 2 support staff members) were enrolled in an appropriate course in October 1995, February 1996 or March 1996.

Comments: Although the computer courses were identified according to the needs of the individual staff person, and the members of the PAWM staff were enrolled in Dar es Salaam based courses, based on the results of the skills audits, the effectiveness of the training is negligible. Attendance at the training courses was poor. Out of the eight members of the PAWM staff, only two attended the entire course (3 weeks, 4 hours per day). The other six members attended no more than one week of their courses, including the Project Manager. This was due to in part to timing of other activities, but mostly to a lack of motivation on the staff's part. The courses were selected to fit within the respective persons schedule, and they were during working hours. Transport was provided to and from the training site, and encouragement was provided by the TA, but to little effect. No reports were received from the staff regarding their training, nor were any certificates of completion received, except for the two who finished their courses. The skills of the PAWM staff have increased little from the beginning of the Amendment. Experience has shown that the only effective motivation is an out-of-town course, but these can be expensive. There is no clear answer as to what motivation should be provided by a project to encourage attendance of a training regimen, perhaps the initiative for the training needs to come from the staff.

Activities:

1.3.1 Database and map updating/formulation

Actions:

1.3.1 Due to the timing of the training courses, only one database was updated, the tourist hunting quotas. This was carried out throughout the year, and was ongoing by the end of the project. The other databases[2] were too complicated to begin the in-house training with.

Comments: During the beginning portion of the project a significant amount of time was spent with the IM trainees teaching them the PAWM database software. Towards the end of the year it was decided, with the Department of Wildlife and other projects working within WD, to change the database from a DOS based system to a Windows-based system. Although this was a positive step considering that it is a more powerful and an easier database program to use, little time was spent on training in the new package. However, the IM trainee who attended the training course in the US did receive training in the new database, and should, with practice, be able to update the databases. Even though considerable time and effort have been spent on training, it is doubtful that the current database system (in either the DOS or Windows based operating system) can be fully operated by the section. Certain operations can be carried out, but design and maintenance of the databases, and the ability to generate data in specified formats is severely limited. Ultimately, the sustainability of the section without further inputs is doubtful.

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[2] Databases currently available at PAWM are: Tourist Hunting, Bird Trade, Problem Animal Control, Tanzania Villages, Forest Reserves, WD Budget Disbursals, Anti-poaching efforts, WD equipment, WD personnel. For a description of the databases and the years for which there is data, refer to the PAWM report on databases.

Activities:

2.1   Assess current information management systems within WD

2.1.1 Head quarters

2.1.2 Field

Actions:

2.1   With the assistance of a consultant from Ardhi Institute, who is an expert in designing information management systems, an evaluation of the IM system in the Department of Wildlife was carried out with the PAWM IM section. A final report was produced, which is thorough and gives some reasonable recommendations for the Department of Wildlife to consider.

Comments: See comments under activity 2.2 below.

Activities:

2.2   Evaluate current WD capacity for Information Management, both human resources and equipment

Actions:

2.2   With the assistance of a consultant from Ardhi Institute, who is an expert in designing information management systems, and in conjunction with activity 2.1 above, an evaluation of the capacity for IM in the Department of Wildlife was carried out with the PAWM IM section.

Comments: An important output from the assessment is that the exercise not only evaluated the IM system, but also assisted the trainees in learning about IM systems and what makes a good system. If the recommendations from the study are used by the Department, this assessment will be one of the most important and influential impacts of the PAWM Amendment.

Activities:

2.3   Projection and prioritizing IM needs

2.3.1 Determine the information needs within WD

2.3.2 Assessment of the available information

2.3.3 Reconciliation and prioritization

Actions:

2.3   Complementary to the assessment of the WD IM system is the determination of the Department's information needs. Originally this activity was proposed to take place during the Department of Wildlife annual meeting, where staff from all over Tanzania would be present. However, due to complications the information needs were ascertained in a separate workshop at a later date, with far fewer representatives from the various sections of the Department of Wildlife.

Comments: Although there were representatives from all aspects of field and headquarters operations, the workshop did not produce the definitive results the section had hoped. However, a list of information which the Department needs to carry out its mandate was put together, along with who is responsible for the collection and where the data originates. This list provides the complementary section to the assessment for the overall report on the IM system design for the department. It will assist in the redesign of forms, such as anti-poaching patrol report forms and hunting license forms, and it will form an important part of the data collection program which will indicate what and how information is collected.

Activities:
2.4   Conduct a sector wide workshop on information needs across WD
2.4.1 Reconciling WD information with that of sector

Actions:
2.4   As part of the workplan, the IM section was to hold a workshop which discussed the information flow within the wildlife sector, and how that flow could be coordinated and better facilitated. Unfortunately, due to time constraints, the Steering Committee recommended that this activity not be carried out.

Comments: This is an important part of realizing better coordination and exchange of information in the wildlife sector of Tanzania, which will lead to better management of the wildlife in the country.

2.3 Participatory Planning

Purpose 3: To build the capacity of the Wildlife Division in participatory planning and to develop staff skills in protected area management.

Objective   Completion of management plans for Ugalla and Rungwa-Kizigo-Muhesi (RKM) Game Reserves and train WD in participatory planning techniques within one year.

Activities:
1.1   Reformatting and submission of Ugalla Game Reserve Management Plan

Actions:
1.1   The Ugalla Game Reserve Management plan was originally written under the first phase of PAWM, but was not finished because it did not comply entirely with the agreed upon format. During the PAWM Amendment the plan was reformatted according to the PAWM management plan format, and submitted to the Director of Wildlife for approval in July 1996. The plan had not received the Director's endorsement before the end of the project.

Comments: Although basic parts of the plan are being implemented, the majority of the plan lies unacted upon. The plan will require official approval to provide the impetus and finances for implementation.

Activities:
1.2   Completion of RKM Management Plan
1.2.1 Map digitization and chart work
1.2.2 Review forum

Actions:
1.2   The Rungwa Kizigo Muhesi Game Reserve complex management plan was finished by the PAWM team in October 1995 and sent out for comment. The RKM plan was submitted to 13 people, including District Officers, international conservation agencies and NGOs, for comment. Comments were received and the plan was reviewed accordingly in February.

1.2.1 The map and chart work for the RKM plan was held up by the availability of the PAWM Information Managers. After completion of their training course, the IMs then underwent in-house training in the GIS system. Afterwards (July and August) work was begun on the maps and charts. Consequently, work was not completed in time to finish the plan by the end of the project.

1.2.2 A Review Forum was held in May 1996 with Department of Wildlife staff, international donors and NGOs and local NGOs regarding the RKM management plan. Numerous comments were received on the plan and these were duly incorporated.

1.2.3 Final formatting and submission of RKM Management Plan was not completed by the need of the project in September 1996.

Comments: The production of the plan was carried out entirely by the PAWM staff with only advice from the Technical Advisor (Information Management)/Project Liaison Officer during the early stages of development. At the workplanning workshop it was proposed that any further modifications of the plan would be a good opportunity to get hands-on field training in participatory planning techniques. This proposal was rejected by the PAWM Project Manager as unnecessary, that the development of the plan had included the stakeholders' viewpoints and that no further work in the area was required. However, because the plan had been prepared in relative isolation, when outside reviewers were allowed access to the draft, their voluminous comments reinforced the feeling of inadequate participation.

Activities:
1.3   Training of WD staff in techniques and approaches to participatory planning (PP)
1.3.1 Joint workshop involving all wildlife institutions involved in planning

Actions:
1.3   A Monitoring and Evaluation strategy was developed by AWF and the Participatory Planning section in September 1995, and was subsequently approved by the Steering Committee. The strategy was to bring in STTA to

conduct training in monitoring and evaluation (M&E) techniques, and to work with the PAWM staff to develop project impact indicators and collect project base line data which would then be evaluated at the end of the project. USAID assisted in the identifying of the consultant, and the training and identification of impact indicators was carried out.

Comments: Although the M&E strategy was well thought out and approved by the Steering Committee, only the first stage of the plan was implemented. It was agreed with the STTA who conducted the M&E training that if he carried out the training to the satisfaction of AWF, that he would then continue as the lead consultant to carry out the final evaluation. However, due to timing constraints, he pulled out the day before the final evaluation was to start, leaving the evaluation team one person short, and without someone familiar with the M&E strategy and what had been implemented. This severely affected the participatory nature of the final evaluation, which was then carried out as a simple evaluation, rather than the participatory one which had been envisaged.

Activities:
1.3.2 Two, one week training sessions in participatory planning

Actions:
1.3.2 Two, one week participatory planning training seminars were originally planned, however only one was carried out in November 1995. The one training session which was organized was a project evaluation seminar, and was attended by all members of PAWM, and was taught by two planning experts from the Ministry of Natural Resources and Tourism's planning section.

Comments: There were a number of reasons why only one PP training session was held, but the main reason was lack of time and motivation on the part of the PAWM PP section. Repeated meetings were held with the section to determine what kind of planning seminar would most benefit them. The section was given the responsibility to identify the topic and TA if they so chose, and then to plan the workshop. Assistance was made available if they asked. No suggestions for the workshop were ever put forward. Although only one participatory planning session was held, a number of other training activities in the area of participatory planning were held which were not in the workplan (M&E and the workplanning seminar). These were of great benefit to the PP section, and helped to offset the loss of one seminar.

Activities:
1.3.3 To develop capacity for planning and project proposal formulation

Actions:
1.3.3 The development of a project proposal to solicit funds to continue the project after USAID funding came to an end was an objective of the PP section. This was to be a participatory process, which would assist the training of the planners in project proposal formulation. To facilitate the process of developing a project proposal, the section was to hold a strategic planning meeting within the

department to determine what the Department of Wildlife saw as the future role for PAWM. However, the strategic planning session was not carried out due to difficulties in arranging times where important WD personnel could all meet. Therefore very little in the way of positioning the PAWM unit for additional funding was ever done.

Comments: A major outcome of the project would have been a strategic plan of what the Department saw as the future of its planning section. However, the closest the project came to achieving this was that each section (IM, PP and CBC) drew up what it saw as the future needs of their respective section. A meeting was held with PAWM staff, two Department of Wildlife personnel and the AWF Head of Program Development. Repeated attempts had been made from month four of the project to plan the meeting; however, it appears that both the PAWM PP section and WD did not see the strategic planning meeting as important, and hence it did not become a priority. The consequence of these difficulties is that no proposal was ever drafted for a follow-on project. AWF did talk with the principal donors operating in the wildlife sector concerning support to the PAWM planning unit, some of whom expressed an interest in sections of the project, but none were interested in the entire project. This message was conveyed to the PAWM Project Manager, and the contacts given to the PM for the agencies which were interested in sections of PAWM, with the understanding that each section would put together a small write up of the goals and objectives of their respective section and the PM could present them to the donors. No further action was taken before the end of the project.

2.4 Sector Review

Purpose 4: To facilitate movement towards greater harmonization of the different interests in natural resources and biodiversity conservation in Tanzania, by providing flexible input for Sector Review follow-on activities.

Objective.   To facilitate follow-on activities for the Sector Review on request from the Ministry within one year.

Activities:
1.   React to request from the PS

Actions:
1.   No action has been taken by the Ministry. One suggestion was made for a workshop to evaluate and attempt to harmonize the policies of the various Departments and Ministries operating in the natural resources sector. However, the proposal was inappropriate for what the funds were intended, as it was for the entire natural resources sector and not just the wildlife sector.

Comments: With the elections and the subsequent changes in government, there was little time for the new Ministry personnel to get settled and begin a program to look at the implications of the Sector Review. A number of meetings were held with the Ministry concerning the subject, and it is hoped that it will be on the agenda for the upcoming fiscal year.

3. Conclusions

3.1 Overall Observations

3.1.1 The Role of PAWM in the Department of Wildlife

- The role of the PAWM project, which is to provide technical and financial assistance to the planning unit for **national level** policy formulation and planning, did not seem to be fully understood or appreciated by WD staff. On many occasions it was asked of the PAWM team how they expected to achieve any results, when they were in Dar es Salaam, and everything happens in the field. It was not understood, that as the planning unit of the WD, it was the job of the members of PAWM to pull together the experiences of the various field initiatives and projects into coherent guidelines and policies.
- Little work has been done by the Department to follow up on policies written under the previous phase of PAWM. There are two remaining policies (Tourist Hunting and National Policy for Wildlife Conservation) which were to be approved and signed by the Ministry during this phase of PAWM. These policies are urgently required to provide the foundation for community involvement in wildlife management and the sustainable utilization of wildlife for the economic betterment of the country. Further delay in their ratification and implementation will only serve to harm the sustainability of wildlife use and conservation in Tanzania.

3.1.2 The Status of the Planning Unit after PAWM

- The status of the planning unit after PAWM is unclear. Although the Director has indicated his support of the planning unit functions, no clear picture has been conveyed to AWF of whether the unit will remain together, where it will be housed, what it will do, and how it will receive support.
- To facilitate the work which the PAWM team had to accomplish in one year's time, the PAWM staff were divided into three teams (Participatory Planning, Community Conservation and Information Management), each with the responsibility of carrying out the activities in their respective area. A disadvantage of this approach meant that some of the multidisciplinary components needed for successful planning were lost. Although the division of the PAWM team into small units was necessary to facilitate the achievement of project objectives, the long term consequences may be harmful. Having these small sections, with no apparent cohesive bond other than the project itself, will make it easier to divide the planning unit and move people around to new posts in the Department of Wildlife now that there is no project to hold them together. By the end of the project there was talk of splitting up the PAWM team and moving them out of the Ivory room to make room for other WD staff.

3.1.3 Training

- Training is an important issue for the Department, and there are many areas where training is greatly needed. However, training should be tied to functional areas and carefully targeted to have maximum impact.

- The overall conditions of service in the WD as part of the civil service were one of the constraints of the project. An investment in training needs to be part of a larger human resource development scheme in which positions are created, responsibilities and skills are described, standards and incentives for performance are created and monitored, and staff take primary responsibility for their own productivity.

3.1.4 Project Management

- The inclusion in the project of the development of an annual project workplan, through participatory methods, proved to be extremely useful. By including personnel in the development of project activities, it created a sense of a team and enthusiasm for the work which the project had not seen in the past four years. Each member of PAWM knew their responsibilities and what was required of them, and were motivated to achieve the project objectives.
- By having only part-time technical advisors on the project, day-to-day management of the project became the responsibility of the PAWM Project Manager, with assistance from the AWF Administrative Officer. Although each activity in the workplan had a budget figure attached to it, this was not strictly followed by the Project Manager. Therefore, at the end of the project a number of activities had limited funds available.
- The final evaluation of PAWM (see section 3.4) noted that the training of personnel had established a team of core personnel with the skills to carry on planning activities. However, the number of trained personnel had not yet reached a "critical mass". Additionally, if the Department of Wildlife does not inject funds into the planning unit, then the planning, community participation or information activities will be unable to carry out significant activities.

3.2 Community-based Conservation Recommendations

3.2.1 Commitment to CBC

- Through observations of community conservation initiatives in and outside Tanzania, the CBC section has formulated the opinion that the Department of Wildlife needs to work more quickly to demonstrate its commitment to community-based wildlife management outside of PAs (PAWM CBC Section TA Final Report). A time line with some measurable goals (such as number of acres managed under CBC regimes) should be set. .
- The Department of Wildlife needs to develop a vision for how CBC will be carried out in areas not covered by large scale donor-funded projects. Communities and districts should be able to apply to establish WMAs (if they are instituted as proposed in the draft National Policy for Wildlife Conservation).
- The numerous activities postponed or canceled in the CBC section were key parts of the integrated approach to developing WD capacity in CBC, and were included in the annual workplan. It is hard to see how they can be avoided if CBC is to become widespread.

3.2.2 Coordination of CBC activities within the Department of Wildlife and Wildlife Sector

- A CBC point person in WD should be appointed, and the fact communicated to all stakeholders. Even if such a position has not been approved by the civil service commission, it does not prevent the Director of Wildlife from assigning this **function** to an existing officer.
- The CBC point person should form a steering committee (similar in some aspects to the TANAPA Community Conservation Coordinating Committee) in which different stakeholders, projects, NGOs and all other Tanzania wildlife institutions with an interest in, and expertise in, CBC all contribute to and are guided by a common framework for CBC within WD. This approach will provide a richer base of experience and ensure that the resulting program is not seen as "belonging" to one project.
- Although it is certainly true that project staff have their own responsibilities to coordinate, the Department of Wildlife should play an active leadership role in encouraging communication and collaboration between projects, donors, and initiatives to ensure the highest productivity for the sector.

3.2.3 Human Resource Requirements

- A manpower plan for CBC activities is still required and is essential to further activities. The plan must systematically evaluate options for providing support to CBC activities in an efficacious, cost effective and accountable manner.
- The plan needs to be informed by changes in the civil service, and to be realistic with regard to salaries, incentives, training, skills, etc. The manpower plan could present several options for organizing this.

3.2.4 Training

- Focused training for CBC practitioners must be arranged when these posts are created to ensure that appropriate knowledge and skills can be applied to their work.

3.2.5 WMAs

- The Department of Wildlife, in cooperation with other departments, should look for a Swahili language concept which expresses the basic concept of WMAs as easily as possible[3].
- After clarifying how and where the WD hopes to promote the establishment of WMAs, the Department needs to look strategically and realistically at methods of implementation. Large amounts of resources and manpower will be required; and it seems uneconomical, inefficient and extremely difficult given the shortage of manpower and expertise, for the Department to attempt implement WMAs on its own. Instead, the WD should set standards and prepare to monitor the process

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[3] A possible term for WMAs could be *Shamba la Mali Asili* or *Shamba la Mali Asili la Kijiji*. The word *shamba* is used for a field and denotes the concept of a fixed area which is managed to produce certain goods. It gives an impression of husbandry which competes with other forms of land husbandry. The term *shamba* is also less threatening to villages than *Hifadhi ya Kijiji*, which denotes more of a traditional protected area, as villagers fear alienation of their land. In Swahili, *Shamba la Mali Asili la Kijiji* seems self-explanatory and not complicated, whereas Wildlife Management Areas requires a complex translation and does not promote a feeling of local ownership.

while at the same time encouraging community groups, local governments, NGOs, donors, private sector interests and others to all play a role in helping to establish those areas.

3.3 Information Management Recommendations

3.3.1 Establishment of a true IM unit

- The Department has taken the first step in recognizing the need for proper information in its daily activities. However, that is only the first step, for it now needs to develop a true IM section, with adequately trained personnel. The specialist expertise required for this sort of work may require the Department to recruit from outside its present manpower complement.
- Based on experience to date a two person section is insufficient to carry out all the information management needs of the department. The current unit should develop what will be the unit's needs and subsequent job posts concurrently with the development of the IM strategy.

3.3.2 Development of an IM Strategy

- Based on the findings from the past year, the Department should develop a strategy which will cover the various problems identified by PAWM, and take into account the information needs of the various WD sections, both in the field and in headquarters. This strategy should be developed with expertise used during the initial IM assessment process and be developed in "modules". Each of these modules can be implemented and be effective alone, but also be part of an overall vision.
- A number of parties (including PAWM) have identified substantial problems with many of the current forms in use by the Department. Further evaluation of the forms should be carried out. From this evaluation, along with the identified information needs of the Department, a first draft of the forms can be produced. A highly participatory method for evaluation should be taken to ensure the usefulness of these forms after finalisation.
- The Information Strategy should link in with other IM strategies being developed, such as UNEP's Global Resource Information Database (GRID), Environment and Natural Resource Information Network (ENRIN), INFOTTERA and METADATA. These programs are already associated with or assisting two Tanzania institutions, the Biodiversity database at NEMC, and the Tanzania Natural Resource Information Centre (TANRIC) at the Institute of Resource Assessment.

3.3.3 Training

- More focused training for IM practitioners must be arranged when these posts are created. Based on the IM strategy, a training program for the section should be developed.
- In addition to the training programme for the IM section, as part of the implementation of IM strategy, there should be training of all individuals involved in information gathering, both in the field and at headquarters.

3.4 Participatory Planning Recommendations

- The production of two management plans in just over five years of work seems to indicate a need for additional trained personnel. Furthermore, with the diversity of areas requiring planning, a multi-disciplinary team of planners should be formed. These could include, but not limited to ecologists/zoologists, economists, social/local development personnel, and planners.

- A planning strategy should be developed which identifies all the steps and needs for the development of a management plan. This should be printed in both English and Swahili and distributed to all field personnel so they understand and can participate in the planning process. This will greatly facilitate planning, as a large portion of the work can actually be done by the protected area staff.

- An identified problem in the final evaluation was the lack of participation in the planning process, and a strategy for participatory planning should be developed. A thorough review of park planning used by other institutions both within and outside of Tanzania should be undertaken, and the appropriate methods applied to the Tanzania strategy.

- A review of the current management plan format should be conducted. Currently, financial considerations are not a part of the plan. As it stands, the management plan is a sort of wish list of activities, but it is not in any way tied to financial feasibility. Plans could and should still identify all of the needs of the area. However, these should be prioritized and costed to ensure that as money becomes available it is used in a wise and systematic manner.

- Additional follow-up on the policy formulation carried out during PAWM is urgently required. The PAWM-produced policies call for revision after five years, and some of these (Crocodile and Ostrich policies) are currently due for a review. Secondly, a strategy to ensure the implementation of the policies after they are adopted needs to be put in place. Currently, only one PAWM produced policy (Trade in Avifauna) is being partially implemented.

- Based on the years experiences with the PP section, the ideas of participatory planning and strategic planning are still poorly understood and accepted. Future work in the area should begin with basic awareness building as to the importance of these concepts.

3.5 Sector Review Recommendations

The Ministry of Natural Resources and Tourism may wish to assess whether the recommendations of the Sector Review have a role in contributing to the current reform of the Civil Service.

3.6 PAWM Amendment Final Evaluation Findings

The final evaluation report made several recommendations which have been summarized below:

- The multidisciplinary approach to planning, which the PAWM project attempted to teach, should be continued. This approach will ensure that the Department is

looking forward, and using new techniques to attain the efficient management of
its wildlife resources.

- To secure an innovative and informed approach to wildlife management and
  planning, the Department of Wildlife should continue with, and build upon, the
  PAWM project's attempt at building a centralized information center. Accurate
  and up-to-date information will greatly assist the Department in monitoring and
  managing its wildlife.
- The strong emphasis on community management systems and participatory
  planning, promoted by the PAWM project needs to be maintained and encouraged
  in the Department.
- The PAWM planning unit should be further integrated into the Department of
  Wildlife, and should become an integral part of the decision making process.
- There needs to be more participation and support from both the Department of
  Wildlife and the Ministry in national level projects such as PAWM. Through their
  participation, such projects can be better integrated and coordinated within the
  Ministry, resulting in the overall better use of resources.

AWF's perspective is that the final evaluation report puts forward constructive
recommendations. Of particular interest is the recognition that multi-disciplinary and
participatory planning methods are useful approaches for the Department and indeed
should become more widespread. These have been the key contemporary planning
practices that the PAWM Amendment project has sought to introduce and it is
gratifying to see their future potential stressed. Highlighting the need for greater
integration of the PAWM planning unit into the Department is also an important point
- the more integrated planning systems become, the more functional an organization
becomes. AWF recognizes that the sorts of changes to institutional approaches that
integrated planning entails cannot be effected immediately and that an organization
must experiment and learn as part of the establishment of new systems.

The point made by the evaluators that more participation and support for a national
level project is needed is an important one. A project of the scale of the overall
PAWM project (US$ 3.5 million) represents a real opportunity to effect strategic
change but this will only happen if a mechanism is established to track the 'bigger
picture' of the project and shape its direction for national interests. It is all too easy
for project managers to get tied up in the minutiae of day-to-day implementation and
neglect the macro-level planning and guidance a project needs. Clearly the evaluators
feel that there has been some loss of opportunity here.

3.7 Concluding Comments to USAID

This report has attempted to present the activities carried out under the PAWM
Amendment project and give comments on the success and failures of some
institutional development approaches. Whilst it is arbitrary in some ways to separate
the Amendment project from the rest of the main PAWM project, it has been an
important one year project and has allowed some lessons to be learned. Concurrent to
the running of this one year project USAID has been developing its new program of
support for natural resource management in Tanzania . This has presented an

opportunity to interact with the Wildlife Department and draw lessons directly from the PAWM project to feed into its own planning processes. Many of the points described below have already been raised in discussions with WD and AWF staff.

Recognizing that, as with many government departments, the Wildlife Department lacks a dynamic planning process that allows it to set clear objectives responsive to the current context within which it works, the Amendment project sought to work at the PAWM unit level as the basis for planning its activities. One of the key challenges in institutional development projects is to create an environment where contemporary management methods and models can be tested and adopted if useful. As the emphasis of the project was for PAWM staff to increase their management role, the project used a participatory approach to developing a workplan for the year, defined personal objectives for each PAWM staff member and worked with each staff member to collect base line data as the first step in a monitoring and evaluation strategy. In doing this a context and enabling environment was set for the PAWM staff to be able to show flair, initiative and accomplishments and to develop a vision for how the PAWM unit should function at the end of the project.

In the absence of an organisational level plan for the Wildlife Department a great deal of care was spent during the project development and at the start of the project to establish what the PAWM unit would focus on during the year. A Steering Committee was set up as the mechanism for approving project activities, in order to allow the Project Manager and his team and AWF to plan activities with a clear mandate to proceed. In retrospect this mechanism did not achieve its objective as in several cases activities were thwarted or stopped, without clear indications to the grantee why. A lack of clarity of the PAWM unit's role persisted within the Wildlife Department and where the PAWM unit could have been a motor within the Department to effect change, this was not capitalized upon. The factors which intruded to prevent implementation of previously agreed activities created a situation which delinked personal accountability to the achievement of outputs and provided an excuse for non achievement. When this is coupled with a cavalier approach to training (as an end in itself as opposed to a means to learn and apply new skills - see page 11 and 15), and the temporary assignment of many PAWM staff on other duties, the perceptions of the grantee are of a certain lack of commitment in seeking to achieve project objectives.

Nonetheless, as this report shows many outputs have been achieved and the project has therefore enjoyed some measure of success. However, at the end of the project period (and funding from USAID) the future of the Wildlife Department's planning capability and need is not clear. At a project level this can be traced to the lack of the strategic planning meeting as a process to stimulate thinking about the PAWM unit's future role - a crucial omission. It may be that the reorganization of the Wildlife Department at the start of the project year meant that it was envisaged that the role of the PAWM unit would change. But it would seem to have been appropriate, and responsible, to use the opportunity of a strategic planning meeting (and the available funds) to ensure a smooth transition for the unit at the end of the USAID funding.
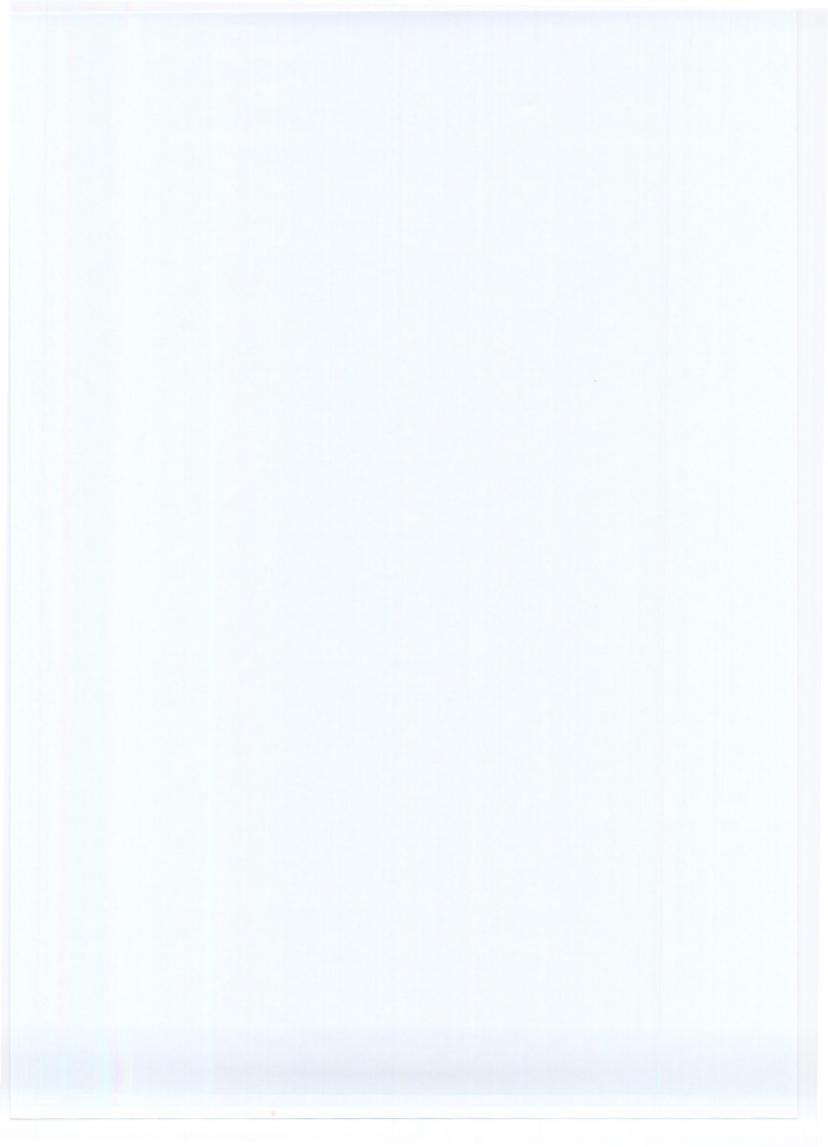
This does show the inherent danger of compartmentalizing institutional development and focusing on only one part of an organization, particularly when the remit of the Unit was so integral to other sections of the organization. However, in this instance USAID was not the only donor agency providing support to the Wildlife Department and perhaps all that was needed was a clearer coordination mechanism to integrate activities funded by different donors into an umbrella framework developed by the Wildlife Department. This is mentioned by the evaluators, but perhaps donors also have some responsibility to ensure that this happens in projects of the scale and importance of PAWM?
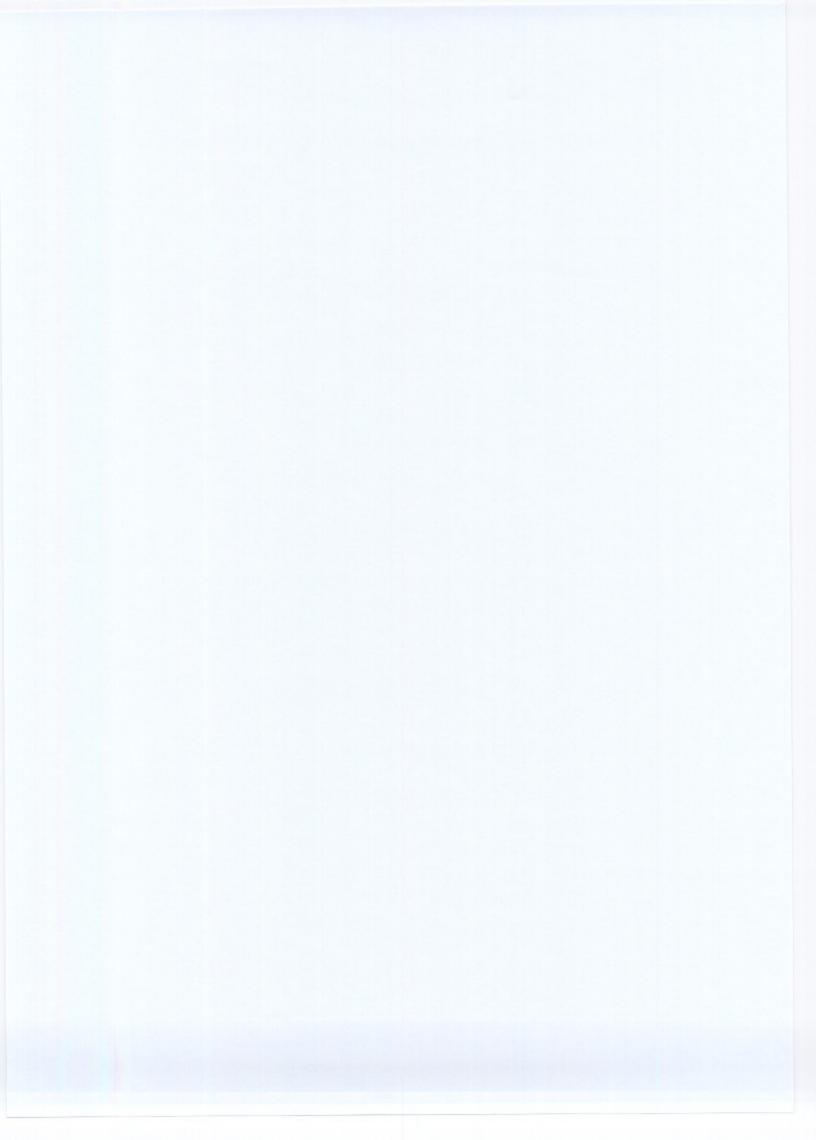
The need for closer donor coordination and for project implementors (both WD and AWF) to understand the cross links between various donor-funded projects was particularly exemplified in the community-based conservation component of the project. Ironically in an area where participatory approaches are a cornerstone of the philosophy of the work, the opportunity for developing synergy with the new CBC department being established in the Wildlife Department and the PAWM unit was minimized. As this is an important area where WD needs to expand its expertise to implement the proposed new national wildlife policy this is all the more regrettable.

One area where virtually no progress was made was in follow up of the Sector Review report. Throughout the development and implementation of the PAWM Amendment project the Wildlife Division made clear that any follow-up of the Sector Review was in the remit of the Ministry of Natural Resources and Tourism and the Department had no mandate be involved. Whilst this may be technically correct it does point out that the Wildlife Department saw no role in being a catalyst for change within the sector. Coincidentally the reorganization of the Wildlife Department (mentioned above) was along the lines of one of the options proposed within the Sector Review report. This might indicate that there is some piecemeal evolution within the institutions in the sector, but not an integrated restructuring. AWF understands that, in the context of the larger push for streamlining and efficiency for the government presently underway in Tanzania, the Sector Review recommendations are being reviewed.

It is generally recognized that institutional development is a slow, incremental process. It takes time to change systems, introduce transparency, and develop a strong working ethic within an organization. Government departments, by the nature of their structure, need the longest time to effect change. Whilst projects like the PAWM one provided an opportunity to contribute to institutional development AWF feels it would have been greatly aided in implementing the project if, at the start, a project plan had been developed with key stakeholders which defined milestones for the project. If the milestones were not met then stakeholders including USAID could look for causes. In addition if key indicators had been defined to track project progress, AWF feels that the impact of the project would have been considerably larger.

At the time PAWM was developed in 1989 it was seen as 'window of opportunity' for the Tanzania mission to become more involved in natural resource conservation which was not at that time an area of focus. The PAWM project has been the largest

bi-lateral project that AWF had undertaken to date and it has increased the organization's capacity to undertake large scale projects. Whilst this report primarily focuses on institutional development aspects of the project's last year, the overall project has contributed significantly to wildlife-related policy and plan development for Tanzania. Throughout the project AWF has enjoyed a good relationship with USAID mission staff and has recently benefited from the increased focus, and capacity within the mission, on natural resource management. AWF feels that the PAWM project has made considerable progress towards its goal of 'promoting the sustainable economic development of the wildlife sector' and that the economic potential/role of wildlife in Tanzania is now better recognized. What is needed now are opportunities and different partnership options which will allow the economic potential to be realized.

Annexes

Annex 1. PAWM Logframe

The Goal of the project will remain the same as that of the PAWM project.

The purpose of this project amendment is as outlined in the proposal and is:

1. To build the capacity of the Wildlife Division in community-based conservation, particularly in interpreting aspects of new wildlife policies which involve community-based conservation.

2. To strengthen systems, and increase capacity, within the Wildlife Division for collection, analysis and management of information.

3. To build the capacity of the Wildlife Division in participatory planning and to develop staff skills in protected area management planning.

4. To facilitate movement towards greater harmonization of the different interests in natural resource and biodiversity conservation within Tanzania, by providing flexible input for sector review follow-up activities.

The immediate objectives of the project are:

1. Within one year from the start of the project, two wildlife management trainees of the PAWM unit, after receiving training to be providing relevant technical information from the existing data bases to the Wildlife Division. In addition 8 PAWM staff, after receiving training, to be collecting and/or inputting data into the existing data bases.

2. Within one year from the start of the project to have appointed and oriented a Community-based conservation Coordinator for the WD, as well as to have identified and trained at preliminary level staff from headquarters and selected areas in the community based conservation approach.

3. Within one year from the start of the project to have exposed 'X" staff from the wildlife Division in participatory planning and to have completed the management plans for Rungwa Kizigo and Ugalla Game Reserves.

4. Within on year from the start of the project to have facilitated follow on activities for the sector review on request from the Ministry.

This logframe is designed to meet the immediate objectives of the project.

In addition to the assumptions outline in the log frame for the PAWM project, in preparing the logframe for the project amendment the following assumptions have been made

1. Training whenever possible will be carried out in country
2. The Wildlife Division and the MTNRE are in agreement with the activities outlined in the text of this project amendment
3. Wildlife Division staff will be made available as discussed with the Wildlife Department
4. The MTNRE will request assistance with follow-on activities for the sector review
5. Equipment and vehicles from the PAWM project remain available for the project amendment

Activity	Output	Means of verification	Assumptions
Overall Project			
1.Establishment of Steering Committee.	Functioning Steering Committee		
2. Setting up of management forum.	Functioning Management Forum		
3. Setting up of monitoring evaluation strategy for the project by the Steering Committee at their first meeting.	Evaluation report at the end of the project		
4. Establishment of a workplan for the project by the Management forum for approval by the Steering Committee.	Workplan for project amendment	Workplan for the project amendment activities	
5. At least 2 meetings of the Steering Committee by month 12		Minutes of Steering Committee meetings	
6. At least 6 meetings of the Management Forum		Minutes of Management Forum meetings	

Community-based Conservation

1. Appointment of CBC coordinator (CBCC) for the WD by the WD by month 1.	Tanzanian CBCC within the WD able to coordinate and implement WD CBC initiatives	CBCC in post within WD Training report by CBCC and TA on CBCC's training
2. Orientation of CBCC by TA by month 8, through study visits and on the job training.	Interpretation of policy	
3. Review aspects of the new wildlife and conservation policy by CBCC and TA.		
4. Assess field experience in CBC across the wildlife sector by month 3 by TA and CBC coordinator	Report on CBC experience across the sector	Report on CBC across sector
5. Assess WD capacity for CBC in terms of manpower and training. Report by TA by month 5.	Report on manpower and training needs for CBC within WD	Report on manpower and training
6. Hold a workshop bringing together WD CBC projects by month 6 organised by CBCC and TA	Workshop proceedings on WD CBC projects	Workshop proceedings on WD CBC project
7. Through a workshop develop a strategic plan for the development of CBC capacity within WD by month 10 organised by CBCC and TA	Strategic plan for development of CBC capacity within WD	Strategic plan document
8. Train 'x' WD staff in CBC approaches and methods in one field site by month 7 by TA	'x' WD staff trained in CBC approaches and methods	Completed internal post training evaluation reports
9. Orient 'y' WD staff in CBC approaches through study visits organised by TA and CBCC by month 10	'y' WD staff oriented in CBC approaches	Completed staff training reports

Information management

1. 1 WD staff seconded to PAWM as information manager trainee (IMT) within 1 month	2 Tanzanian information managers trained in all aspects of IM and able to meet WD information needs	Training reports by IMTs and TAs on IMT training.
2. Recruit 1 IMT through open recruitment by AWF and WD within 1 month		Updated and functioning databases.
3. Assessment of current information within WD undertaken by TA and IMTs by month 5.	Report on existing information within the WD	Report on existing information
4. Evaluation of current WD capacity for IM, both human resources and equipment by TA by month 6.	Evaluation report on the IM capacity of the WD	Report on IM capacity of WD
5. Projection and prioritising of IM needs through a workshop organised by TA and IMTs by month 3.	Workshop proceedings on IM priorities in WD	Workshop proceedings
6. Evaluate WD staff training and options for improving IM within WD by TA. Report due at end of month two.	Report on staff training and training options	Training needs assessment report
7. Training plan written and proficiency levels established by TA by month 3.	Training plan for WD staff in IM	Training plan for WD staff in IM
8. Train 'x' PAWM unit staff in data input by hands on training by TA and IMTs by end of year 1.	"x" PAWM staff trained in data input techniques	Completed internal post-training evaluation forms

9. Train 'y' PAWM unit staff in data collection by TA and IMTs by end year 1.	'y' PAWM unit staff trained in data collection	Completed internal post-training forms
10. Train 'z' PAWM unit staff in word processing through local external courses organised by TA.	'z' PAWM unit staff trained in word processing	Reports on participants performance from training institution
11. Train 'x$_2$' staff in digitized mapping by TA and IMTs by end of year 1.	'x$_2$' PAWM unit staff trained in mapping	Completed internal post-training forms
12. Train 'y$_2$'staff in spreadsheets in external courses identified by TA	'y$_2$' PAWM unit staff in spreadsheets	Reports on participants performance from training institution
13. Hold 1 sector wide workshop for at least 30 participants organised by TA and IMTs by month 7.	Workshop proceedings on sector wide information needs	Workshop proceedings
14. Undertake 2 computer skills audits on PAWM unit staff (n=8) in month 1 and month 12 by the TA	Assessment of computer skills development within the WD	Skills audit report
15. Undertake post-training follow up evaluation as defined in the evaluation strategy 2 months after training	Assessment of use being made of newly acquired computer skills by WD staff.	Report by TA on applications of training

...lanning

1. Completion of the Rungwa-Kizigo Game Reserve management plan.	Completed Rungwa-Kizigo Game Reserve management plan.	Printed copies of plan
2. Final editing of the Ugalla Game Reserve management plan.	Completed Ugalla Game Reserve management plan.	Printed copies of plan
3. Expose 'x' PAWM unit staff to participatory planning methods.	'x' staff exposed to participatory planning	Completed internal post training reports
4. Train 'y' PAWM unit staff to undertake participatory planning exercises.	'y' staff able to carry out a participatory planning exercises	Completed internal post training reports
Sector review follow-up (Indicative) 1. Support the Principal Secretary in follow-on activities of the Sector Review by STTA on request 2. Assist MTNRE in accessing donor support for strategic and operational planning for the natural resource sector by STTA on request	To be defined	To be defined

Annex 2. PAWM Workplan

OVERALL GOAL: Build capacity for natural resource management in Tanzania, based on accurate information and incorporating innovative approaches, to increase the impact of wildlife conservation on the well-being of the people for Tanzania.

SECTION 1: CBC

SUB GOAL: To build the capacity of the Wildlife Division in community-based conservation, particularly in interpreting approach of new wildlife policies which involve community-base conservation.

Objective 1: To appoint and orient a CBC point person for the WD.

Activities	Outputs	Resp. Party	N	D	J	F	M	A	M	J u	Jy	A	S	Equipment & supplies	Budget
1.1 Job Description Preparation	Job description	PM and HCBC													-
1.1.1 Selection of candidates	List of suggested candidates -	PM and HCBC													-
1.2 Assignment of CBC point person within the WD to coordinate and implement CBC activities	An appointee	DW													-
1.3 Conduct a review of CBC initiatives and capacities within the WD and across the sector	Update information on CBC status	CBCPP													Below
1.3.1 Field visits to CBC areas of activity in Tanzania														Aircraft	$8000
1.3.2 Take an inventory of all CBC projects	Written inventory	HCBC													
1.4 Review aspects of new Wildlife Conservation and Utilization Policy related to CBC	Implications and opportunities presented by the policy / Set of operational guidelines in line with CBC	CBCPP / CBCPP													-
1.5 Prepare a strategic plan for development of CBC capacity with the WD through a workshop	Strategic plan in place	CBCPP and HCBC												Workshop supplies	$1000

Objective 2. Identify and train at preliminary level staff from headquarters and selected areas in the CBC approach.

Activities	Outputs	Resp. Party	Schedule in Months - 95/96											Equipment & supplies	Budget
			N	D	J	F	M	A	M	Ju	Jy	A	S		
2.1 Assess WD capacity for CBC with regard to manpower and training		HCBC	X	X	X										-
2.1.1 Develop a list of WD staff with existing experience, training and interest in CBC	Roster	CBCPP	X												-
2.1.2 Assess Training needs making use of PARCS	Report on training needs	HCBC TA	X	X											-
2.1.3 Prepare a manpower development plan to achieve CBC objectives	Manpower Development Plan	HCBC TA STTA					X								-
2.2 Conduct in-house training in CBC approaches and methods in one field site with a management plan in place and conduct guided study visits	2.2.1, 2.2.2 & 2.2.3	TA HCBC									X				Below
2.2.1 In-house training and orientation		TA & HCBC						X	X	X	X			Workshop supplies	$1500
2.2.2 TOT	TOT workshop conducted	HCBC TA									X			Workshop supplies	$2500
2.2.3 Skills acquisition in CBC (Guided study tours and visits to field sites with management plans)	Training events	HCBC CBCPP TA						X	X	X				Aircraft vehicles	$9000
2.3 Contribute to workshops to promote sharing of information and experiences in CBC across stakeholders	Reports on lessons learnt	PM CBCPP	X	X	X	X	X	X	X	X	X	X	X		$500
2.4 Increase awareness of CBC in targeted stakeholder groups							X	X							Below
2.4.1 Workshop to help outfitters develop ways of working with the local communities	Workshop report and guide lines	HCBC CBCPP TA						X						Workshop supplies	$3500
2.4.2 Workshop to sensitize DGOs, DPOs, Land Officers, DNROs and other district authorities	Workshop proceedings	HCBC CBCPP TA						X						Workshop supplies	$3500
2.4.3 Solicit feedback from communities involved in pilot CBC projects and make information available to WD	Compilation and synthesis of data received from pilot communities	HCBC and IM section					X	X							$1000

SUB GOAL: To strengthen systems and increase capacity within the WD for collection, analysis and management information.

Objective 1: Train two WD Information Management trainees to provide relevant technical information, train eight PAWM staff to collect and/or input data into existing data bases, and to assess WD information management systems and capacity within a year.

Activities	Outputs	Resp. Party	Schedule in Months - 95/96											Equipment & supplies	Budget
			N	D	J	F	M	A	M	Ju	Jy	A	S		
1.1 Computer skills audit of PAWM staff at the start and end of the project	Skills inventory	TA and PM	▓	▓											-
1.1.1 Evaluation of WD Staff training and options for improving IM within WD	Training appropriate deployment	TA and PM				▓	▓	▓	▓	▓					-
1.2 Recruit and train two IMs seconded from within WD	Trained IMs	PM		▓	▓										$14000
1.3 Train WD staff in IM, data base management, mapping and digitized drawing	Training programmes	IM				▓									$3000
1.3.1 Data base and map updating/formulation	Created and updated databases	IM						▓	▓	▓	▓	▓	▓	Computers	$1000
2.1 Assess current information management systems within WD	Evaluation report and info flow chart for WD	IM and STTA						▓	▓						$5000
2.1.1 Head quarters	Evaluation report for HQ	IM and STTA						▓	▓						-
2.1.2 Field	Evaluation report for field offices	IM and STTA						▓	▓						-
2.2 Evaluate current WD capacity for Information Management, both human resources and equipment	Evaluation report	IM and STTA						▓	▓						Part of 2.1
2.3 Projection and prioritizing IM needs	Information priority report	IM and STTA						▓	▓	▓					$4500
2.3.1 Determine the information needs within WD	List of information needs	IM and TA								▓					Part of 2.3
2.3.2 Assessment of the available information	Status report	IM and TA								▓					Part of 2.3
2.3.3 Reconciliation and prioritisation	Priority list	IM and TA								▓					
2.4 Conduct a sector wide workshop on information needs across WD	Workshop proceedings	PM and IM									▓			Workshop supplies	$4000
2.4.1 Reconciling WD information with that of sector	Workshop proceedings	PM and IM									▓				-

SUB-GOAL: To build the capacity of the Wildlife Division in participatory planning and to develop staff skills in protected area management planning.

Objective: Completion of management plans for Ugalla and RKM Game Reserve and train WD in participatory planning techniques.

Activities	Outputs	Resp. Party	N	D	J	F	M	A	M	Ju	Jy	A	S	Equipment & supplies	Budget
1.1 Reformatting and submission of Ugalla Game Reserve Management Plan	Printed management plan	IM and HPP section												Computers	$3000
1.2 Completion of RKM Management Plan	Printed Mgt. plan	HPP and IM section													$3000
1.2.1 Map digitization and chart work	Digitized map														-
1.2.2 Review forum	Recommendations	HPP and PM													$500
1.2.3 Final formatting and submission of RKM Management Plan	Revised draft	HPP and PM													-
1.3. Training of WD staff in techniques and approaches to participatory planning															$2000
1.3.1 Joint workshop involving all wildlife institutions involved in planning	Workshop proceedings	HPP and TA												Workshop supplies	$4000
1.3.2 Two, one week training sessions in participatory planning	Trained WD personnel in PP methods	HPP and STTA													$4500
1.3.3 To develop capacity for planning and project proposal formulation	Personnel trained in project proposal formulation	HPP and STTA													-
	Project proposal	HPP and PM										*				

Table header: Schedule in Months - 95/96

SUB-GOAL: To facilitate movement towards greater harmonization of the different events in natural resource and biodiversity conservation within Tanzania by providing flexible input for sector review follow-up activities.

Objective: To facilitate follow-on activities for the Sector Review on request from the Ministry within one year.

Activities	Outputs	Resp. Party	Schedule in Months - 95/96											Equipment & supplies	Budget
			N	D	J	F	M	A	M	Ju	Jy	A	S		
React to request from the PS	Evidence of progress	PM, DP and PLO													$20,000

Glossary of Terms

CBC - Community-based Conservation
CBCPP - The Community-based Conservation point person in Wildlife Division headquarters
DGO - District Game Officer
DNRO - District Natural Resources Officer
DP - Director of Planning
DPO - District Planning Officer
DW - Director of Wildlife
HCBC - The head of the Community-based Conservation section within PAWM
HPP - The head of the participatory planning section within PAWM
IM - Information Manager
PM - Project Manager
PP - Participatory planning
PS - Principal Secretary to the Ministry of Tourism, Natural Resources and Environment
STTA - Short term technical assistance
TA - Permanently assigned part-time Technical Advisors to the PAWM project
WD - Wildlife Division

Annex 3. PAWM Major Outputs

Community-based Conservation Section Major Outputs

1. CBC Trip Reports - Northern Tanzania, Southern Tanzania, Zambia
2. Guidelines for Tourist Hunting Companies Working with Local Communities
3. Pasiansi Community-based Conservation Training Module
4. Assessment of CBC Initiatives within the Department of Wildlife

Information Management Section Major Outputs

1. Assessment of the Department of Wildlife's Information Management System
2. Assessment of the Department of Wildlife's Information Needs
3. IM Section Final Report - A Plan for Developing the IM System and Capacity of the Department of Wildlife

Participatory Planning Section Major Outputs

1. Ugalla Game Reserve Management Plan - Revised Final Draft
2. Rungwa-Kizigo-Muhesi Game Reserve Management Plan - Revised Final Draft
3. PAWM Project Annual Workplan
4. PAWM Project Monitoring and Evaluation Strategy

General Reports

1. PAWM Project Manager's Quarterly Reports
2. Project Liaison Officer's Quarterly Reports
3. Project Liaison Officer's Monthly Reports
4. Bi-Annual Reports to USAID
5. Steering Committee Meeting Minutes
6. Management Forum Meeting Minutes

Annex 4. PAWM Staff

Project Manager
J. Kayera

CBC
Rehema Tibnyenda
A. Mwanauta

IM
C. Malima
N. Mwina

PP
J. Katalihwa
B. Andulege
B. Mgonja

Support Staff
J. Abdallah
M. Sigera

Drivers
A. Mwakasuka
D. Nambwilinga

AWF Staff
P Bergin (CBC STTA)
J Malewo
E Mhando
J Ngowi
G Overton (IM STTA & PLO)
J Teminaga