PD-ABK-005
9913

SARP

NATURAL RESOURCES MANAGEMENT

690-0251

PP AMENDMENT #1

SEPTEMBER 1994

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: [b] A=Add, C=Change, D=Delete — Amendment Number: 1

DOCUMENT CODE: 3

2. COUNTRY/ENTITY: Southern Africa Regional

3. PROJECT NUMBER: [690-0251]

4. BUREAU/OFFICE: AFRICA [USAID Zimbabwe]

5. PROJECT TITLE (maximum 40 characters): [Natural Resources Management]

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM | DD | YY — 08 | 18 | 99

7. ESTIMATED DATE OF OBLIGATION (Under "B", below, enter 1,2,3 or 4)

A. Initial FY 89 B. Quarter 4 C. Final FY 98

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY 89 B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant) DFA			5,577			48,830
(Zimbabwe only)			(3,220)			(12,100)
Other U.S. 1.						
Other U.S. 2.						
Host Country (ZIMBABWE COMPONENT TOTAL)						(9,400)
Other Donor(s)						
TOTALS →	(USAID ONLY)		5,577	(USAID ONLY)		48,830

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DFA	Regional			44,330		4,500		48,830	
(2)									
(3)	Zimbabwe			(7,600)		(4,500)		(12,100)	
(4)									
			TOTALS →	44,330		4,500		48,830	

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. PROJECT PURPOSE (maximum 480 characters)

To develop community-based programs to increase incomes while sustaining natural resources; and to improve local capabilities to protect the resource base.

I have reviewed and concur with the methods of implementation and financing.

Controller, USAID Zimbabwe, CBrooks: Charles E Brooks 9/29/94

13. SCHEDULED EVALUATIONS

	MM	YY	MM	YY		MM	YY
Interim			09	97	Final	07	99

14. SOURCE/ORIGIN OF GOODS AND SERVICES

☐ 000 941 Local ☒ Other (Specify) 935

15. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a 2 page PP Amendment).

Add time, add funding, expand project throughout marginal lands nationwide: move from pilot stage to establishment of sustainable economic units and distributions of benefits.

16. APPROVED BY — Signature: Carole S. Palma

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DISTRIBUTION.

ACTION MEMORANDUM FOR THE ACTING DIRECTOR, USAID/ZIMBABWE

FROM: Charles Cutshall, GDO
Melissa Stephens, PDIS

DATE: September 29, 1994

SUBJECT: Approval and Authorization of the Natural Resources Management Project Supplement No. 1 (690-0251) and Authorization of the Bilateral Natural Resources Management Project (613-0241)

I. ACTION REQUESTED: You are requested to approve the attached project documentation which expands and extends the Natural Resources Management Project (NRMP) activities supported by USAID in Zimbabwe. This increase in funding is from two sources: the Regional Natural Resources Management Project and our bilateral OYB.

II. BACKGROUND:

On August 20, 1989 USAID authorized the regional NRMP (690-0251) at $19,530,000 to provide assistance to three member countries of the Southern Africa Development Coordination Conference (SADCC) - Botswana, Zambia and Zimbabwe - and to the Ministry of Forestry and Natural Resources of Malawi serving as SADCC Sector Coordinator for Forestry, Fisheries and Wildlife. The purpose of the regional project was to improve the social and economic well-being of residents of targeted rural communities by implementing sustainable community-based wildlife conservation and utilization programs.

Funds for the Zimbabwe component of this project (690-0251.13) were obligated on August 31, 1989 and January 11, 1990 for a total Phase I obligation of $7,600,000. In Zimbabwe, anticipated project results of increasing community involvement and rationalizing use of fragile lands have been partially achieved, and the potential for nationwide impact has been convincingly demonstrated through a first phase of project activities which focused efforts in four pilot areas.

The three recipients funded under the current NRMP/Zimbabwe activity which implement sustainable resource use programs are: the Department of National Parks and Wildlife Management (DNPWLM), the Zimbabwe Trust (ZT), and the Centre for Applied Social Sciences (CASS). These groups work together as parts of a broader organization, the CAMPFIRE Collaborative Group (CCG).

This Project Paper Supplement is the basis for the authorization of another $4.5 million of FY94 regional funds, plus $16 million of bilateral funds over the next five fiscal years to finance Phase

II of the Project in Zimbabwe. The proposed $20.5 million amendment permits an extension into 1999 of ongoing activities started in Phase I of the NRMP.

Funding Sources:	Phase I 1989 - 94	Phase II 1994 - 99	Total 1989 - 99
Regional (690-0251.13)	$ 7,600,000	$ 4,500,000	$12,100,000
Bilateral (613-0241)	-	$16,000,000	$16,000,000
Project Total:	$ 7,600,000	$20,500,000	$28,100,000

The goal of Phase II of the Natural Resources Management Project is to use natural resources management to develop economically sustainable communities on lands marginally suitable for agriculture. The purpose of Phase II continues to fall within the original Zimbabwe country-level purposes: 1) to develop community-based programs to increase incomes while sustaining natural resources; and 2) to improve local capabilities to protect the resource base.

At the Project's conclusion, it is intended that community-based natural resources management will be practiced in appropriate ecological contexts nationwide, declines in the natural resources base will have been halted, and communities on lands marginally suited to agriculture will have new grounds for economic sustainability. The four project components to achieve these results are community-based resource management and utilization; planning and applied research; natural resources conservation; and regional communications.

Phase II of the Project, as described in this document, will use a different implementation approach in that it will channel the majority of funds through an institutional contractor selected through competitive means, which will serve as a secretariat for implementing agencies and as a liaison with USAID. Direct relationships will be maintained with the Department of National Parks and Wildlife Management and with the Ministry of Local Government and Rural and Urban Development.

III. DISCUSSION:

An issues meeting for the subject project documentation was held on September 9, 1994, during which a broad range of issues and points for clarification were raised and a final formal Mission review was deferred until September 20, 1994. The following section addresses the major issues raised during the review process and indicates their resolution. It should be noted that many of these issues were discussed with the Regional Legal Advisor/Swaziland whose comments are contained in Annex I to the Project Paper Supplement.

1. **One Project or Two** - The NRM Project is clearly one activity in concept and delivery, with two sources of funding. Implementation will be carried out as one project.

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However, to recognize the two funding sources, there will be two authorization documents (an amendment for SARP project 690-0251 and a new authorization for the bilateral project 613-0241), and two project facesheets. However, there will be only one Grant Agreement Amendment signed with the GOZ, and one project document which supports the $20.5 million increase in funding.

2. **Host Country Contribution** - The Host Country Contribution of 25% of total project costs will be met through the generation of revenues at the community level. The Project staff will track these resources to ascertain if HCC requirements are being met. Given current community revenues from NRM activities, the Project design team does not anticipate problems in meeting the required contribution. Host Country Contribution is discussed in Section IV. A of the PP Supplement.

3. **Adequacy of Project Description** - While the Project Description in the draft version of the PP Supplement clearly stated the goal and purpose of the expanded activity, it did not provide sufficient discussion of the actual activities that would be carried out. The Project Description has been revised and expanded and is found in Section III.

4. **Relationship Diagram** - In order to facilitate the presentation of the new implementation and management structure of Phase II, a diagram indicating financial and technical relationships has been added at the beginning of Section V.

5. **Role of Institutional Contractor** - Phase II of the NRM Project will use the services of an institutional contractor to provide subgrants and support to members of the CAMPFIRE Consultative Group. The Institutional Contractor is expected to fulfill a management and administration role rather than a technical role. The Institutional Contractor will have the ability to contract for specialized assistance to help implementing agencies carry out their agreed upon roles, but is not expected to have direct technical expertise in the natural resources management area as part of its long-term project team. It is anticipated that the Institutional Contractor may provide long-term local personnel to be seconded to the Department of National Parks and Wildlife Management; however, this provision has not been included in the Institutional Contractor's budget at this time but remains with the proposed grant to DNPWLM until such time as a specific agreement is reached between USAID and DNPWLM on this matter.

6. **Implementation and Procurement Planning** - The procurement plan has been adjusted to allow for additional time in the selection of the Institutional Contractor. An Implementation Plan has been added to the Supplement to illustrate the anticipated sequencing of major project implementation activities.

7. **Environmental Aspects** - An Environmental Assessment has been completed, and an e-mail of September 26, 1994 indicates that the Bureau Environmental Officer has cleared the documentation. A Condition Precedent to Disbursement for infrastructure

subactivities has been added to ensure that appropriate environmental reviews precede all construction. In addition, to comply with a condition of the EA's negative determination, the Project will provide technical assistance and training to augment local authorities' capacity in appropriate environmental project management, monitoring and evaluation.

8. **Delegation of Authority** - The review noted the lack of a specific delegation of authority to authorize and implement the Project, particularly with regard to the overall LOP funding for the regional project. As a result, an ad hoc delegation has been obtained to amend the regional project. The RLA advises that DOA 551 grants authority to authorize the bilateral project since, although the bilateral project number is new, the activity itself is, in substance, a modification of an existing activity previously authorized under the regional project with a total life of project under 10 years and total LOP funding of less than $30,000,000.

9. **Mission Management Capacity** - With the expanded project, the administrative, monitoring and oversight role for USAID/Zimbabwe will be significantly increased. To more efficiently manage this increased workload, the Project includes a provision for an FSN NRM Specialist position to be added to the Mission's existing Project staff.

10. **Roles and Responsibilities** - Section V. of the Project Paper Supplement presents a thorough discussion of the mandates of the various members of the CAMPFIRE Collaborative Group. Specific project responsibilities such as reporting requirements and delivery of services will be laid out in contractual documentation and Project Implementation Letters. Section V. has been amended to state that this future definition of responsibilities will take place.

11. **Continuation of Phase I Activities** - During the period while USAID is undertaking a competitive procurement for the services of the Institutional Contractor, the existing grants to CASS, DNPWLM, and ZIMTRUST will remain active and incremental funds will be committed as required to avoid a hiatus in activities. This continuation is stated in Section V.

IV. **CONGRESSIONAL NOTIFICATION:** A Congressional Notification expired without objection on September 28, 1994. Authorization and obligation of funds may now occur. (Attachment A to this Memo)

V. **SECTION 611(e) CERTIFICATION:** In addition to the ad hoc delegation of authority, we have been advised that the Regional Assistant Administrator for Africa has received and taken into consideration the USAID/Zimbabwe certification of Zimbabwe's human resource and financial capacity to utilize and maintain capital assistance.

VI. **AUTHORITY:** USAID Zimbabwe has received notification the the Regional Assistant Administator for Africa has delegated authority to the USAID Mission Director to

authorize: 1) Amendment Number 8 for the Zimbabwe portion of the Southern Africa Natural Resources Management Project (690-0251) and 2) the bilateral Natural Resources Management Project (613-0241). (Attachment B to this Memo.)

STATE 158749 dated 14 June 1994 confirmed an SS4 allowance of $1,100,000 for obligation under Project 613-0241. STATE 166708 dated 22 June 1994 confirmed an SS4 allowance of $4,500,000 for obligation under Project 690-0251.13.

VII. RECOMMENDATION: That you approve the Project Paper Supplement for the Natural Resources Management Project (690-0251.13 and 613-0241) by signing below and on the attached Project Data Sheets, and sign the attached Project Authorization and Amendment, IEE, and Gray Amendment Certification.

Approved: Carole S. Palma
Carole S. Palma
Acting Director
USAID/Zimbabwe

Date: 30 Sept 1994

Disapproved: _____
Carole S. Palma
Acting Director
USAID Zimbabwe

Date: _____

Attachments:
Project Data Sheets
Project Authorization and Amendment
Initial Environmental Examination
Gray Amendment Certification
Project Paper Supplement

DRAFT: VS

CLEAR: DT

UNCLASSIFIED

CLEAR: PW

CLEAR: ( )

AID/AFR/SA:VSETTLES:VS
09/29/94 73464

CLEAR: ( )

AID/AFR/SA:JHALE

CLEAR: ( )

USAID/AFR/SA:LKEEYS (INFO)
USAID/AFR/DP:PWESTFIELD

USAID/AFR/SA:DTHOMAS

IMMEDIATE HARARE, GABORONE IMMEDIATE

AIDAC

E.O. 12356: N/A

TAGS:

SUBJECT: NATURAL RESOURCES MANAGEMENT (690-0251)

REF: STATE 252843

THE CONGRESSIONAL NOTIFICATION FOR ABOVE PROJECT FOR U.S. DOLS 13,800,000 EXPIRED ON SEPTEMBER 29, 1994 WITHOUT OBJECTION. OBLIGATIONS MAY NOW BE INCURRED. YY

UNCLASSIFIED

VS

CLEAR: DT

UNCLASSIFIED

CLEAR: PW

CLEAR: ( )

AID/AFR/SA:VSETTLES:VS
09/29/94 73464
AID/AFR/SA:JHALE

CLEAR: ( )

CLEAR: ( )

USAID/AFR/SA:DTHOMAS
USAID/AFR/DP:PWESTFIELD

USAID/AFR/SA:LKEEYS (INFO)

IMMEDIATE HARARE

AIDAC

E.O. 12356: N/A

TAGS:

SUBJECT: NATURAL RESOURCES MANAGEMENT PROJECT (613-0241)

REF: STATE 252849

THE CONGRESSIONAL NOTIFICATION FOR ABOVE PROJECT FOR U.S. DOLS 1,100,000 EXPIRED ON SEPTEMBER 29, 1994 WITHOUT OBJECTION. OBLIGATION MAY NOW BE INCURRED. YY

UNCLASSIFIED

Attachment B to Action Memo

DRAFT: BM
DRAFT: CP
CLEAR: ( )
CLEAR: ( )
CLEAR: ( )
CLEAR: ( )
CLEAR: ( )

UNCLASSIFIED

AID/AFR/SA:WMARTIN:LI
09/22/94 74236:ADHOCAB.ZIM
AID/AFR:JFHICKS

AID/AFR/SA:DTHOMAS (DRAFT)
AID/AFR/SA:JBGOODWIN (DRAFT)
AID/GC/AFR:MAKLEINJAN (DRAFT)
AID/AFR/SA:LKEEYS (DRAFT)
AID/AFR/SA:JHALE (DRAFT)
AID/AFR/DP:JGOVAN (DRAFT)
AID/DAA/AFR:CPEASLEY

ROUTINE HARARE

ROUTINE GABORONE, MBABANE, LUSAKA, MAPUTO, PRETORIA

AIDAC, FOR PRETORIA RLA

E.O. 12356: N/A

TAGS:

SUBJECT: ZIMBABWE - NATURAL RESOURCE MANAGEMENT PROJECT (613-0241); SARP - NATURAL RESOURCE MANAGEMENT PROJECT (690-0251): AD HOC DELEGATIONS OF AUTHORITY TO AMEND PROJECTS AND SECTION 611(E) CERTIFICATION

REF:

1. THE AA/AFR HEREBY DELEGATES AUTHORITY TO THE DIRECTOR, USAID/ZIMBABWE, TO AUTHORIZE:

A. AMENDMENT NO. EIGHT FOR THE ZIMBABWE PORTION OF THE SOUTHERN AFRICA REGIONAL NATURAL RESOURCES MANAGEMENT PROJECT (690-0251) WHICH WILL ADD LOP FUNDING IN AN AMOUNT OF DOLS 4.5 MILLION WHILE EXTENDING THE PACD FOR NRMP (ZIMBABWE) TO AUGUST 18, 1999. THIS WILL BRING LOP FUNDING TO DOLS 48.83 MILLION.

B. THE BILATERAL NATURAL RESOURCE MANAGEMENT PROJECT (613-0241) FOR FIVE YEARS WITH LOP FUNDING OF DOLS 16.0 MILLION AND A PACD OF AUGUST 18, 1999. SINCE THE ACTIVITIES SUPPORTED WITH BILATERAL FUNDS UNDER THIS

BILATERAL PROJECT NUMBER ARE IN FORM AND SUBSTANCE AN AMENDMENT TO THE ONGOING ZIMBABWE COMPONENT OF THE REGIONAL PROJECT, A NPD AND PID ARE NOT REQUIRED.

EXECUTION OF THIS DOA IS CONTINGENT ON BUREAU ENVIRONMENT OFFICER APPROVAL OF AN AMENDED IEE AND EXPIRATION WITHOUT REJECTION OF A NOTIFICATION MADE TO CONGRESS. THIS DOA WOULD BE EXECUTED IN ACCORDANCE WITH ALL THE TERMS AND CONDITIONS OF DOA 551, EXCEPT FOR THE DOLLAR AMOUNT LIMITATIONS.

2. PURSUANT TO DOA 404, AS AMENDED, THE AA/AFR HEREBY CONCURS IN THE USAID/ZIMBABWE CERTIFICATION (SECTION 611(E)) OF THE ZIMBABWEAN CAPACITY IN BOTH FINANCIAL AND HUMAN RESOURCES TO MAINTAIN AND UTILIZE CAPITAL ASSISTANCE PROVIDED UNDER BOTH THE REGIONAL (690-0251) AND BILATERAL (613-0241) NATURAL RESOURCE MANAGEMENT PROJECTS. YY

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U.S. AGENCY FOR INTERNATIONAL DEVELOPMENT

SEP 28 1994

ACTION MEMORANDUM FOR THE ASSISTANT ADMINISTRATOR FOR AFRICA

FROM: AFR/SA, Joseph B. Goodwin

SUBJECT: Southern Africa Regional Program -- Natural Resources Management Project - Zimbabwe Portion (690-0251) (SARP NRMP)
Zimbabwe -- Natural Resources Management Project (613-0241) (ZNRMP)

Problem: You are requested to approve an ad hoc Delegation of Authority to the Director, USAID/Zimbabwe to authorize a $20.5 million amendment to the Southern Africa Regional Program Natural Resources Management Project (SARP NRMP), consisting of $4.5 million in SARP funds (690-0251) and $16 million in Zimbabwe bilateral funds (613-0241). In addition, you are requested to take into consideration and concur in the USAID/Zimbabwe certification (Section 611(e)) of the Zimbabwean capacity to maintain and utilize capital assistance provided under the Project.

Background: The SARP NRMP was authorized on August 19, 1989 for $19.53 million with an August 1995 Project Assistance Completion Date (PACD). Subsequent authorization amendments increased the LOP funding to $38.83 million and extended the PACD to August 31, 1997. The SARP NRMP is implemented through bilateral agreements in Botswana, Zimbabwe, Zambia, Malawi, and Namibia. The overall regional purpose of the Project is to improve the social and economic well-being of residents of targeted rural communities by implementing sustainable community-based wildlife conservation and utilization programs.

Zimbabwe participated under this regional effort with support for community-based activities in four pilot areas. Based on the success of this program and the nationwide need for sustainable resource management activities, USAID/Zimbabwe seeks to expand this activity through a final tranche of regional funding ($4.5 million) and the addition of $16 million in bilateral funds. One project paper amendment covers the activities funded by both of these funding sources, since the activities are integrally related. However, there is a separate project number for the bilateral funds. Since the activities supported by both

funding sources are essentially amendments to the ongoing Zimbabwe portion of the umbrella regional project, they are treated as such for delegation of authority purposes. Similarly, as essentially an amendment to an existing project, a new project description and a PID are not required for the bilaterally-funded activities.

The activities under this amendment seek to: 1) demonstrate the technical, social, economic and ecological viability of community-based natural resources management for increasing household community incomes; and 2) improve, through training, education, protection, communication and technology transfer, Zimbabwe's capacities to sustainably develop, manage and utilize indigenous natural resources.

The ZNRMP will support CAMPFIRE (Communal Areas Management Program for Indigenous Resources) activities throughout Zimbabwe. This program is based on the philosophy that conservation requires support of the people living in proximity to the resource base, and that such support is best achieved by returning benefits (financial and otherwise) deriving from the exploitation of resources directly to those people. A recent evaluation of pilot activities indicated that CAMPFIRE activities contribute directly to empowering communities by developing local skills and institutions to manage wildlife. The Project will work with international and local non-governmental organizations, the University of Zimbabwe and the Department of National Parks and Wildlife Management.

The major outputs from ZNRMP will be: enhanced awareness of conservation issues; aided community development projects; protected endangered wildlife populations; and, increased household food security through wildlife revenue-sharing.

Discussion: Delegation of Authority

This request for ad hoc Delegations of Authority for this amendment was included in the Zimbabwe bilateral and SARP 1995 Annual Budget Submissions. The proposed amendment is consistent with Agency focus areas and supports the USAID/Zimbabwe Strategic Objective of increasing food security for populations on marginal lands. DOA 551 delegates authority to Mission Directors to amend project authorizations up to a total LOP funding level of $30 million. With the $4.5 million amendment to SARP NRMP, the authorized LOP level will attain $48.83 million. Therefore, an ad hoc Delegation of Authority is required to permit USAID/Zimbabwe to authorize this SARP NRMP amendment and to further increase the delegation above the $30 million ceiling. The new LOP level of $48.83 is inclusive of the $5.5 million currently being processed as a separate supplement to the Botswana component, for which a separate DOA request was prepared. Since the bilaterally-funded activity is in substance

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an amendment to the ongoing project, which already exceeds $30 million, an ad hoc DOA is needed to increase the LOP funding by an additional $16 million.

Section 611(e)

Funding provided through the amendment to SARP NRMP and the new ZNRMP will support capital assistance activities such as game fencing, small buildings for offices, and establishment of game watering holes. The project makes provisions for costs associated with the on-going maintenance of these activities which includes technical training. Total assistance for such activities will not exceed $3.0 million over the five year period of implementation. Section 611(e) of the Foreign Assistance Act of 1961, as amended, requires that for projects over $1,000,000 which include capital assistance, the head of the agency primarily responsible for administering such activities receive and take into consideration a certification from the principal officer of such agency in the country in which the project is located as to the capability of the country (both financial and human resources) to effectively maintain and utilize the project, taking into account among other things the maintenance and utilization of projects in such country previously financed or assisted by the United States. According to Handbook 3, Appendix 3L, the authority to receive and take into consideration has been delegated to regional Assistant Administrators. The Mission Director, USAID Zimbabwe, has certified the Zimbabwean capacity, including financial and human resources, to maintain and utilize capital assistance (TAB A).

The Bureau Environmental Officer has approved an amended IEE for activities under the amendment.

The Congressional Notifications for both funding sources were submitted to Congress on September 14, 1994 and are expected to expire without objection on September 29, 1994.

Authority: Pursuant to DOA 404, as amended, you have the authority to "receive and take into account" pursuant to Section 611(e) of the FAA, certifications from the principal officer overseas that the host country can effectively maintain and utilize capital assistance estimated to cost in excess of $1 million. This authority cannot be redelegated.

Recommendation: That you sign this memorandum and the attached cable approving ad hoc Delegations of Authority to the Director, USAID/Zimbabwe to:

i) authorize an amendment to the Southern Africa Regional Natural Resources Management Project (690-0251) to increase by $4.5 million the life-of-project funding bringing it to $48.83 million and extend the PACD for SARP NRMP to August 18, 1999.

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2) authorize the Zimbabwe Natural Resource Management Project (613-0241) (ZNRMP) for five years at a LOP funding level of $16 million. The PACD for this project will be August 18, 1999; and

3) indicate Africa Bureau concurrence with the USAID/Zimbabwe certification of host country capacity to utilize and maintain capital assistance.

Approve: Carol A. Peasley for

Disapprove: _____

Date: 28 Sept. 1994

Drafter:AFR/SA:WMartin:li:X74326:9/23/94:ZIM\DOCS\ADHOC-01.ZIM
Revised:9/28/94

Clearances:

AFR/SA:JGoodwin	Draft	Date 9/26/94
AFR/SA:JHale	Draft	Date 9/26/94
AFR/SA:DThomas	Draft	Date 9/23/94
AFR/SA:LKeeys	Draft	Date 9/23/94
AFR/DP:JGovan	Draft	Date 9/26/94
GC/AFR:MAKleinjan	Draft*	Date 9/27/94
DAA/AFR:CPeasley		Date 9/28

*We have normally supporting material/information for a 611(e) certification.

Clearance for ACTION MEMORANDUM FOR ACTING MISSION DIRECTOR _ NRM AUTHORIZATION AND PP SUPPLEMENT APPROVAL

Drafted: MStephens, PDIS
Clear: CCutshall, GDO CRC date 29/9/94
TDoggett, PRM [signature] date 29/9/94
SNorton, PDIS [signature] date 29 Sept 94
CBrooks, CONT [signature] date 9/29/94
MAlexander, RLA [signature] date 9/29/94 - subject to receipt of ad hoc DOA, + notification of CN clearance and AA/AFR's signature of 611(e) memo (revise SRCS. V & VI of Ad Mem)

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PROJECT AUTHORIZATION AMENDMENT NO. EIGHT (8)

Country/Entity:	Southern Africa Regional
Project Title:	Natural Resources Management
Project Number:	690-0251

1. Pursuant to the Foreign Assistance Act of 1961, as amended, and the Foreign Operations, Export Financing and Related Programs Appropriations Act of 1991, Africa Bureau Delegation of Authority 551, as amended, and ad hoc delegations of authority thereunder, the Authorization for the regional Natural Resources Management Project dated August 19, 1989, and amended on December 21, 1989; December 9, 1991; September 2, 1992; September 23, 1992; September 30, 1993; December 13, 1993; and September 29, 1994 is hereby further amended as follows:

A. Section 1 is deleted in its entirety and the following inserted in lieu thereof:

Pursuant to the Foreign Assistance Act of 1961, as amended, the Foreign Operations, Export Financing and Related Programs Appropriations Acts of 1988 and years following, Africa Bureau Delegation of Authority 551, as amended, and the ad hoc authority delegated under 88 STATE 102126, I hereby authorize the Natural Resources Management Project for the Southern Africa Region involving planned obligations not to exceed forty eight million eight hundred thirty thousand U.S. dollars ($48,830,000) in grant funds over a ten year period from the date of authorization, subject to the availability of funds in accordance with the A.I.D. OYB/allotment process, to finance the foreign exchange and local currency costs of the Project. The planned life of the Project is ten years from the date of initial obligation.

B. In Section 5B(1), Zimbabwe Conditions Precedent, the following new clause is added:

"b. Prior to disbursement of funds under the Grant to finance any infrastructure sub-activity, or to the issuance of documents pursuant to which such disbursement may be made, the Regional Development Council proposing the sub-activity will furnish to A.I.D., in form and substance satisfactory to A.I.D., a) plans and studies demonstrating technical, financial and social feasibility, and b) an initial assessment of the environmental impact (if any) of the sub-activity together with plans to mitigate any negative impact."

C. In Section 5B(2), Zimbabwe Covenants, the following new clauses are added:

"f. The Grantee shall insure the provision of technical assistance and training on a continuing basis to establish community-based wildlife and natural resources management capabilities, including planning, management, environmental impact analysis and mitigation, monitoring and enforcement.

g. The Grantee, through the Ministry of Natural Resources and Tourism, shall delegate Appropriate Authority to the participating District Councils after the said Councils present satisfactory evidence of their intent and capacity to manage their wildlife and natural resources properly and to do so with the full participation of, and benefits to, the people they represent.

h. The Grantee shall prepare, on an annual basis, a workplan for review and concurrence by A.I.D., which shall include a description of project activities and a supporting implementation plan to be carried out by all participating parties during the applicable year.

i. The Grantee shall insure that all commodities procured under the Grant are maintained in good working condition. With respect to vehicles, the Grantee shall establish and maintain an adequate system to monitor and control usage to insure that such vehicles are employed exclusively for project purposes.

j. No funds or other support provided hereunder may be used in a project or activity reasonably likely to involve the relocation or expansion outside of the United States of an enterprise located in the United States if non-U.S. production in such relocation or expansion replaces some or all of the production of, and reduces the number of employees at, said enterprise in the United States.

k. No funds or other support provided hereunder may be used in a project or activity the purpose of which is the establishment or development in a foreign country of any export processing zone or designated area where the labor, environmental, tax, tariff, and safety laws of the country would not apply, without the prior written approval of USAID.

l. No funds or other support provided hereunder may be used in an activity which contributes to the violation of internationally recognized rights of workers in the recipient country, including in any designated zone or area in that country."

2. Except as revised hereby, the Project Authorization, as amended, remains in full force and effect.

Carole S. Palma

Carole S. Palma
Acting Director
USAID/Zimbabwe

Date: 30 Sept 1994

PROJECT AUTHORIZATION

Country:	Zimbabwe
Project Title:	Natural Resources Management
Project Number:	613-0241

1. Pursuant to the Foreign Assistance Act of 1961, as amended, the Foreign Operations, Export Financing and Related Programs Appropriations Acts, and Africa Bureau Delegation of Authority 551, as amended, I hereby authorize the Zimbabwe Natural Resources Management Project involving planned obligations not to exceed sixteen million United States dollars ($16,000,000) in bilateral mission funds over a five year period from the date of authorization, subject to the availability of funds in accordance with the USAID/OYB allotment process, to assist in financing the foreign exchange and local currency costs of the Project. The planned life of the Project is five years from the date of initial obligation.

2. The Project will supplement the Zimbabwe component of the existing Natural Resources Management Project, No. 690-0251, under the Southern Africa Regional Program (SARP). The Project has the regional Project's purposes: (1) to strengthen the capacity of participating governmental and non-governmental organizations to protect, maintain and utilize wildlife and other natural resources; (2) improve the social and economic well-being of the target areas' communal lands' residents through conservation and utilization programs; and (3) demonstrate through practical examples the economic, social, technical and ecological feasibility and replicability of community-based wildlife utilization programs for marginal lands. In addition, the bilateral Project will develop community-based programs to increase incomes while sustaining natural resources, and improve local capabilities to protect the resource base.

3. The Project will be implemented through the existing Project Agreement for the Zimbabwe component of the SARP Project. Amendments to the Agreement, which may be negotiated and executed by the officer(s) to whom such authority is delegated in accordance with A.I.D. regulations and Delegations of Authority, shall be subject to the same terms, covenants and conditions that govern the Zimbabwe component of the regional Project. They are substantially as follows:

4. a. <u>Source/Origin/Nationality</u>

Except as A.I.D. may otherwise agree in writing, commodities financed under the Grant shall have their source and origin, and suppliers of services and commodities shall have their nationality, in countries included in A.I.D. Geographic Code 935. Ocean shipping financed by A.I.D. shall, except as A.I.D. may otherwise agree in writing, be on flag vessels of countries included in A.I.D. Geographic Code 935. Efforts shall be made to insure maximum practicable procurement in the United States.

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b. Conditions Precedent

Prior to disbursement of funds under the Grant to finance any infrastructure sub-activity, or to the issuance of documents pursuant to which such disbursement may be made, the Regional Development Council proposing the sub-activity will furnish to A.I.D., in form and substance satisfactory to A.I.D., a) plans and studies demonstrating technical, financial and social feasibility, and b) an initial assessment of the environmental impact (if any) of the sub-activity together with plans to mitigate any negative impact.

c. Covenants

1. The Grantee shall insure the provision of technical assistance and training on a continuing basis to establish community-based wildlife and natural resources management capabilities, including planning, management, environmental impact analysis and mitigation, monitoring and enforcement.

2. The Grantee, through the Ministry of Natural Resources and Tourism, shall delegate Appropriate Authority to the participating District Councils after the said Councils present satisfactory evidence of their intent and capacity to manage their wildlife and natural resources properly and to do so with the full participation of, and benefits to, the people they represent.

3. The Grantee shall prepare, on an annual basis, a workplan for review and concurrence by A.I.D., which shall include a description of project activities and a supporting implementation plan to be carried out by all participating parties during the applicable year.

4. The Grantee shall insure that all commodities procured under the Grant are maintained in good working condition. With respect to vehicles, the Grantee shall establish and maintain an adequate system to monitor and control usage to insure that such vehicles are employed exclusively for project purposes.

5. No funds or other support provided hereunder may be used in a project or activity reasonably likely to involve the relocation or expansion outside of the United States of an enterprise located in the United States if non-U.S. production in such relocation or expansion replaces some or all of the production of, and reduces the number of employees at, said enterprise in the United States.

6. No funds or other support provided hereunder may be used in a project or activity the purpose of which is the establishment or development in a foreign country of any export processing zone or designated area where the labor, environmental, tax, tariff, and safety laws of the country would not apply, without the prior written approval of USAID.

7. No funds or other support provided hereunder may be used in an activity which contributes to the violation of internationally recognized rights of workers in the recipient country, including in any designated zone or area in that country.

This Project Authorization provides for bilateral mission support to the existing Zimbabwe component of the regional NRMP. In substance, this Authorization constitutes an amendment to that activity. Any amendment to the Zimbabwe component of the SARP Natural Resources Management Project, No. 690-0251, shall automatically amend this Authorization as well.

Carole S. Palma

Carole S. Palma, Acting Director
USAID/Zimbabwe

30 Sept 1994

Date

ACRONYMS

ART	African Resources Trust
CA	CAMPFIRE Association
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CASS	Centre for Applied Social Sciences
CCG	CAMPFIRE Collaborative Group
CCU	CAMPFIRE Coordinating Unit
CITES	Convention on International Trade in Endangered Species
DNPWLM	Department of National Parks and Wild Life Management
EIA	Environmental Impact Assessment
GOZ	Government of Zimbabwe
MET	Ministry of Environment and Tourism
MLGRUD	Ministry of Local Government, Rural and Urban Development
NGO	Non-Governmental Organization
NRMP	Natural Resources Management Project
PA	Project Administrator (USAID)
PAC	Problem Animal Control
PACD	Project Assistance Completion Date
RDC	Rural District Council
SADC	Southern African Development Commission
USAID	United States Agency for International Development
UZ	University of Zimbabwe
VIDCO	Village Development Committee
WADCO	Ward Development Committee
WWF	Worldwide Fund for Nature
ZT	Zimbabwe Trust

PRIMARY IMPLEMENTING AGENCIES

CA: The CAMPFIRE Association is constituted by elected representatives from each Rural District Council possessing Appropriate Authority. The Association is the lead agency for coordination of CAMPFIRE activities nationwide.

CASS: The Centre for Applied Social Sciences is a Department within the Faculty of Social Studies, University of Zimbabwe, and carries out socio-economic research on common property management.

CCG: The CAMPFIRE Collaborative Group consists of nine implementation agents: CA, DNPWLM, MLGRUD, ZT, CASS, WWF, ART, ACTION, and RDCs, plus communities throughout Zimbabwe.

DNPWLM: The Department of National Parks and Wildlife is the GOZ statutory authority for wildlife management.

RDC: The Rural District Council is responsible for District governance and is constituted by elected representatives of Wards located in the District.

WWF The World Wide Fund conducts ecological and economic research on wildlife management, and provides community-level training.

ZT: The Zimbabwe Trust (ZIMTRUST) is an independently funded NGO that assists communities and RDCs in developing institutional management capabilities.

NATURAL RESOURCES MANAGEMENT: ZIMBABWE
PROJECT NOS. 690-0251.13 AND 613-0241
PROJECT PAPER SUPPLEMENT NO. 1
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I. EXECUTIVE SUMMARY

On August 20, 1989 USAID authorized the regional NRMP (690-0251) at $19,530,000 to provide assistance to three member countries of the Southern Africa Development Coordination Conference (SADCC) - Botswana, Zambia and Zimbabwe - and to the Ministry of Forestry and Natural Resources of Malawi serving as SADCC Sector Coordinator for Forestry, Fisheries and Wildlife. To improve the social and economic well-being of residents of targeted rural communities in Botswana, Zambia, and Zimbabwe, the project was to help establish sustainable community-based wildlife conservation and utilization programs. To improve the capacity of the SADCC Coordinator to promote regional cooperation in natural resource data collection and analysis, the project provided an adviser to help analyze data and establish fora and communication bulletins for exchange of information.

Upon completion of the project, it was expected that: natural resource utilization would have been demonstrated to be a preferred and profitable land use in agriculturally fragile rural and communal lands; self-sufficient resource management programs would have increased opportunities for local employment and income generation and revenues for local development projects; the role of women in the economy and their access to income would have been expanded; and interested governments and leaders in the natural resources sector throughout the SADCC region would be better informed on approaches to, and impact from, management of natural resources, particularly of wildlife.

The three recipients funded under the current NRM Project which implement sustainable resource use programs are: the Department of National Parks and Wildlife Management (DNPWLM), formed in 1963 by amalgamation of the Wildlife Conservation Department and the National Parks Department, housed today in the Ministry of Environment and Tourism; the Zimbabwe Trust (ZT), charged with "capacity-building" or "institutional development," promoting sustainable economic activities, primarily in the communal areas of Zimbabwe, and facilitating and assisting rural communities to develop their organizational and management skills; and the Centre for Applied Social Sciences (CASS), which conducts socio-economic baseline surveys, develops long-term research projects, monitors and evaluates program interventions, and produces post-graduate-trained scholars with expertise in social science research methods and natural resources management. These groups work together as parts of a broader organization, the CAMPFIRE Collaborative Group (CCG).

The Southern Africa Regional Program (SARP) has provided $7.6 million to Zimbabwe's Phase I component prior to this proposed amendment. This Project Paper Supplement is the basis for the authorization of another $4.5 million of FY94 regional funds, plus $16 million of bilateral funds over the next five fiscal years to finance Phase II of the project in Zimbabwe. The proposed $20.5 million amendment permits an extension into 1999 of ongoing activities started in Phase I of the NRMP. Activities will continue along three broad lines: 1) research, outreach, networking and communications covering biological, sociological, educational and policy matters; 2) strengthening the institutional support system for, community-based management of natural

resources; and 3) project administration and management. The expansion will be significant: the number of Rural District Councils (RDCs) participating is expected to increase from four to up to twenty-four; the number of implementation agents from three to nine; and the demand for Project funds, currently being drawn down at around $2 million annually, will increase substantially.

Funding Sources:	Phase I 1989 - 94:	Phase II 1994 - 99:	TOTAL
Regional (690-0251)	$ 7,600,000	$ 4,500,000	$12,100,000
Bilateral (613-0241)	———	$16,000,000	$16,000,000
Project Total:	$ 7,600,000	$20,500,000	$28,100,000

At the Project's conclusion it is intended that community-based natural resource management will be practiced in appropriate ecological contexts, declines in the natural resource base will have been halted, and communities on lands marginally suited to agriculture will have new grounds for economic sustainability.

Phase II of the project, as described in this document, will use a different implementation option in that it will utilize the services of an institutional contractor selected through competitive means, which will serve as a Secretariat for implementing agencies and as a liaison with USAID. Direct relationships will be maintained with the Department of National Parks and Wildlife Management and with the Ministry of Local Government and Rural and Urban Development.

II. SUPPLEMENT RATIONALE

A. Background

1. CAMPFIRE

During the latter part of this century, while game ranching was prospering on private land, communal land wildlife resources -- with a greater range of species and greater potential value -- were being rapidly depleted. Although this did not make economic sense, it was the result of colonial protectionist legislation decreeing that wildlife belonged to "the King," and not to the people. As far back as the early 1970s the inevitable outcome of this policy was recognized and the Department of National Parks and Wildlife Management took the unique and courageous step of offering commercial farmers authority over wildlife resources located on their farms. While critics argued that if farmers were allowed to utilize their wildlife commercially it would be over-exploited and disappear, the results were the exact opposite: farmers began to benefit from their wildlife and, therefore, to look after it.

The experience of commercial game ranching ventures contradicted the theory underlying the concept of "King's Game," and offered viable new technology for using wildlife in agriculturally marginal communal lands. The critical step, however, was to transfer this technology; a process

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which required legislative change supported by an adaptive and multi-disciplinary implementation process.

The history of wildlife utilization on communal lands is one of resource alienation. People were banned from utilizing their own resources, and in some cases communities were moved to make way for the establishment National Parks. Through this process of disenfranchisement, wildlife resources came to be viewed as valueless symbols of oppression. Hence, their destruction was encouraged, and poachers were elevated to the status of heroes. This Phase of alienation of people from their wildlife has been categorized as the period of **wildlife management against the people.** The results of resource alienation were easy to predict: Since communal land residents were not allowed to benefit from wildlife, they replaced it with row crops and domestic animals which did benefit them.

Project WINDFALL was the first attempt to formally link indigenous communities to wildlife management. Under this GOZ project, income derived from culling in national parks and from safari hunting in communal areas (but still managed by the state) was given to District Councils. Because the state, through the national parks, still did all the management, this Phase has been categorized as **wildlife management for the people.** This approach also proved to be unsuccessful. Money stayed in councils, so the people living with wildlife saw few benefits. Moreover, local people were not involved directly with wildlife management and so developed no interest in it. To rectify these deficiencies, CAMPFIRE advocates proposed that the Parks and Wildlife Act (1975), which had earlier been used to transfer proprietorship over wildlife resources on private land to private land holders, be employed to permit District Councils to act as "Appropriate Authorities" over communal land wildlife resources. In 1989, two District Councils were given such authority, and CAMPFIRE was born. Under CAMPFIRE, wildlife revenues are now controlled directly by Rural District Councils (RDCs), and government steps back into a role of ensuring that various principles and practices of sound resource management are observed. The Department of National Parks and Wildlife Management (DNPWLM), for example, currently reserves the right to control communal land offtake quotas. However, such controls are likely to be lifted as communities are trained to set quotas themselves. This next phase has been categorized as the period of **wildlife management by the people.**

While devolution of authority to the council level is a very positive step, there is a need for further devolution of authority to sub-district management levels (e.g., WADCOs and VIDCOs). However, to be self-regulating and to reduce the need for external monitoring, a situation with closer links and more checks and balances needs to emerge. While many councils are already doing this, legislative changes are needed so that RDCs can, themselves, devolve authority to sub-district authorities.

2. NRMP Pilot -Phase I

Following a regional workshop held in Gaborone in 1988 on the topic of "Sustainable Wildlife Utilization and the Role of Wildlife Management Areas," USAID was approached by a number of local organizations seeking financial assistance to foster the development of community-based wildlife ventures. Unfortunately in Zimbabwe, there were no bilateral USAID funds available to support such activities, so implementors turned elsewhere for support funds. Shortly thereafter, however, Washington and worldwide concerns about wildlife, and elephants in particular,

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developed into policies which provided the opportunity for USAID involvement. Congress passed legislation which required USAID to spend money on elephant conservation, while CITES was seeking to move the African elephant into its endangered ("Appendix 1") category.

Zimbabwe argued that the identification of elephants as an endangered species would disturb its elephant management program and deprive communities that had received the right, under CAMPFIRE, to manage (sell and market) elephants and elephant products. CAMPFIRE (and similar programs in neighboring countries) provided a platform for USAID's financial support by addressing issues affecting elephants as well as community efforts to manage them. It also advanced the geographical and physical basis for project identification under the Southern African Regional Program (SARP): most of the region's elephants were located in Zimbabwe's Hwange National Park, Northeastern Botswana, East Caprivi, and Southwestern Zambia, and Zimbabwe's they regularly moved across borders. On August 20, 1989 USAID authorized the regional NRMP at $19,530,000 to provide assistance to three member countries of the Southern Africa Development Coordination Conference (SADCC) - Botswana, Zambia and Zimbabwe - and to the Ministry of Forestry and Natural Resources of Malawi serving as SADCC Sector Coordinator for Forestry, Fisheries and Wildlife. To improve the social and economic well-being of residents of targeted rural communities in Botswana, Zambia, and Zimbabwe, the project was to help establish sustainable community-based wildlife conservation and utilization programs. To improve the capacity of the SADCC Coordinator to promote regional cooperation in natural resource data collection and analysis, the project provided an adviser to help analyze data and establish fora and communication bulletins for exchange of information. Upon completion of the project, it was expected that: natural resource utilization would have been demonstrated to be a preferred and profitable land use in agriculturally fragile rural and communal lands; self-sufficient resource management programs would have increased opportunities for local employment and income generation and revenues for local development projects; the role of women in the economy and their access to income would have been expanded; and interested governments and leaders in the natural resources sector throughout the SADCC region would be better informed on approaches to, and impact from, management of natural resources, particularly wildlife.

On August 31, 1989 USAID/Zimbabwe, authorized the Zimbabwe component of the regional program, now at $7.6 million, "to (i) demonstrate, through practical examples, the technical, social, economic and ecological viability of community-based natural resources management for increasing household and community incomes; and, (ii) improve, through training, education, protection, communication, and technology transfer, Zimbabwe's national and local-level capacities to sustainably develop, manage and utilize indigenous natural resources". Shortly thereafter, however, the African elephant was moved to CITES Appendix 1 list. In 1992, when Zimbabwe was unsuccessful in its efforts to reverse the resulting ban on trade in elephant products, the project's elephant conservation focus began to lose its relevance, and CAMPFIRE's broader national concerns gained prominence over the regional ones originally identified in 1989.

Although CAMPFIRE conceptually includes all natural resources, NRMP dealt primarily with animal wildlife and fish, grazing, and indigenous vegetation. Soil, water, minerals, and forests were excluded. Currently, CAMPFIRE's focus is communal wildlife and natural resources management in about a quarter of the country's 57 districts. CAMPFIRE, however, is most active where there are substantial wildlife populations, or the prospect of achieving them. The three recipients funded under the current NRM Project are: DNPWLM, formed in 1963 by

amalgamation of the Wildlife Conservation Department and the National Parks Department, housed today in the Ministry of Environment and Tourism; the Zimbabwe Trust (ZT), charged with 'capacity-building' or 'institutional development', promoting sustainable economic activities, primarily in the communal areas of Zimbabwe, and facilitating and assisting rural communities to develop their organizational and management skills; and CASS, which conducts socio-economic baseline surveys, develops long-term research projects, monitors and evaluates program interventions, and produces post-graduate-trained scholars with expertise in social science research methods and natural resources management.

3. Project Evaluation

In late 1993 the project underwent a formal independent evaluation which reported that "NRMP has weathered many storms, often related to the process of initiation in a difficult climate ...(and)... the Project appears to have settled in and gained widespread acceptance. Participants have embraced criticism, learned and changed ... adaptability and the willingness to incur scars through risk-taking, experimentation and innovation, have been critical to the robustness, sustainability and progress of the Project."

The findings and recommendations presented in January 1994 and their present status are as follows:

a. *Finding*: **faulty, out-dated design:** "... (the Project) ... continues to suffer faults .. many of which owe their origins to errors in project design and misunderstandings in grant agreement(s)."

Recommendation: "... a workshop should be convened to provide project participants the opportunity to discuss their options for the future. This should include a continuation of the present project, but with modifications to ensure improved local management of natural resources".

Response: This workshop was held in March 1994, and participants forged a strategy for a second phase of the current Project.

b. *Finding*: **Inadequate management, coordination, planning;** "... a management approach was never...set up...and the three partners have, perforce, operated on an informal basis." "The lack of an on-going planning, monitoring and management framework for NRMP has been arguably the biggest failing or inter-organizational collaboration in the Project" (King, 1993).

Recommendation: The Project Implementation Committee needs overhauling. It should be converted into a full coordinating committee that discusses, coordinates and approves work.

Response: Under Phase II of the NRMP's Zimbabwe program, the PIC will be disbanded, and the CAMPFIRE Collaborative Group (CCG) will assume its functions.

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c. *Finding*: **Pilot areas too restrictive.** The concentration of project activities in Matabeleland has tended to divorce the project from the CAMPFIRE movement.

Recommendation: The project should adopt a national focus, and discontinue targeted support for Matabeleland.

Response: Phase II will support, on a national basis, the CAMPFIRE program, the CAMPFIRE Association of Rural District Councils (CA and RDCs), and the CAMPFIRE Collaborative Group (CCG).

d. *Finding*: **Definition of natural resources too narrow.** As a rural development strategy, CAMPFIRE principles may be applied to the management of indigenous natural resources other than wildlife.

Recommendation: Community-based NRMP activities should be expanded beyond wildlife management. As the CAMPFIRE movement expands to involve resources other than wildlife, the movement's relationship with the Department of National Parks and Wildlife Management and other resource management agencies will need to be refined.

Response: Phase II will continue its wildlife focus, but will be prepared to adapt to CAMPFIRE's evolving needs.

e. *Finding:* **New leadership within the movement.** The CAMPFIRE Association provides a new focal point for implementing community-based NRM activities in Zimbabwe.

Recommendation: Assistance should be given to the CAMPFIRE Association to improve its capabilities (e.g. awareness, marketing, etc) within the CAMPFIRE movement.

Response: The CA will receive such assistance during the Phase II of the Project.

f. *Finding:* **The Project's support of infrastructural development has led to serious problems attributable, in part, to weaknesses in the Project Paper and Grant Agreement.**

Recommendation: The Project's investment in infrastructure needs to be adjusted to incorporate safeguards in engineering design as well as concerns about the environmental, financial and social dimensions of sustainability.

Response: During Phase II, funding decisions will reflect investment selection by communities, and infrastructure proposals will be subjected to environmental, technical, natural resource management, economic, financial and social feasibility tests.

Overall, the Evaluation concluded that "the Project is providing meaningful benefits to residents of the Project area" and, indeed, more than Z$3.0 million has been generated from consumptive and non-consumptive resource utilization since the inception of the Project in the four pilot areas alone. A special CASS report adds that: "... where the program has been implemented in communities over a period long enough for us to make informed judgements the following results

are discernable: a re-awakened appreciation of wildlife; poaching eliminated or drastically reduced; fewer complaints of problem animals; the emergence of local environmental management structures; improved environmental conservation practices; the use of wildlife for food security in times of drought; the local initiation of land-use planning; an increase in household revenues; and, community-funded local development of schools, clinics, grinding mills and other community infrastructure".

These recommendations have been either implemented or reflected in this project documentation. The current physical and fiscal status of the Project, as of March 31, 1994 are shown in Annex C, "Portfolio Report".

4. NRM Amendment

CAMPFIRE in its formative stages had inputs from ecologists, economists, and sociologists, while its implementation depended on rural development practitioners. Despite a carefully laid out plan in the CAMPFIRE document, it was the devolution of authority which set CAMPFIRE in motion as a new policy. CAMPFIRE began in 1989 with a de facto granting of authority over wildlife to the Districts of Nyaminyami and Guruve. De jure gazetting of Appropriate Authority did not take place until 1990, when DNPWLM negotiated an understanding regarding CAMPFIRE with the Ministry of Local Government.

The settings of Nyaminyami and Guruve and their CAMPFIRE projects were quite different. This variety meant that CAMPFIRE became an adaptive management experiment within a specific conceptual and policy framework. This entailed establishing limited, achievable objectives and approaches, and monitoring the implementation process so that modifications could be made. CAMPFIRE's concern with resource tenure issues was linked to broad issues of representation, economic participation, and communal area governance. CAMPFIRE's programmatic environment is as concerned with these complex questions regarding the nature of rural communities and collective decision-making as it is with the technical challenges of sustainable uses of wildlife and other natural resources.

The primary focus of the CAMPFIRE Program over the last five years has been the devolution of authority for wildlife management to the Rural District Councils (RDCs) and the disbursement of the benefits from wildlife utilization to local "producer" communities. Three factors have contributed to the tremendous growth of revenues:

- The number of districts in the program has increased, and there are now twelve with substantial safari industries. There is little potential to expand into other districts as long as they have very limited wildlife resources;

- Within each district quotas have increased. They are now at their limits for trophy animals, and can only be increased if the wildlife populations expand. Concern is often expressed regarding the sustainability of this utilization. Safari hunting is very forgiving in that it is only the adult male population (i.e. trophies) that are utilized intensively. Offtake rates of 0.5% (elephant) to 2-3% (antelope) compare to population growth rates of 5% and 10-20%, respectively. Monitoring mechanisms are, nonetheless, in place to avoid over-utilization; and

- Improved marketing has dramatically increased the returns from each animal. RDCs have been trained in tendering, interviewing, and in developing contracts that, for example, are linked to the exchange rate. This has doubled the US$ fee for each animal. A rapid softening of the Zimbabwe Dollar has meant that the Z$ value of each animal has increased almost ten-fold since 1989.

In 1993, CAMPFIRE earned nearly Z$10 million for the RDCs. Since safari operators pay about 30% of their gross income to RDCs, safari hunting in communal areas earns Zimbabwe some Z$30 million in foreign exchange annually. CAMPFIRE continues to gain momentum. Although the pace has been uneven, slow in some places and rapid in others, progress is clearly being made. The mood of CAMPFIRE implementors is positive, especially at the ground level among the Rural District Councils and community participants. Benefits have proven sufficient to garner support for the continuing pursuit of program objectives and activities within participating communities, while eliciting demand for expansion of the program into additional communal areas. Success to date may be attributed to the commitment, talent and tenacity of the Program's implementors and participants; to the identification and discussion of problems in a number of fora; and to the robustness of CAMPFIRE concepts and principles. Above all, revenues and benefits are getting to communities and, as a consequence, there is optimism that the Program will achieve its objectives. However, further assistance and a broadening of the NRM project are required to encompass the full range of wildlife and other natural resource opportunities.

B. Problem Statement

The basic issues surrounding natural resources management and wildlife in Zimbabwe has been laid out in Section II.A. The conflict identified in the original project in 1989 of the inherent conflict between people and animals where ownership of wildlife is divorced from the community, with the resulting negative impact on household income and food security, still remain a valid constraint, and must continue to be addressed. CAMPFIRE, Zimbabwe's internationally renowned "Communal Areas Management Program for Indigenous Resources", is the realization of the concept that authority and capacity for productive, profitable and sustainable utilization of natural resources can be vested in the people who live where those resources are. CAMPFIRE encompasses aspects ranging from a rural development program to a land-use strategy to natural resources and environmental management; or decentralization of Governmental authority, and grass-roots empowerment. The pilot efforts under Phase I of the NRM Project which provided support to CAMPFIRE in specific geographic locations clearly demonstrate the potential for community based natural resource management which results in direct benefits for those Zimbabweans in CAMPFIRE areas. Phase II will continue to address the fundamental constraints, but through an expansion of activities supporting the CAMPFIRE Program.

In addition, the constraints identified in the project evaluation of complex design, restrictive implementation mode, overly narrow geographic focus and weakness in infrastructure implementation have been addressed through the design of Phase II. CAMPFIRE and Phase I of the NRMP have demonstrated that the technical and other aspects of its concept are sound; but the purpose of the NRMP can not be easily achieved through the structure established for Phase I. Therefore Phase II will use an adaptive, flexible approach to support an expanded effort.

C. Assumptions and Risks

The CAMPFIRE Program is deemed to have been highly successful, but its long-term sustainability is in part dependent on conditions external the NRMP Project. The key assumptions of Phase I and Phase II are shown below.

Key Project Assumptions	
1.	That wildlife resources are or will become adequate to sustain commercial exploitation;
2.	That wildlife utilization can compete economically and financially with other extensive forms of land use;
3.	That communities deriving wealth from wildlife resources will both wish to, and be able to, protect these resources;
4.	That communities will not only be willing to manage these resources but also can become capable of doing so; and will invest in the management of wildlife resources;
5.	That the demand for wildlife products will support widespread development of this form of land use;
6.	With control over resources, farmers' behavior will lead to the improved conservation of the resource base;
7.	The member organizations involved with CAMPFIRE will continue to work cooperatively towards a common objective;
8.	Rural District Councils can be persuaded to pay out profits to the ultimate resource managers in villages, and villages and RDCs will use these revenues and grants to promote long-term resource sustainability;
9.	Economically viable technologies and intervention strategies can be developed and adopted for the full range of ecosystems included in the Program.

This amendment reflects the development and utilization of the CAMPFIRE approach and its underlying assumptions. During the implementation of the next phase, the project will track these and other assumptions affecting the Project's overall impact.

Beyond the assumptions that are within the manageable interest of the Mission, the Project also faces external risks - factors not within the influence of the Mission to affect, and difficult to predict. Such factors include the evolution of international conventions on elephant and ivory trade, severe drought, regional political or economic unrest, and international trends in tourism.

Project success should be determined in part by the ability to instill flexibility and analytic sensitivity to change among the CAMPFIRE organizations, RDCs, WADCOs, VIDCOs and

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individuals. Project outputs will reflect process and analytic outcomes as well as physical targets.

D. Congruence with Overall Project

This second phase of the NRMP is intended to continue USAID support for the implementation of CAMPFIRE in Zimbabwe beyond the initial five-year pilot phase. Accordingly, the objectives and means will remain largely the same, but Project activities will expand considerably to support program implementation nationwide. This investment will consolidate and extend the gains made by CAMPFIRE, a program which has already shown much promise in improving community-based natural resource management. The Program's aims are two-fold: to empower communal farmers to sustainably manage and conserve the wildlife and natural resources; and for them to reap the full economic and social benefits of so doing. Thus, local people benefit through simultaneous and inter-linked improvements in their well-being, management institutions, and natural resource management.

The primary actors will continue as implementing partners, retaining their experience within the Project, and they will be joined by several new local NGOs as the project's scope expands. This is a logical and practical extension of the existing scheme, and Phase II will bring no conflicts or duplications to what has been a successful endeavor over the past five years.

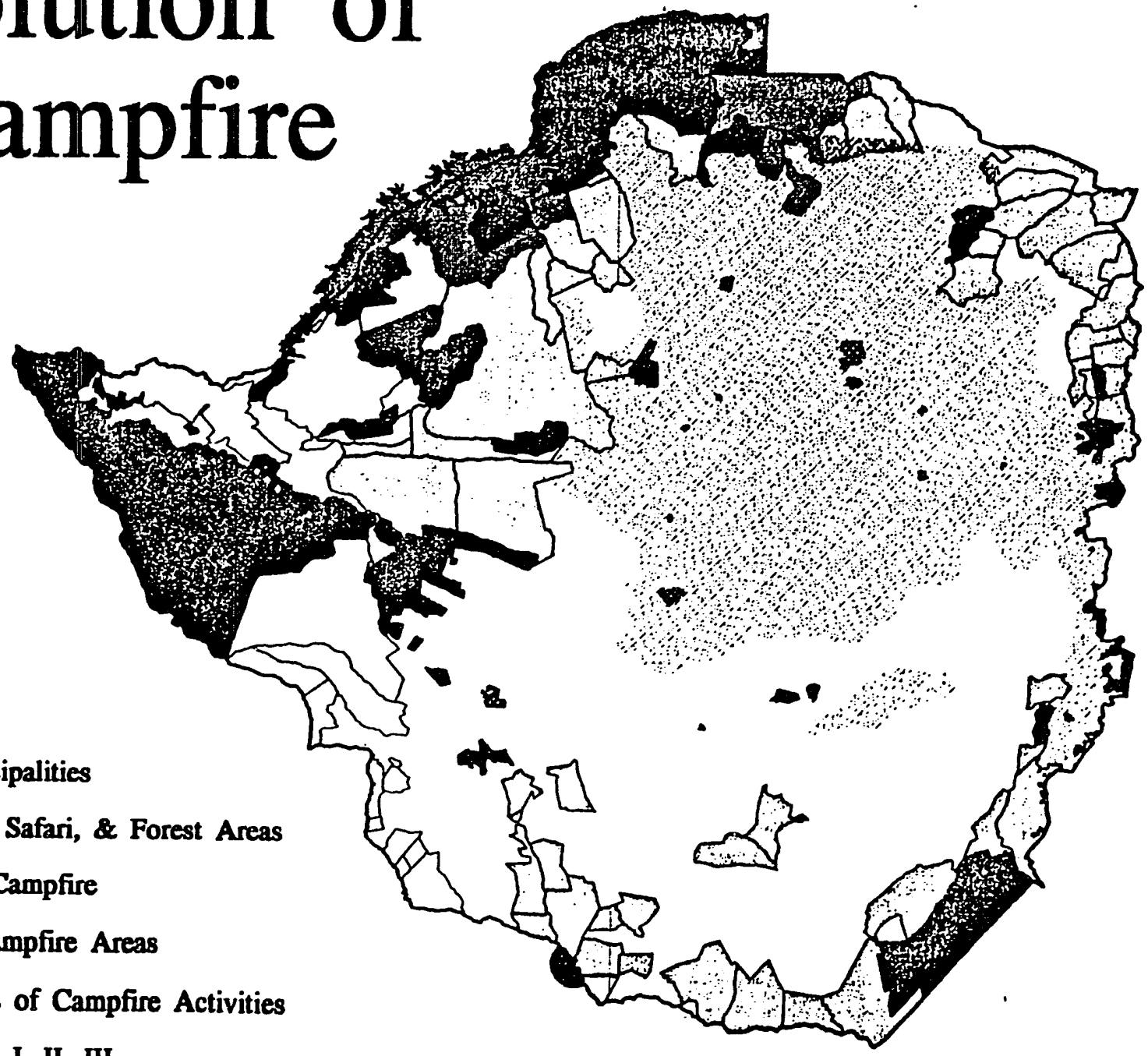
E. Relationship to Strategic Objective

The USAID Strategic Objective No. 1 is "increased household food security in communal areas of Natural Regions IV and V", the areas in which this Project is currently operating. The strategy focuses on the most at-risk households by addressing the three causes of food insecurity: inadequate production capacity; inadequate income; and inadequate markets to ensure access to food. Phase II is intended to respond to the problem of inadequate income by providing opportunities for generating additional earnings through community-based natural resources management activities. The analysis of the validity of this linkage posits the financial and technical feasibility of CAMPFIRE as an income generator, and notes furthermore that this intervention is important not only for its value in preserving the natural resource base, but as a democratization/governance tool, empowering local communities with financial resources and giving marginalized communities who reside within the CAMPFIRE districts an opportunity for greater self-determination. Nevertheless, as Phase II begins to achieve its objectives, conditions in Zimbabwe change, and USAID's assistance role and vision evolve, a reordering of strategic objectives and their supporting projects may be in order. Consequently, the Phase II budget includes funding for policy and analytical studies.

F. Relationship to Other Donors

CAMPFIRE (and indeed, conservation, in general) have attracted the attention of a variety of national and international donor agencies. While USAID financial support has figured prominently in CAMPFIRE's development and expansion over the past five years, other donors have also contributed to this effort. CASS, ZIMTRUST and the CAMPFIRE Association have, for example, received financial support for CAMPFIRE programme activities from sources such

Evolution of Campfire



Lake Kariba

Cities & Municipalities

National Parks, Safari, & Forest Areas

Birthplaces of Campfire

Pilot Project Campfire Areas

Expanded Areas of Campfire Activities

Natural Regions I, II, III

Prepared By: USAID/Zimbabwe Monitoring Unit, September

as, the Ford Foundation, IDRC (Canada), GTZ, NORAD, EC and ODA, while WWF's activities have been funded primarily through its worldwide fund-raising network. At the same time, the Department of National Parks has received conservation grants and donations from an ever-increasing number of national and international sources.

Based upon current figures, USAID's funding under Phase II will treble the external financial resources currently available for CAMPFIRE implementation. It should be borne in mind, however, that Programme implementors, and the Programme, itself, have made substantial cash and "in kind" investments, which in many cases rival the magnitude of individual external contributions.

III. SUPPLEMENT CONTENT

A. Summary Description

Phase II will expand upon the work of the 1989 NRMP pilot activity, with improvements in implementation reflecting the experience of the past five years and the recognition that the Strategic Objective underlying the Project can be achieved, but the process will call for additional time and resources.

NRM Project activities will continue along three broad lines: 1) strengthening the institutional support system for, and the local management of, community-based wildlife and natural resources management and utilization; 2) research, outreach, networking, and communications covering biological, sociological, educational and policy matters; and, 3) project administration and management. Additional funding will total $20.5 million, available through August 1999.

In theory, the expanded national target area includes all of the 163,500 km^2 of communal lands in Zimbabwe. In practice, however, the expanded area of operations will focus on those estimated 30,000 km^2 (18%) of such lands which possess commercially exploitable wildlife populations. Generally, these areas are restricted to communal lands falling within Zimbabwe's Natural Regions IV & V, virtually encircling the country. Administratively, this corresponds for the most part to portions of the communal areas within the following districts: Beitbridge, Binga, Bulilima-Mangwe, Chipinge, Chiredzi, Gokwe, Guruve, Gwanda, Hwange, Hurungwe, Kariba, Lupane, Mudzi, Mzarabani, Nkai, Nyanga, Rushinga, Tsholotsho and UMP Zvataida. However, other communal districts may also participate to the extent that they are able to mount viable CAMPFIRE programs, for example in remnant forests in Zone 1 where endemism and biodiversity provide an opportunity for tourism that could be exploited through community-based activities.

B. Goals

The Phase II inherits two goals: a multi-country Regional Goal of regional cooperation in promoting natural resources activities which will contribute to the sustainable development of communities on lands that are marginally suitable for agriculture; and a country-level goal of increased incomes and enhanced capability to meet basic human needs through sustainable utilization and conservation of natural resources, particularly wildlife. The Project's regional-

level goal remains unchanged, with Phase II activities continuing efforts in intra-regional research and communication. In this second phase, however, the country-level Goal is to "use natural resources management to develop economically sustainable communities on lands marginally suitable for agriculture", a re-phrasing which moves from the pilot stage of process development to the actual establishment of sustainable economic units and distribution of benefits.

C. Purpose

Phase II also inherits a Regional Purpose (i.e., to explore various methods of community management of wildlife), which continues to figure in this phase's "adaptive management" style; and two Country-level Purposes: 1) to develop community-based programs to increase incomes while sustaining natural resources; and, 2) to improve local capabilities to protect the resource base. The country-level purpose need not be changed since Phase II of the Project continues to address the same problems (increasing incomes and protecting natural resources) on a national scale and will continue to implement community-based programs such as those developed in the pilot Phase I.

D. End of Project Status

Achievement of the project purpose will be measured by :

- Natural Resource Management programs underway in 23 districts;
- Revenue distributions made to all participating communities;
- Stable wildlife populations in targeted areas;
- Flexible and analytic responses to changing situations are formulated by CAMPFIRE Program Implementors.

E. Outputs

Phase II of the NRM Project will build on the successes and lessons learned during Phase I implementation. The expected results of Phase II interventions can be clustered in six primary outputs. Specific indicators of success for each output are set forth in the Project Logical Framework, Annex A.

1. **Community-level resource management capacity institutionalized:**

2. **Strengthened CAMPFIRE Association capable of supporting its members in community-based natural resources management programs:**

3. **Knowledge of NRM increased, especially socio-economic variables affecting sustainability of community programs:**

4. **Education and outreach expanded:**

5. **Policy analysis complete:**

6. **Networking and communication systems in place:**

F. **Project Components**

These outputs will be achieved through four project components:

I) Community-Based Resource Management and Utilization;
II) Planning and Applied Research;
III) Wildlife and Natural Resources Conservation; and
IV) Regional Communications and Information Exchange.

Components I and III, Community Based Natural Resource Management and Utilization, and Regional Communications and Information Exchange are the primary means of impacting communal area residents, while Components II and IV, provide critical support to measure, monitor and sustain the successes of the program.

Project Implementation Strategy for Phase II

The first phase of the NRM project has been implemented through direct relationships between USAID and the various implementing agencies. Mechanisms such as direct reimbursement of funds to the DNPWLM as well as Specific Support Grants to CASS and ZIMTRUST have been used in an overall effective manner during the pilot phase. However, as USAID's support extends to a larger number of implementing agencies which are operating in an expanded geographic area, the principal means for providing Phase II support to non-governmental organizations will be through an institutional contract. This approach will not only facilitate project administration and reporting, but will create the necessary environment for flexible and responsive management.

I. **Community-based Resource Management and Utilization** activities include:

a) **Institutional development of the CAMPFIRE Association, Rural District Councils and other natural resources management organizations at the sub-District level;**

Two key project outputs are: community level resource management capacity institutionalized and a strengthened CAMPFIRE Association capable of supporting its members in community programs. The need for additional institutional development and skills has been identified as one of the continuing constraints to effective project implementation by the implementors and the communities themselves. ZIMTRUST, as a prime implementing agency under Phase I of the project was actively involved in developing and disseminating the CAMPFIRE concept at all levels through institutional, capital, administrative, and financial support functions. As part of

this mandate, ZIMTRUST was instrumental in creating, staffing and financing the CAMPFIRE Association

The Institutional Development Unit (IDU) of ZIMTRUST played a leadership role in the institutional strengthening process under the pilot Phase I of the project. ZIMTRUST, along with other CCG members has developed training material, trained trainers, and carried out substantial follow up work. As the project expands into more districts and wards it is anticipated that ZIMTRUST will relinquish its pivotal role to the CAMPFIRE Association, which has been designated by the CAMPFIRE Collaborative Group as the lead implementing agency.

In order to enable the CAMPFIRE Association to fulfill its mandate the project will provide direct technical support, and will support the continuation of the association of CA and ZIMTRUST. In addition, it is anticipated that the Institutional Contractor will work on a side-by-side basis with CAMPFIRE Association counterparts in order to build the CA's capacity to contract, deliver, and monitor technical, financial and administrative support to its constituents (i.e. the RDCs, VIDCOs, WADCOs, etc.) by the end of the project.

Other members of the CCG will continue to deliver services directly to district and community level organizations in the form of training, publications, and specialized technical assistance which directly supports their institutional growth. These inputs are anticipated to be in addition to the technical advisory services, assessment and on-the-ground operations support which CCG members will provide in support of other activities.

b) Community development activities arising from natural resources management revenues

During the development of Phase II of the NRM Project, USAID and the implementing partners have received numerous proposals for funding. It is anticipated that these needs could be met in part from a combination of funds from the CAMPFIRE Development Fund and in part from community resources generated as a result of increased natural resources revenue.

During the first stage of project implementation, the CCG with assistance from the Institutional Contractor will establish criteria for the CAMPFIRE Development Fund. It is anticipated that approximately 50% of CDF funds will be allocated to Institutional Development activities, while the remaining 50% of funds would be allocated to Natural Resources Management activities. Potential Natural Resources Management activities are described in Component III. Illustrative Community Development activities are outlined below.

Several of the CAMPFIRE areas have developed proposals to access the Natural Resources Management and Institutional Strengthening Funds in order to develop activities that will be income-generating and have a positive revenue flow to the community. In the box below, proposals from the Rwenya district is summarized as an example of the types of activities which could be supported through PHASE II.

Institutional Support Fund Proposal

Rwenya Game Management Area: The Nyanga Rural District Council has proposed the establishment of a Game Management Area which would generate revenues through royalties from Hunting Safaris, tourist facilities and fishing permits. The Council's plan would initially establish 10 tourist chalets, with long term plans for a hotel. It is anticipated that a number of tourists would also use the fishing facilities, thereby generating additional income. Hunting quotas would be advertised and negotiated as an additional source of revenues.

The proposal includes projections for expenditures and revenues as well as a market analysis to determine feasibility and detailed cost estimates. Capital inputs include game fencing, chalets, training facilities (Community Hall) and equipment for game guards. Labor costs for camp attendants, game guards, and project management staff are also included.

Strengths and Weaknesses identified by the community in the proposal include:

Strengths
- Suitable Landscape for activity
- Wide variety of species, possibility of attracting elephants from Mozambique
- Good GOZ support should lead to readily available technical data and assistance
- Significant tourist activity exists in area
- Little potential for land use dispute

Weaknesses
- Individuals involved in mining may resort to poaching
- Possibility of slow broad-based community involvement
- Need to intensify training to avoid grumbling about "animals above people"

Communities will require not only direct financial support to implement these community development activities but technical direction and assistance as well, as can be seen from the example above. Training in game management must be supplemented by appropriate training and assistance in financial management, construction oversight, community consensus building, as well as facility and project management. Implementing partners of the CCG will provide these on an as-need basis and in their specific areas of expertise.

c) training and education regarding natural resources management, utilization and conservation.

The widespread introduction of wildlife management and utilization schemes envisaged in this project will require the participants to have increased environmental awareness, specialized knowledge and skills, and new perspectives on land use and ownership of resources. This success of this project ultimately depends on the degree to which it is understood and embraced by the various groups and the interests they represent of the CAMPFIRE participating communities. Therefore, it is important that support be given to a wide range of environmental education and training activities. There is a need to strengthen the capacity of CCG members to meet these demands.

ZIMTRUST and its affiliated organizations, ART and ACTION will provide training to local institutions in the necessary skills for planning and implementing project activities. In addition, environmental education programs will be established at several levels.

ACTION has proposed a program which would involve activities ranging from production and distribution of ACTION magazines to schools in CAMPFIRE areas, to development of a "Wildlife in Development" curricula at secondary and tertiary levels; to research into the traditional beliefs of pupils, parents, and teachers in CAMPFIRE areas regarding the environment in order to develop appropriate educational materials for teacher training and school. In addition, ACTION has proposed a broad based program of research and training in incorporating Environmental Education within the primary and secondary curricula for schools in CAMPFIRE districts, organizing CAMPFIRE school-community courses, and integrating Environmental Education issues into colleges providing teachers to CAMPFIRE project areas.

Results

These activities will be implemented by members of the CAMPFIRE Collaborative Group (CCG), and will result in the following:

a) enhanced community-based resource utilization as evidenced by better trained resource managers;

b) improved infrastructure;

c) improved resource management;

d) institution building;

e) establishment of viable natural resources management schemes and community development; and

f) established or strengthened existing local NGOs, district or community-level institutions capable of planning and administering their own sustainable natural resources management programs.

II. Planning and Applied Research activities include:

a) baseline and longitudinal social, economic, environmental and ecological studies

Applied research will be undertaken in areas where implementation constraints have been identified to date, and to establish the basis for expanding CAMPFIRE activities into new areas. Baseline socio-economic studies and surveys yielding data for project planning, implementation and evaluation will be carried out primarily by senior academic staff of CASS, assisted by student researchers. Visits by staff to areas with CAMPFIRE program and to new areas of program operations will be a first stage activity in Phase II of the Project.

b) provision of advisory services and technical assessments of proposed wildlife management and community development interventions;

In addition, to continuation of activities related to Planning and Applied Research as implemented in Phase I of the NRM Project, it is anticipated that CASS will expand its role during Phase II to provide technical services to CAMPFIRE communities in the development of natural resource management and community development activities. It is anticipated that results of research will be provided directly to communities through advisory services in addition to the more general dissemination of findings. Given the breadth of skills and relevant specialties within CASS it is unlikely that it will be able to respond the majority of concerns from participating communities. Permanent staff of CASS will be supplemented by short term and limited appointment staff who will increase the capacity of the organization to meet project needs.

Technical advisory services and assessments will be provided by other CCG members as well, including ZIMTRUST, CA, and WWF. In addition, there will be funds available for short term technical assistance through the Institutional Contractor and through the various sub-grants to provide specialist services which CCG members may not be able to provide.

These inputs are anticipated to contribute to community level institution building, as well as an overall increase in knowledge (and resulting change in behavior) of NRM and related activities. In addition, the types of advisory and technical services provided through the project will contribute to the development of appropriate policies and an advancement of the enabling environment in which CAMPFIRE operates.

c) Professional training in Natural Resources Management

In conjunction with the research, technical advisory and assessment activities outlined above, the project will support professional training in Natural Resources Management. To be implemented under the auspices of CASS and WWF, this type of training will not only augment resources available for project implementation, but will ensure that local research and monitoring capabilities are sustained at a high level of competence. Those individuals receiving professional training will contribute to project objectives of institution building as well as the increase of NRM knowledge and awareness in socio-economic variables.

d) Dissemination of research through seminars, workshops and publications

Activities in information dissemination will include publications pertaining to the specific project target areas, as well as to the more general topic of community-based resource utilization and natural resource management. These activities will also be linked to anticipated activities under Component IV - Regional Communications and Information Exchange, as CASS and WWF researchers and others will participate in regional and international fora related to Natural Resources Management fora.

Results

Component II activities will be implemented by members of the CAMPFIRE Collaborative Group, and will result in the following:

a) adequate planning and research support characterized by data collection and analysis relevant to project implementation;

b) monitoring and evaluation of project interventions;

c) identification, at the planning stage, of environmentally, economically, socially and culturally sensitive factors and their effects on resource use;

d) high level professional-level training; and

e) publications, seminars and workshops discussing the dynamics of community-based resource management, as well as the outcomes of baseline surveys and in-depth longitudinal studies.

III. Wildlife and Natural Resources Conservation activities include:

a) ecological monitoring of wildlife populations and habitat;

Because Natural Resources Management is an active process, especially with regard to wildlife management, it requires sound monitoring and evaluative mechanisms to assess impact quickly and to track changes in animal populations and the resulting effect on local environments. This involves the close integration of research, monitoring, and management activities, including protection, to achieve clearly defined objectives.

Under Phase I of the project the Department of National Parks and Wildlife Management was charged with developing and monitoring a census of elephant populations, and to conduct applied research on the elephant carrying capacities in the pilot areas, as well as to manage the elephant population and protect it from illegal hunting. DNPWLM has implemented these responsibilities to the best of its abilities notwithstanding chronic staff and resource shortages. While the emphasis on elephants has diminished in the development of Phase II, there is a continuing need for wildlife and habitat monitoring in CAMPFIRE areas. The DNPWLM and the World Wide Fund for Nature (WWF) will undertake this activity during Phase II. The project will support the DNPWLM capacity through funding for two senior monitoring positions, as well as logistical and required commodity support.

Illustrative activities which have been proposed include:

- Aerial census of CAMPFIRE areas;
- Monitoring of changes in land use, deforestation cultivation, erosion, etc. via remote sensing;
- Land use and biodiversity research focusing on inter-disciplinary methodologies;

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- Small scale projects to develop and test ways of reducing conflict between farmers and wildlife management such as game water supplies.

b) Wildlife Population and Habitat Management and Protection;

Rural District Councils which have received Appropriate Authority are responsible parties for wildlife management in their areas. In order to most effectively use and carry out their authorities Rural District Councils, WADCOs, and VIDCOs may require additional technical and financial assistance. Phase II of the project will assist through providing assistance directly to RDCs, WADCOs, and VIDCOs through the CAMPFIRE Development Fund as well as through support to implementing partners who provide technical services in the analysis, design and implementation of wildlife management activities.

The type of wildlife management activities which communities may undertake, depending on the wildlife resources available, are clearly illustrated in the box below.

Hurungwe District Council
CAMPFIRE Report for 1992

Wildlife Management

- **Safari Hunting:** With one operator a total of Z$647,766 was generated, utilizing most of the quota set by DNPWLM in a successful season. A new contract for the following season was negotiated, allowing for a rise in prices in the Z$ continues to devalue against the US$. This contract represents Year I in a five year agreement which will foster long term relationships between the community and the safari operator.

- **Translocation of Animals:** A Joint Venture Agreement was signed with a local commercial farmer for the translocation of roan antelope, a rare species, to his game farm where the animals will have a better chance of survival. The farmer will pay all costs; ownership of the animals will be remain with the Council, and the offspring will be split on a 50:50 basis.

- **Game Scouts:** Four game scouts have been employed at the District level to move with safari hunters and ensure records are correctly kept, to liaise with local communities helping to educate them on workings of CAMPFIRE,to conduct wildlife surveys and anti-poaching patrols, and possibly to assist with Problem Animal Control.

- **Veterinary Fencing:** A new buffalo proof fence is being constructed across the northern boundary of Nyadoza with Charara Safari Area along the existing game fence line, which should prevent the movement of buffalo into the communal land, and possibly restrict the movement of other species.

c) the development of wildlife management policies under a sustainable use paradigm.

Management of wildlife is an area of political importance as animals represent a significant portion of Zimbabwe's national legacy and contribute to tourism potential. The GOZ counterparts for the project - the DNPWLM and the MLGRUD can play a vital role in proposing and championing effective natural resources use policies through administrative and

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political channels. In addition, the various training and institution building programs, discussed elsewhere will contribute to policy change as CAMPFIRE communities become more effective advocates and lobby for change.

One of the CAMPFIRE Collaborative Group members, Africa Resources Trust is anticipated to implement a program which will increase awareness of CAMPFIRE, especially among policy and decision makers. The program may include such elements as publications providing a technical review of CAMPFIRE as well as supplemental documents addressing specific aspects and issues.

In addition, as deemed necessary, the CAMPFIRE Association or other members may hold seminars and workshops to engage policy makers in debate and discussion on issues of policy related to NRM, such as Delegation of Appropriate Authority, tax incentives for increasing NRM participation, integration of Rural and District Councils, etc.

Results

Component III activities will be implemented primarily by the Department of National Parks and Wildlife Management. WWF will, however, provide assistance, as required, in monitoring wildlife populations and habitat. These activities will result in:

a) successful conservation of the resource base as evidenced by improved wildlife management;

b) regular habitat and vegetation monitoring, and the improvement of survey and monitoring techniques;

c) restocking of depleted wildlife areas;

d) negligible wildlife mortality rates attributable to poaching; and

e) protection of endangered and threatened species.

IV. Regional communications and information exchange activities include:

a) production and dissemination of public information documents;

CAMPFIRE is considered to be one of the most successful Natural Resource Management programs in sub-Saharan Africa in that it is able to combine community and conservation development. It is therefore important to be able to effectively disseminate information on activities, events, problems and successes to relevant audiences within Zimbabwe, and in the broader Southern Africa and International context. As such Phase II will support the production and dissemination of public information documents. It is anticipated that this activity will be carried out at many levels. Through the Institutional Contractor and through the relevant

subgrants, the project will provide financing for technical inputs, oversight, and production of key documentation.

b) organization of, or attendance/participation at, national and international workshops and conferences on subject such as community-based approaches to natural resources management, sustainable use of natural resources, etc.

Experience under Phase I of the Project has underscored the positive impact of broad-based participation at both national and international fora to share and learn from experiences of other countries and groups involved in Natural Resources Management. This is clearly a two way street. Input from Zimbabwe has promoted more sustainable resource management programs in southern Africa as well as other countries in central and east Africa. The Regional aspect and partially regional funding for Phase II of activities will ensure that there is continued support and coordination with other SADC members with innovative programs in NRM. Issues of regional significance including mobile animal populations, continuing water shortages, etc. are illustrative of the types of topics and issues that will be explored. Project support will be available through sponsored travel to attend and present at such meetings, conferences and workshops.

c) organization of reciprocal visits between and among CAMPFIRE associates.

While regional and international communications and dissemination of project results are important, another element which is critical to sustainability of the CAMPFIRE program is the dissemination and on-site visitation of project activities by other participating communities and CAMPFIRE associates. It has been stated that CAMPFIRE is a complex program with many operating entities and mandates. However, the primary objective of CAMPFIRE is community management of natural resources on a sustainable basis. To achieve this end, it is important that partners and implementors at the community level are able to view and question natural resource strategies and programs implemented in other CAMPFIRE districts. Through funds of the CAMPFIRE Development Fund and through the Institutional Contractor it is anticipated that the project will support this type of activity.

Results

These activities will be implemented primarily through the CAMPFIRE Association's public information unit and the Africa Resources Trust, and will result in:

a) the development and distribution of CAMPFIRE promotional literature, documents, pamphlets, etc.;

b) broader awareness of, and participation in the development of, national and international natural resources policies;

c) strengthening of the CAMPFIRE Association's ability to effectively lobby the Government of Zimbabwe on wildlife management issues and conservation policy; and

d) didactic program development deriving from a "lessons learned" approach in a variety of implementation contexts.

G. Inputs

For each activity or entity, inputs are listed by generic line item, followed by a description of the actual inputs.

1. Management Contract

   a. CAMPFIRE Development Fund: Community Program Management Grants ($3,000,000) and Community Natural Resources Management Grants ($3,000,000). Total: $6,000.000.

   b. CAMPFIRE Support: Manager, financial officer, contract/procurement officer; vehicle operating costs; short-term technical assistance; and office expenses. Long-Term Technical assistance: $1,000,000; Short-Term Technical Assistance: $450,000; Commodities: $250,000; Operations/overhead: $950,000 and Training: $25,000. Total $2,675.000.

   Input summary: Assistance in grant administration; development of institutional plans and technical proposals; technical support to CAMPFIRE Association in developing membership services, developing communications network for CCG and RDCs, and accessing technical assistance on wildlife management as required under IEE.

2. GOZ Support Grants

   a. DNPWLM: Technical assistance: $500,000; Commodities: $400,000; Operations/overhead: $500,000; and Training: $100,000. TOTAL: $1,500,000.

   Input summary: Technical assistance, internships, interpretation/extension, research, training, field staff, restocking costs and library.

   b. MLGRUD: Technical assistance: $100,000; Commodities: $40,000; Operations/overhead: $20,000; and Training: $40,000. TOTAL: $200,000.

   Input summary: Vehicle, operational expenses, computers and consultancies.

3. CCG Support Grants

   a. CAMPFIRE Association: Technical assistance: $625,000; Commodities: $435,000; Operations/overhead: $340,000; and Training: $350,000. TOTAL: $1,750,000.

Inputs summary: Personnel to support new districts, contractor counterpart staff, workshops to define constitution, ecotourism development, large-scale tourism, marketing and resource officer, Secretariat to Sub-Committee, public relations and liaison, regional coordination, training, travel and consultancies.

b. ZIMTRUST: Technical assistance: $525,000; Commodities: $350,000; Operations/overhead: $750,000 and Training: $340,000. TOTAL: $1,965,000.

Input summary: Institutional Development Unit (IDU) support for RDCs, workshop, equipment, vehicles, camping equipment, computers, project service centers, home office and service center staff, and financial administration costs for ACTION and ART.

c. ART: Technical assistance: $500,000; Commodities: $150,000; Operations/overhead: $300,000 and Training: $250,000. TOTAL: $1,200,000.

Input summary: Vehicles, radio/communications systems, computers, photocopiers, building, research grants and training; workshops; staff; operating costs.

d. Action Magazine: Technical assistance: $200,000; Commodities: $180,000; Operations/overhead: $80,000; and Training: $600,000. TOTAL: $1,060,000.

Input summary: Staff training, relocation of offices to CAMPFIRE/ART complex, equipment, and production and distribution costs.

e. WWF: Technical assistance: $500,000; Commodities: $120,000; Operations/overhead: $500,000; and Training: $450,000. TOTAL: $1,570

Input summary: 4 professional staff, ecological monitoring, aerial surveys, economic monitoring, resource surveys, land use/biodiversity research, wildlife management training, small scale pilot projects, commodities and support staff costs.

f. CASS: Technical assistance: $500,000; Commodities: $200,000; Operations/overhead: $250,000 and Training: $100,000 TOTAL: $1,050,000.

Input summary: policy research and information; research fellowships; administration; logistics; publications; equipment; conference and workshop travel; and research grants

g. USAID: Technical assistance: $1,100,000; Commodities, $50,000, Operations: $100,000; and Audit/evaluation: $280,000 TOTAL: $1,530,000.

Input summary: policy studies, monitoring/evaluation and audit costs, PSC costs, and other expenses.

IV. FINANCIAL ASPECTS

A. Funding

1. USAID Funding: Two Obligation Sources, One Project

The Natural Resources Management Project (Zimbabwe) is one component of a Southern African Regional Program (SARP) "umbrella" project (690-0251) which was authorized on August 20, 1989 at $19,530.000. Of that amount, $3,220,500 was obligated on August 31, 1989, and another $4,379,500 on January 11, 1990, for the Zimbabwe component of the project (690-0251.13), bringing the total to $7,600,000.

Under the amended project, two funding sources will be accessed: SARP again, for $4,500,000; and the mission's bilateral budget for $16,000,000 (Project No. 613-0241), for total new authorization of $20,500,000. This will bring the authorized LOP funding to $28,100,000.

In FY94, USAID/Zimbabwe will obligate the entire $4,500,000 SARP new authorization and $1,100,000 of the bilateral authorization. These two obligations will total $5,600,000, and will bring the Zimbabwe Project's obligated total up to $13,200,000. The unobligated (bilateral) balance (i.e., $14,900,000) of the authorized LOP funding will be obligated incrementally over FY95, FY96 and FY97. The project assistance completion date for the Natural Resources Management Project will be August 18, 1999.

The $20.5 million proposed cost of this Supplement was derived through a process including the presentation of preliminary cost proposals by all intended implementing partners during the March, 1994 workshop; a second round of refined presentations, drawn up over the past few months, totalling over $28 million; examination of past disbursement flows at Pilot operating level, and at the higher level the Project's expanded range and number of players suggests; and an in-house consensus as to what it would take to meet the effective demand and absorptive capacity of CAMPFIRE over the next five years. Proposals received from implementing agencies and RDCs constitute unattached Annex K, which is available in the Project files.

2. Host Country Contribution

An authorized LOP of $28,100,000 calls for a 25% host country contribution of $9,400,000. In 1989 the GOZ made a counterpart commitment equivalent to approximately US$4.9 million. That commitment has been met. The balance required for the period 1995-99 will be the equivalent of US$4.5 million. The primary source for this Host Country Contribution will be the funds that communities receive as Appropriate Authorities from the sale of wildlife and safari operation royalties. As described above in Section II, the funds are reinvested in communities and contribute directly to the achievement of project purposes. This arrangement has been reviewed and accepted by the Regional Legal Advisor, whose comments are contained in Annex I.

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Counterpart Projection: Community Reinvestment
(US $000)

1995	1996	1997	1998	1999	TOTAL
1,000	1,200	1,400	1,600	1,800	7,000

1. Costs Estimates

NRMP Amendment Number Two
Costs and Uses of Funds
(US$ 000)

USE	Management Contract								DNPWLM	MLGRUD	USAID Operations	TOTALS
			CCG Grants									
	Contract	Community Funds	CA	Z.Trust	ART	Action	WWF	CASS				
Institutional Strengthening	0	3,000	0	0	0	0	0	0	0	0	0	3,000
Natural Resource Management	0	3,000	0		0	0	0	0	0	0	0	3,000
Long term tech. assistance	1,000	0	0	0	0	0	0	0	0	0	500	1,500
Short term tech. assistance	450	0	625	525	500	200	500	500	500	100	600	4,500
Training	25	0	350	340	250	600	450	200	100	40	0	2,355
Commodities	250	0	435	350	150	180	120	250	400	40	50	2,225
Operations Overhead	950	0	340	750	300	80	500	100	500	20	100	3,640
Audit	0	0	0	0	0	0	0	0	0		80	80
Evaluation	0	0	0	0	0	0	0	0	0		200	200
Totals	2,675	6,000	1,750	1,965	1,200	1,060	1,570	1,050	1,500	200	1,530	20,500

2. Costs: Project As Amended (US$000)

ACTIVITY CATEGORY	Phase I	Phase II	TOTAL LOP
Wildlife Conservation (WWF, DNPWLM)	1,277	3,070	4,347
Community Development (ZIMTRUST, CAMPFIRE Association)	3,900	3,915	7,815
Community Funds	0	6,000	6,000
Regional Communication and Training (ART)	899	1,200	2,099
Planning and Applied Research (CASS, Action)	700	2,110	2,810
Administrative Contract	0	2,675	2,675
USAID Management	0	1,250	1,250
Audit	100	80	180
Evaluation	0	200	200
Contingency	344	0	344
Inflation	380	0	380
TOTALS	**7,600**	**20,500**	**28,100**

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3. Costs : Regional and Bilateral

A. Regional Project as Amended ($US)

	FY 89-94	FY94-99	LOP
Wildlife Conservation (WWF,DNPWLM)	1,481,500	1,500,000	2,981,500
Community Development (ZIMTRUST, CAMPFIRE Association, MLGRUD, CDF)	4,180,500	1,950,000	6,130,500
Regional Communication and Project Management (ART, USAID, IC)	899,295	0	899,295
Applied Research (CASS, ACTION)	699,000	1,050,000	1,749,000
Audit/Evaluation	100,000	0	100,000
Contingency	239,705	0	239,705
TOTAL	**7,600,000**	**4,500,000**	**12,100,000**

B. **Bilateral Project ($US)**

	FY 95-99
Wildlife Conservation (WWF, DNPWLM)	1,570,000
Community Development (ZIMTRUST, CAMPFIRE Association, MLGRUD, CDF)	7,965,000
Regional Communication and Project Management (ART, USAID, IC)	5,125,000
Applied Research (CASS, ACTION)	1,060,000
Audit/Evaluation	280,000
TOTAL	**16,000,000**

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4. Costs: By Project Elements

1. Summary SARP Expenditures ($US)

	FY 95	FY 96	FY 97	FY 98	FY99	TOTALS
Wildlife Conservation	300,000	450,000	450,000	150,000	150,000	1,500,000
Community Development	390,000	585,000	585,000	195,000	195,000	1,950,000
Regional Communication and project Management Applied Research	210,000	315,000	315,000	105,000	105,000	1,050,000
Audit /Evaluation						
Contingency						
TOTALS	**900,000**	**1,350,000**	**1,350,000**	**450,000**	**450,000**	**4,500,000**

2. Summary Bilateral Expenditures ($US)

	FY 95	FY 96	FY 97	FY 98	FY99	TOTALS
Wildlife Conservation	471,000	471,000	314,000	157,000	157,000	1,570,000
Community Development	2,389,500	2,389,500	1,593,000	796,500	796,000	7,965,000
Regional Communication and Project Management	1,537,500	1,537,500	1,025,000	512,500	512,500	5,125,000
Applied Research	318,000	318,000	212,000	106,000	106,000	1,060,000
Audit/Evaluation	40,000	90,000	40,000	110,000	280,000	
TOTALS	**4,716,000**	**4,756,000**	**3,234,000**	**1,612,000**	**1,682,000**	**16,000,000**

B. Recurrent Costs and Sustainability

Sustainability of the changes brought by the Project's investment in CAMPFIRE must be assessed on two levels, i.e. institutional and economic/ecological. In terms of the former, the Project intends to invest fairly similar amounts of money in support organizations (the CCG) and in implementing organizations (the CA and RDCs). Investments in the support organizations will facilitate the development of the CA and RDCs' capacities to carry out CAMPFIRE implementation responsibilities (e.g. planning, proposal writing, contracting, financial management, monitoring, evaluation, etc). The Project will support the CCG on a declining scale, and anticipates that over time its technical support functions will be assumed by the CAMPFIRE Association and its constituent members (currently the RDCs). The sustainability of the CCG beyond the LOP will depend upon RDC requirements for CCG technical inputs, as well as RDC's abilities to pay for such inputs. It should be borne in mind, however, that NGOs such as CASS, WWF and ZIMTRUST (including ART) command resources apart from USAID and the CAMPFIRE Program, and are not dependent upon the project for their continued existence.

The sustainability of CAMPFIRE at the community level will depend upon the continuing viability of wildlife management programs. Economic/ecological sustainability assumes continuing demand for wildlife (and that such demand is translatable into income), and that the animal populations being harvested remain stable. If both of these assumptions are correct, the economic analysis foresees revenues sufficient to sustain the CAMPFIRE Association (which currently receives 2% of each RDC's annual revenues), as well as provide a continuing income stream to the participating communities.

C. Programme Absorptive Capacity

The injection of substantial financial resources during Phase II is justifiable in terms of modifications which have been made to Phase I implementation responsibilities. Whereas, during Phase I, CCG members were given grants to implement CAMPFIRE activities within a limited number of Districts, during Phase II, a little more than one-third of Project funds will be at the disposal of RDCs, through the CAMPFIRE Development Fund. While the number of RDCs targeted under Phase II has expanded three-fold, the flow of funds to these RDCs is no longer constrained by the management/administrative capacities of CCG Grantees. Indeed, Phase II implementation plans recognize that CCG members, even with the benefits of institutional strengthening grants, may not be able to fully meet the needs of every RDC. Hence, RDCs will have the freedom to use CDF monies to recruit additional technical assistance.

D. Methods of Implementation and Financing

	Element	Method of Implementation	Method of Financing	Cost
1.	Management Contract	Direct Contract	Imprest fund: an advance with replenishments.	$17,270,000
2.	GOZ Support: DNPWLM	Direct Grant to Host Government	Direct Reimbursement	$1,500,000
3.	GOZ Support: MLGRUD	Direct Grant to Host Government	Direct Reimbursement	$ 200,000
4.	USAID	PSC - Long Term	Direct Payment	$ 500,000
		FSN - Long Term	Direct Payment	$ 100,000
	Operations	TA - Short Term	Direct Payment	$ 500,000
		Commodities	Direct Payment	$ 50,000
		Overhead	Direct Payment	$ 100,000
5.	Audits	IQC Work Orders	Direct Payment	$ 80,000
6.	Evaluations	IQC Work Orders	Direct payment	$ 200,000
	TOTAL			**$ 20,500,000**

V. IMPLEMENTATION AND OVERSIGHT

A. Management

USAID/Zimbabwe's General Development Office (GDO) will have primary responsibility for USAID project management. Mission responsibility for day-to-day management and implementation oversight will rest with the Project Administrator, a Project-financed Personal Services Contractor (PSC) serving in GDO for the duration of the Project, assisted by a FSN NRM Specialist. The PSC Project Administrator (PA) will be responsible to the Chief, GDO for administrative oversight and support in all aspects of project implementation.

To promote the maximum coordination and integration of project-assisted activities with greater CAMPFIRE program operations, the Project will rely on established CAMPFIRE program management and implementation structures, including the CA and the CCG. No project-specific steering committees or other special management structures will be established to guide project

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strengthening CAMPFIRE institutions and structures for maximum relevance and sustainability of program interventions and accomplishments. Accordingly, the Project will be managed through the current set of periodic regional workshops and meetings convened for normal CA and CCG program implementation, outreach and training, and monitoring oversight purposes. However, USAID will have the discretion to convene special supplemental meetings and workshops that may be required to promote successful project implementation, such as to review and/or familiarize participating implementation agents with USAID or other project-specific implementation mechanisms and procedures, to develop coordinated project implementation planning targets and schedules and/or assess progress in meeting these targets and schedules, and to discuss and address any particular implementation constraints, issues or problems which may arise during the course of project implementation. The overall framework of this management/implementation structure is presented below.

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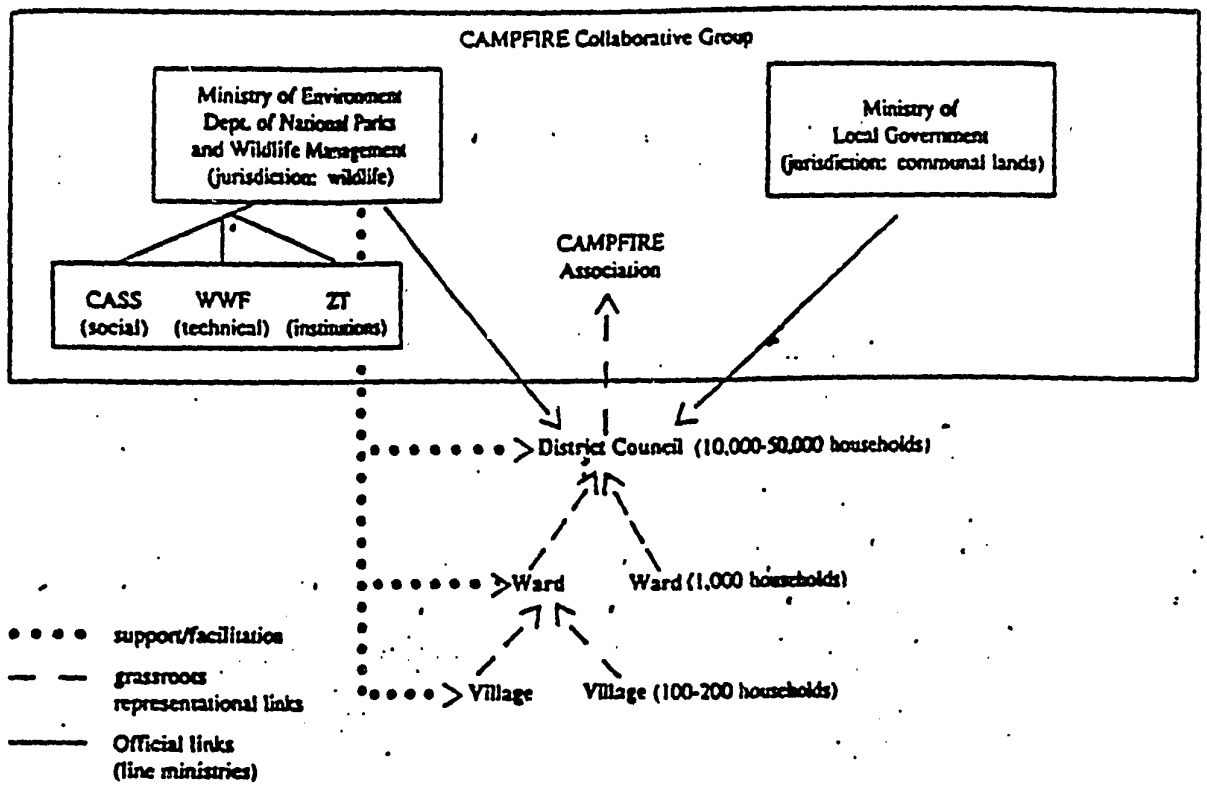
Figure

CAMPFIRE Program Institutional Support Structure

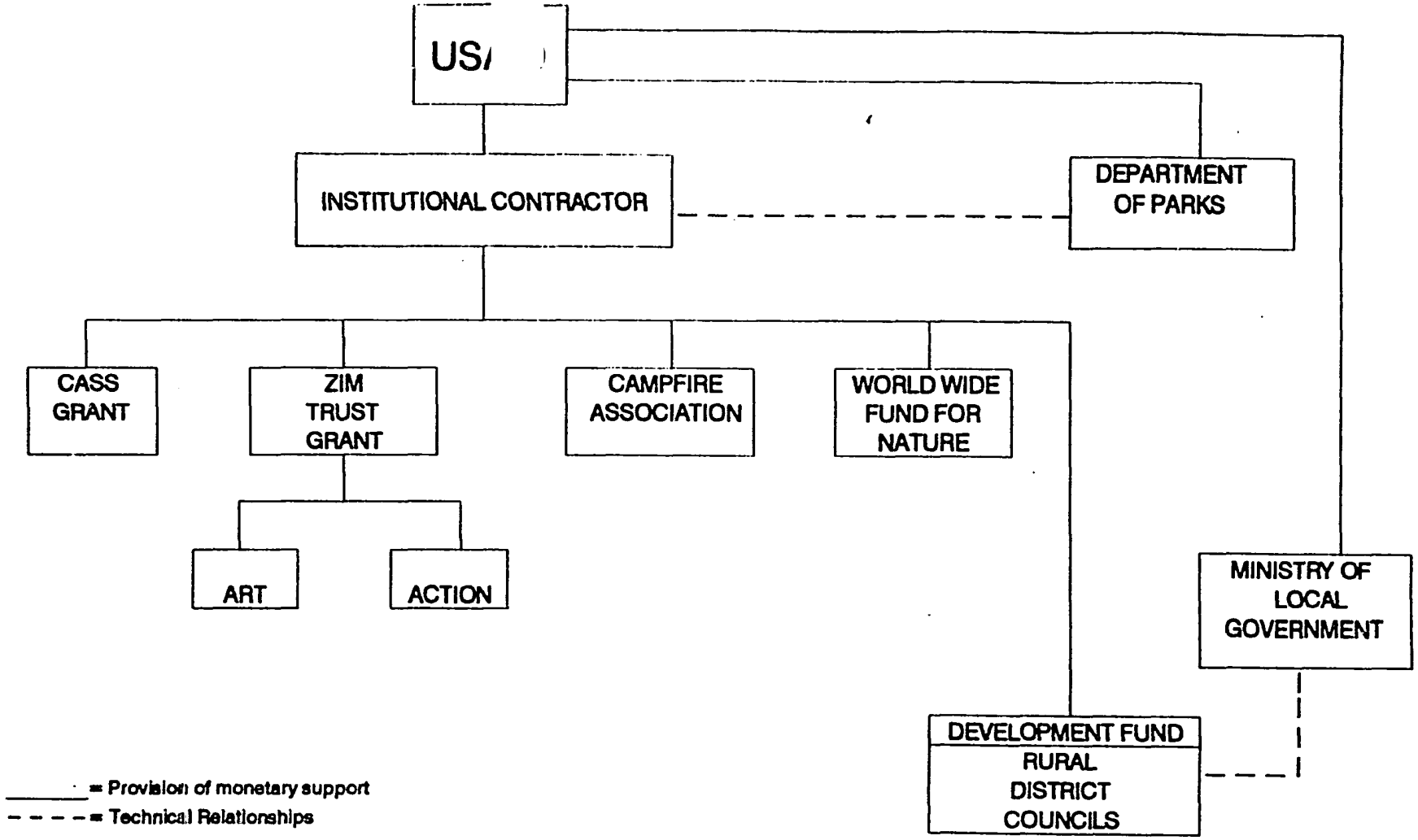


CAMPFIRE is administered by two government agencies. It is led by National Parks whose role is to ensure that the programme is sustainable by monitoring offtake and ensuring that benefits reach communities. There is strong support from the Ministry of Local Government, who sees CAMPFIRE as spearheading decentralized development.

Four NGOs have been coopted to implement the programme. The CAMPFIRE Association is a producer association formed by districts to lobby for their interests and to provide them with services. The other three are facilitating agencies. The Centre for Applied Social Studies (CASS) at the University of Zimbabwe, monitors the social aspects of CAMPFIRE, providing other technical agencies with advice. The Zimbabwe Trust (ZT) has specialized in institutional development, and helps communities to develop and train committees to run the programme. WWF is largely technical, and provides councils and communities with ecological and economic advice. They are currently developing techniques which communities can use for wildlife management to reduce their dependency on high-tech solutions.

It must be stressed, however, that the main implementors of CAMPFIRE are the councils and communities themselves.

(Adapted from Child , 1993)



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B. Implementation:

1. General Arrangements

In accordance with the "adaptive management" approach pursued in most CAMPFIRE Program areas, Phase II implementation will proceed according to a flexible plan of action wherein coordinated annual workplans will be jointly developed by all project partners. These workplans will include a description of the activities to be carried out that year by each project-financed agent, a specific set of implementation targets and objectives to be accomplished within the plan period, the resources that will be required to complete the agreed upon workplan and achieve the targets and objectives within the specified timeframe, and how these resources will be deployed throughout the plan period. These workplans will be jointly reviewed, reported upon, and updated on an annual basis. This general mechanism will afford flexibility to adjust project implementation in response to changing situations and circumstances, while still ensuring the continuing pursuit of long-term objectives. The first year's workplans will be completed within 60 days after the signing of the Project Grant Agreement Amendment. Workplans will include an assessment of lessons learned, identification of adjustments needed, and corrective actions to be taken. Subsequent workplans will be developed and approved one month prior to the termination of the previous period.

Existing Phase I Grants with CASS and ZIMTRUST (including Action Magazine) will remain in force until the Institutional Contractor is in place. During this interim period, the current Grantees will continue to implement Phase I activities, while preparing, through planning workshops, to assume their broader Phase II responsibilities. The interim activities of other Phase II implementors (e.g., CAMPFIRE Association, ART and WWF) will be supported to the extent possible through un-earmarked Phase I financial resources. ART and CAMPFIRE Association participation at the November 1994 CITES meetings, for example, can be funded through invitational travel authorizations issued under the current project's "Regional Communications" element.

2. Roles, Relationships and Responsibilities

The chart on the preceding page lays out the direct and technical and financial relationships that will exist among implementing agencies during the life of the project.

Phase II will be implemented through a variety of different organizations and mechanisms. Key implementing organizations include USAID/Zimbabwe and the members of the CAMPFIRE Collaborative Group (CCG)-i.e., the CAMPFIRE Association (CA), the GOZ's Department of National Parks and Wildlife Management (DNPWLM) and the Ministry of Local Government, Rural and Urban Development (MLGRUD), Zimbabwe Trust (ZIMTRUST), University of Zimbabwe's Center for Applied Social Sciences (CASS), and World Wide Fund for Nature (WWF/Zimbabwe), Africa Resources Trust (ART), Action Magazine (Action) and, the Rural District Councils (RDCs) and their communal constituents (Wards and Villages) throughout Zimbabwe. These agents will be assisted by project-financed PSCs and Institutional Contractor personnel.

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The respective roles and responsibilities, and mechanisms for enlisting the services of these various implementation partners, are described in the following sections. The structure and functions of the implementing agencies have emerged from CCG planning/coordination meetings and workshops conducted over the last several years.

The following section provides general descriptions of responsibilities and the relevant organization's role and mandate. Specific responsibilities will be established in the Statement of Work for the Institutional Contractor and in Grant Implementation Letters for each organization receiving funds either directly from USAID or through the Institutional Contractor.

a. **USAID**

Primary USAID responsibility for Phase II Project management will rest with the USAID PA. In this capacity, the PA will be responsible for day-to-day management and implementation oversight of all project-sponsored activities and ensuring the coordination and integration of USAID project activities within CAMPFIRE program activities and objectives. In this role, the PA will also serve as the principal Mission point of contact for the GOZ and NGO project implementation agents listed above, as well as with other interested organizations and entities. The FSN NRM Specialist will concentrate on the implementation and monitoring of community-level activities.

The PA will prepare all project implementation documentation and work with participating GOZ agencies (e.g., DNPWLM and MLGRUD) to arrange monitoring oversight for agreed upon project-financed assistance to those agencies. The PA will also provide managerial oversight for the Institutional Contract, and in that capacity review on a periodic basis the operation of the CAMPFIRE Development Fund. The PA will be responsible for managing all project-financed strategic studies, audits and evaluations, as well as preparing routine Project correspondence, implementation reports, and other required briefing documents.

Finally, the PA will have primary USAID responsibility for day-to-day monitoring of implementation, and for keeping Mission staff aware of the Project's general implementation status, and problems, issues or other constraints.

The PA will be supported in these management and oversight tasks by the FSN Specialist and an internal USAID Project Management Committee, comprised of the Chief, GDO and appointed representatives of the Mission's Program, Project Development, Controller and Engineering Offices, with the assistance of AID regional and AID/W, legal, commodity procurement, and technical support staff as required.

b. **CAMPFIRE Association (CA)**

Established in 1991, the CA is constituted by representative members, elected by the rural communities through their RDCs, and tasked to represent, promote and serve collective member interests. The CA is currently staffed with an Executive Officer, supported by two Information and Communications Officers, and secretarial staff, and has focused its efforts to date on lobbying for increased support for program policies and precepts.

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As the designated lead CCG agency for the coordination of CAMPFIRE activities nationwide, the CA will be responsible for the following Phase II tasks:

i. providing or accessing advisory services to member RDCs and participating community interests;
ii. lobbying on behalf of program and member interests, both nationally and internationally;
iii. disseminating program information among member communities and to concerned national and international interests;
iv. providing or accessing formal and informal training for its members;
v. coordinating the activities of CCG members, among RDCs with wildlife and/or Appropriate Authority, and between these two groups;
vi. assisting member communities in developing markets and marketing strategies for program-generated products; and,
vii. securing funds for program-related infrastructural and other small-scale project development activities.

c. Rural District Councils (RDCs) and Community Constituents

Of the total 57 RDCs throughout Zimbabwe, 24 have received Appropriate Authority for wildlife management (with an additional 6 applications pending). However, only 13 of these Districts have commercially exploitable wildlife populations, and, for a variety of reasons, it is probable that these same 13 Districts will continue to be the focus of future program activities. The Project's 600,000 primary community participants reside within some 112 Wards, comprising some 103,000 households. As the elected local representatives of these communal participants with vested Appropriate Authority for wildlife management, the RDCs will be responsible for:

i. administering the district CAMPFIRE/wildlife program, including program management and coordination, policy formulation, marketing, monitoring and reporting;
ii. developing the capacity of constituent producer communities to manage their wildlife and natural resources; and,
iii. investing in the resource base by, for example, implementing land use management plans and associated infrastructure development activities.

While some RDCs have gained experience and capabilities in certain of these areas during Phase I, these institutions and their constituents will continue to be a primary focus of Phase II assistance and support.

d. Department of National Parks and Wildlife (DNPWLM)

The DNPWLM, as the statutory authority for wildlife management in Zimbabwe, has ultimate responsibility for the CAMPFIRE Program. However, DNPWLM policy recognizes that landowners or land holders are better placed to manage wildlife on their land than the Department, provided certain conditions are met. It has, therefore, granted Appropriate Authority status to certain RDCs as long as they fulfill their stated intent to adhere to the principles embodied within the CAMPFIRE concept. Despite having devolved this authority to

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private and communal land managers, DNPWLM remains responsible for all wildlife-related policy and legislation, and for liaison with and coordination among concerned GOZ agencies regarding the Program. In addition, it will also fulfill the following Phase II functions through its CAMPFIRE Unit:

i. providing guidance to the CCG on all wildlife matters, as well as providing technical and training assistance to RDCs and local communities;
ii. monitoring program implementation and financial flows to ensure continuing biological integrity and financial sustainability;
iii. assisting RDCs in setting wildlife offtake quotas, and in enforcement;
iv. undertaking program-related ecological and economic research and monitoring, and disseminating the results of this work at the sub-district, district and national levels and in various international fora;
v. providing international representation of program interests, and support for the development of markets for program-generated products;
vi. providing strategic management inputs for program operations, such as ecological, economic and institutional data and operating guidelines; and
vii. coordinating Departmental park planning and management activities with participating neighboring communities.

Although National Parks role within CAMPFIRE has been scaled down since 1989, when the CA has emerged as the program's lead organization, DNPWLM continues to provide essential technical inputs to the program on a nationwide basis.

e. **Ministry of Local Government, Rural and Urban Development (MLGRUD)**

MLGRUD, which is responsible for local government throughout Zimbabwe, provides the bulk of the skilled manpower for District-level program administration. It is also responsible for the legislation that underlies RDCs, WADCOs, and VIDCOs -- the fundamental institutional "building blocks" of CAMPFIRE. In general, MLGRUD advises and assists on CAMPFIRE policies and practices at the District level. Specific contributions to Phase II will include:

i. addressing relevant local policy issues-e.g., the Regional/Town and Country Planning Act;
ii. assisting RDCs in formulating CAMPFIRE policies and procedures;
iii. strengthening/training VIDCOs, WADCOs and RDC wildlife/natural resources sub-committees;
iv. monitoring the use of CAMPFIRE program funds, and providing a financial auditing service for RDCs; and,
v. providing general coordination of, and support for, program activities.

f. **Zimbabwe Trust (ZIMTRUST or ZT)**

ZIMTRUST assists communities and RDCs in developing and strengthening the skills and institutions needed to manage wildlife and other resources. In this capacity, ZIMTRUST will be responsible during Phase II for:

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i. promoting district and sub-district-level community organization and institutional development;
ii. strengthening district and sub-district-level skills through direct training and training-of-trainers;
iii. disseminating information at the sub-district, district and national levels;
iv. facilitating establishment of an enabling local-level policy environment; and,
v. monitoring the development of district and sub-district-level institutional and management capacities.

During Phase I, ZIMTRUST was also responsible for the administration of the community infrastructural development activities financed under the Project. During Phase II this task will be shifted to the CA and the Institutional Contractor.

g. Centre for Applied Social Sciences (CASS)

CASS promotes a better understanding and appreciation of the underlying social dynamics of CAMPFIRE. It has responsibility for socio-economic research and monitoring of program activities. Its contributions to Phase II implementation will include:

i. research and analysis on program policies and activities;
ii. high-level, post-graduate training in the socio-political aspects of natural resource management;
iii. monitoring the socio-economic impacts of program activities;
iv. promoting discussion and debate of program policies and precepts; and,
v. information dissemination through publications and database development.

h. World Wide Fund for Nature/Zimbabwe (WWF)

Like DNPWLM, CASS and ZIMTRUST, WWF is a founding member of the CCG. From 1988-92, its role in CAMPFIRE was investigating the ecological and economic implications of multi-species land use through its Multi-Species Animal Systems Production Project (MAPS). More recently, under the new Resource Management Support to CAMPFIRE (SUPCAMP) Project, it has begun to develop and disseminate improved resources planning and management techniques. WWF's major responsibilities under Phase II will include:

i. conducting ecological and economic research on wildlife management policies and techniques;
ii monitoring the ecological and economic aspects of program activities;
iii. developing and implementing natural resource management training and technology transfer and dissemination activities at the District, Ward and Village levels;
iv. completing participatory community resource inventories and land use plans; and,
v. publishing and disseminating research and other program results.

i. Africa Resources Trust (ART)/Action Magazine

ART and Action Magazine will receive resources through sub-grants from ZIMTRUST. During Phase II, ART will lobby for, and promote, CAMPFIRE interests among regional and international

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policy and regulatory organizations and interests-e.g., the Convention on International Trade in Endangered Species (CITES). It will also monitor international markets in wildlife products and conduct trade policy and regulatory analyses in support of its international lobbying efforts. In addition, ART will facilitate international networking among similarly interested parties in Africa and throughout the world, to identify and develop market opportunities for program-generated products. Locally, ART will collaborate with the CA in the establishment and operation of the CAMPFIRE information service, and lobby on the Program's behalf at the higher levels of Zimbabwe's government.

During Phase II, Action Magazine will concentrate on the provision of environmental education and information within CAMPFIRE Districts. Launched in 1987, the magazine has already produced several educational issues for dissemination throughout participating program areas (which have also enjoyed acclaim throughout the remainder of the country and the greater southern Africa region). The magazine will research the integration of environmental education into the curriculum, and develop a CAMPFIRE-specific curriculum accompanied by associated educational materials and participatory teaching techniques. Action Magazine will also work during Phase II to develop program communication methods and materials for CCG members and other program participants-e.g., publications, newsletters, flipcharts, handbooks, public relations materials, etc.

j. Institutional Contractor

Project records identify management and administrative problems experienced throughout Phase I relating to community and CCG members' difficulties in adhering to USAID financial and administrative requirements. To ease the burden on these implementation partners, while continuing to ensure project accountability, Phase II includes funds to secure the services of an Institutional Contractor (IC) to serve in a "Secretariat" capacity to the CAMPFIRE Association and the greater CCG. With a proposed professional staff of three (i.e., Manager, Contracts/Procurement Officer, Accounting Officer, assisted by CA counterparts), the IC will be responsible for assisting the CA/CCG in the day-to-day management of CAMPFIRE activities, e.g., preparation of meeting agendas and reports, assistance in community outreach workshops and training activities, facilitation in the execution of ongoing program activities and in the planning and preparation of additional activities, and assistance in routine correspondence and communications, etc. At the conclusion of Phase II, the IC counterpart staff should have been trained sufficiently to execute the Association's financial and administrative responsibilities.

It is anticipated the contractor will assume some of the Phase I administrative tasks previously carried out by the USAID Project Administrator-e.g., review of financial reports, monitoring of contracting, and contractor performance, end-use checks and tracking compliance with the counterpart contribution requirement.

The Contractor may also be called upon to act in an "umbrella" grant management capacity to execute, manage and monitor USAID-financed grants to participating CCG implementation partners which seek such services. The IC may also be called upon to assist the CA, CCG, and participating local authorities and communities in improving administration and management of CAMPFIRE

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program activities. In addition, the IC may be called upon to assist in developing and/or reviewing RDC proposals submitted for funding under the Project's CAMPFIRE Development Fund.

The Institutional Contract will also fund 2 professional positions which will be established in DNPWLM to ensure that capacities for wildlife monitoring are maintained.

Specific IC roles/responsibilities, however, will be established, in a collaborative fashion, by the CCG within sixty day after the Grant Amendment has been signed.

k. Other Participants

In addition to the above listing, other organizations have also been identified which could become involved in Phase II activities. However, their potential contributions will need to be explored further prior to any commitment of funds.

C. Procurement

The Project will require technical assistance, training, commodities, infrastructure construction, and operations support.

1. Procurement Mechanisms

a. Technical Assistance

Technical assistance will be procured directly and indirectly. USAID-direct technical assistance procurements will be completed for the USAID PA, the FSN NRM Specialist, the Contractor, and for Strategic Studies and Evaluations and Audits. Indirect assistance to the various CCG implementation partners and for the participating community-based institutions will be provided, as required, through the Institutional Contractor as a part of its contract.

- The USAID PA services will be procured through a Personal Services Contract. This contract will be for three years duration with an option for a two-year renewal thereafter. The contract should be executed before February, 1995, the termination of the current PSC contract. The FSN NRM Specialist will be hired under an annual contract, renewable throughout the Project.

- The Institutional Contractor will be procured through a U.S. and domestically competed institutional contract with a management services firm or joint venture of such firms. The contract will be executed as soon as possible, in accordance with USAID competitive procurement regulations, following the execution of the Project Grant Agreement between USAID and the GOZ. Contracting will be carried out in accordance with all USAID guidance and regulations concerning minority and women-owned firms.

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- Short-term technical assistance for strategic studies will be procured through Work Orders issued by M/OP in USAID/Washington, or by USAID/Zimbabwe, under Indefinite Quantity Contracts (IQCs).

- Independent evaluations will be procured through centrally-administered, or Mission IQCs. These evaluations will take place in 1997 and 1999.

- Recipient audits of the Institutional Contractor will be performed under Work Orders issued by USAID/Zimbabwe against existing IQCs and/or through direct contracts with local firms certified by RIG as qualified for this purpose. These audits will be conducted in 1997 and 1999.

The PA, in conjunction with other Mission officer, will be responsible for preparation of the procurement documentation (i.e., PIO/Ts for all of the above direct technical services) with the assistance of regional contract, RIG and other staff as required.

Additional technical assistance services will be procured indirectly by the Contractor with funds provided under the institutional contract. The bulk of these services will be provided through **CCG Support Grants** issued to the non-governmental CCG implementation support partners. Additional technical assistance may, however, also be procured under the Contractor-administered CAMPFIRE Development Fund. CCG Support Grants will be executed as soon as possible following the signing of the institutional contract and the mobilization of the Contractor's personnel.

Participating RDCs and other community-based grantee organizations will also be able to procure technical services on their own through the **Community Management Strengthening Grants**, and **Community Natural Resources Management Grants** they receive under the Contractor-administered CAMPFIRE Development Fund. These services will be procured as needed throughout the life of the Project.

Participating GOZ agencies, i.e., DNPWLM and MLGRUD, will also be able to secure technical assistance services. Funds for these services will be provided under direct **GOZ Support Grants** between USAID and the concerned GOZ agency. These GOZ Support Grants will be executed as soon as possible following the signing of the Project Grant Agreement.

b. **Training**

Project-financed training may be procured indirectly both by the Contractor, as a part of the services to be provided under the institutional contract, and by the other implementation partners as a part of the services provided under each of the various grant mechanisms described in Section a. above (i.e., CCG Support Grants, Community Program Management Strengthening Grants and Natural Resources Management Grants, and GOZ Support Grants).

c. **Commodities**

Most project commodities will be procured indirectly through the institutional contractor or other implementing agencies. A modest amount of PA support commodities (e.g., a computer and accessories, miscellaneous office equipment and supplies, and one vehicle) will be procured directly by USAID/Zimbabwe through PIO/Cs.

d. **Infrastructure Construction**

All project-financed infrastructure construction services will be procured indirectly by the participating community-based organizations as a part of the services to be provided under the Community Natural Resources Management Grants issued under the Contractor-administered CAMPFIRE Development Fund. The Contractor, however, will be responsible for assuring that all construction activities are in compliance with USAID regulations.

e. **Operations Support**

Project-financed operations support will be procured both directly by USAID and indirectly by the Institutional Contractor.

f. **Gray Amendment**

In accordance with USAID procurement procedures, contracts over $500,000 will require that 10% be subcontracted to disadvantaged enterprises. RFPs will incorporate this as well as an OSDBU notification. In addition, the project will strive to use Gray Amendment firms for implementation of activities such as Strategic Studies, Evaluations and Audits.

2. **Procurement Schedule**

a. **Upon Signature of the Project Grant Agreement (PROAG)**

- Signature and issuance of the PILs for the GOZ Support Grants.

b. **Within 30 Days of the PROAG Signing**

- Preparation of PIO/T for FSN NRM Specialist
- Preparation of PIO/T for USAID PA Personal Services Contract renewal.

c. **Within 60 Days of the PROAG Signing**

- Preparation by the CCG and USAID of the Terms of Reference for the Institutional Contractor.
- Preparation and distribution of PIO/T to REDSO/ESA and RCO/Swaziland for preparation of the Request For Proposals (RFP) for the Institutional Contract.

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d. **Within 90 Days of the PROAG Signing**

- RFP finalized and issued for the Institutional Contract.

e. **Within 150 Days of the PROAG Signing**

- Institutional Contractor proposals received.
- FSN NRM Specialist selected.
- Project Administrator Personal Services Contract renewed.

f. **Within 210 Days of the PROAG Signing**

- Institutional Contractor selected; CCG Support Grants under preparation; CAMPFIRE Support Fund established.
- FSN NRM Specialist in place.

g. **Within 270 Days of the PROAG Signing**

- Institutional Contractor mobilized.
- CCG Support Grants in place and staff recruitment and initial commodity procurements underway and/or completed.

h. **Periodically throughout Project Implementation**

- Community Management Strengthening Grants and Community Natural Resource Management Grants issued to community-based organizations; construction of various community infrastructure.
- Local, national, regional and international workshops, conferences and other formal and informal training, networking and information dissemination events.
- Evaluations and Audits.

i. **Continuously Throughout Project Implementation**

- Local provision of technical assistance, training and commodity support services by various project implementation partners.
- Dissemination of environmental awareness/education materials.
- Lobbying for CAMPFIRE program interests nationally, regionally and internationally; identification of additional markets for program-generated products.
- Networking and communicating with national, regional and international wildlife/natural resources management interests.
- Local procurement of replacement office materials and supplies.

As the Project moves into Phase II, operations will continue under the agreements already in effect. For instance should the Contractor RFP, award contracting, and mobilization processes take more time than this admittedly optimistic schedule, the activities of DNPWLM, Zimtrust and CASS will continue uninterrupted until the Contractor is on the scene and Phase II activities can begin.

NATURAL RESOURCES MANAGEMENT
USAID PROJECT NUMBERS 690-0251, 613-0241

IMPLEMENTATION PLAN	YEAR ONE				YEAR TWO				YEAR THREE				YEAR FOUR				YEAR FIVE			
	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q	1Q	2Q	3Q	4Q
Negotiation of Grant with GOZ	X																			
PP Authorized	X																			
PROAG Signed	X																			
CCG Workshop for IC Scope of Work Development	X																			
PIOT's completed for:																				
Project Administrator	X																			
FSN NRM Specialist	X																			
Institutional Contractor	X																			
Amendments signed for Grants with																				
DNPWLM		X																		
CASS		X																		
ZIMTRUST		X																		
CCG Meetings to develop Work Plans		X																		
RFP Issued for IC		X																		
FSN NRM Specialist Selected/On board		X																		
Project Administrator Contract Complete		X																		
CCG Member Workplans in Place			X																	
Proposals received and evaluated for IC			X																	
IC Selected			X																	
IC Operational				X																
Criteria for Community Funds developed				X																
IC develops workplan				X																
IC Executes First Grants to CCG				X																
Grants to RDCs					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Assessments of RDC Grant Proposals (Technical, Environmental, Financial)					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
CCG Member Program Implementation		X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Technical Assistance from IC					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
IC Reporting to USAID and CAMPFIRE					X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
Annual Audits of CCG Programs					X				X				X				X			
Mid Term Evaluation														X						
Program Audit											X							X		

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D. Monitoring, Audit and Evaluation

1. USAID Monitoring Responsibilities

USAID/Zimbabwe will have overall responsibility for ensuring that the Project is implemented as planned. As USAID's first-line project manager, the PA will have primary USAID responsibility for day-to-day monitoring of project implementation, and for keeping concerned Mission staff aware of the Project's general implementation status, and problems, issues or constraints which may arise. This responsibility will require regular contact with all implementation partners through formal and informal meetings of the CCG and its committees, field site visits, and other consultations and communications. It will also include the completion of periodic Project Implementation Reports and other Project briefing and reporting documentation.

2. Other Project Monitoring Responsibilities

Responsibility for monitoring Phase II progress towards the achievement of technical, institutional, socio-economic and other longer-term, strategic objectives will be shared among several key project participants. In accordance with its collaborative approach towards program implementation, the CCG has worked out the following integrated set of program monitoring responsibilities:

- CASS will monitor the socio-economic impacts of project activities on producer community beneficiaries;

- DNPWLM and WWF will monitor the ecological and economic impacts of community-based wildlife and natural resources management/use activities. They will be assisted in this task by the information and data reported periodically by community wildlife managers and participating professional safari operators;

- ZIMTRUST, through its Process-Oriented Monitoring System (POMS), will monitor project institutional development impacts in participating producer communities. It will be assisted in this task by MLGRUD (financial management) and the data provided by participating RDC program administrative staff; and,

- The Contractor will monitor overall program management and implementation.

Each of these organizations will be responsible for the periodic collection and reporting of impact data pertaining to their respective areas of responsibility in accordance with a jointly developed and agreed upon comprehensive set of monitoring indicators, collection mechanisms and implementation/reporting schedule(s). The results of this work will provide input for the two formal Evaluations.

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3. Audit

Under the terms of the Institutional Contract and subgrants, each grantee will complete a recipient audit on an annual basis. The Mission Controller's Office, in collaboration with USAID's Regional Inspector General's Office based in Nairobi, will arrange for and supervise external mid-term and final close-out audits of all project activities financed directly by USAID. These two external audits will be supplemented by periodic audits undertaken by each implementing agent's own internal auditing agency(s).

4. Evaluation

The USAID PA will be responsible for arranging and supervising external project evaluations. A Mid-term Evaluation will be conducted in the third year (i.e., in FY 1997), and an Impact Evaluation will be conducted during the final year. The PA will be responsible for review of the results of these evaluations with GOZ and NGO implementation partners and Mission management, and for modifications in the project or other corrective actions as deemed necessary.

VI. SUMMARIES OF ANALYSES

A. Economic and Financial Analysis

The project is an extension of on-going activities started in the NRMP project in Matabeleland in 1989. The major change from the parent project will be to expand activities to supporting the CAMPFIRE program, which is national, rather than to support an isolated component of it. In view of this expansion, and of the evolution of the program, the present mechanism for delivery is no longer adequate. The strategy now is to develop the capacity for RDCs and their communities to "demand-drive" the program, but to continue to support the CCG to provide core services.

This analysis covers both the Financial and the Economic aspects of the Zimbabwe Natural Resources Management Project. The purpose of an economic analysis is to determine if a project is a worthwhile investment for the country, i.e. are the outputs from the project sufficiently valuable to warrant the expenditure of scarce resources. The financial analysis, on the other hand, has two purposes. One is to determine if the project is financially viable and has a monetary value to the participants (i.e. the stream of benefits is sufficiently larger than the stream of costs to provide financial incentive to the rural communities to participate). The second purpose is to determine if the stream of projected costs can actually be paid for by the participants. The results of the analysis of the Zimbabwe Natural Resources Management Project shows a positive net present value, and an internal rate of return of 19 percent for the financial analysis and a positive Net Present Value for the economic analysis. These rates are sufficient to recommend project implementation.

To ensure that the positive stream of benefits is maintained and the ecosystem that supports them is conserved it is necessary to develop the capacity of land managers - the villagers and their

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institutions - to manage wildlife, natural resources and resource trade-offs. Capital investment is also required to raise the economic output from these remote rural environments. While inputs are targeted at this grass-roots level, the primary vehicle for interacting with and developing the grass-roots is the Rural District Council. The RDCs have generally proven effective and efficient at implementing CAMPFIRE. This project recognizes these strengths, and invests in them (US$3 million), with some back-stopping from the other agencies, especially Zimbabwe Trust's Institutional Development Unit (US$2.0 million). Under the CAMPFIRE Development Fund a separate fund (US$3.0 million) is established for capital investments which must be economically sound. In place at the district level, therefore, is a cadre of generalists for developing institutions with organizational, financial and NRM skills at the grass-roots. These generalists are serviced by the central level which is more specialized, which researches and monitors these issues, and which provides training to the district level. CASS (US$ 1.1 million) is responsible for socio-political aspects, WWF (US$1.6 million) and DNPWLM (US$1.5 million) for technical (economics and ecology) aspects of land use management.

The Government is also responsible for creating an enabling environment for CAMPFIRE including legislation, international markets, and local and international political support MLGRUD (US$0.2 million) and DNPWLM are responsible for policy formulation; while ART (US$1.2 million) and CAMPFIRE Association (US$1.8 million) are responsible for public relations and ensuring acceptance of the program and its products at the local and international level. The Association is also the primary intermediary for empowering and supporting the RDCs, with assistance from the Institutional Contractor. ACTION Magazine (US$1.1 million) is responsible for producing educational materials and, especially, for integrating wildlife and environmental management into general education in schools in CAMPFIRE areas. The Management Contract (US$2.7 million) interfaces these agencies and USAID to ensure that the aid money flows efficiently and to avoid burdening the CCG with accounting. Monitoring of the impacts of CAMPFIRE is built into the program by its very nature of being adaptively managed. Monitoring will continue to be decentralized and integrated into the management process as a feedback loop. DNPWLM, WWF and MC will monitor economic impacts WWF ecological impacts, and CASS and Zim Trust socio-institutional impacts.

The USAID investment serves to consolidate and extend the gains made by CAMPFIRE, a program which has shown much promise in improving community-based natural resource management. The programs aims are two-fold: to empower communal farmers to sustainably manage and conserve the wildlife and natural resources; and for them to reap the full economic and social benefits of so doing. Thus, local people benefit through the simultaneous and inter-linked improvement in their well-being, management institutions, and natural resource management. The economic and financial analyses are strongly positive, although they do not reflect intangible benefits such as improved attitudes towards wildlife, improved capacity and self-esteem of rural institutions, and the introduction of allocation mechanisms to replace open-access regimes. Neither do they reflect the spread of CAMPFIRE within Zimbabwe, or in support of similar programs throughout southern and eastern Africa. There is also evidence that CAMPFIRE is affecting the global understanding of conservation, and is helping to develop a global acceptance of the value and necessity of sustainable use (especially CBNRM) as a conservation tool.

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B. Environmental

A thorough review was completed of the environmental performance of the Zimbabwe NRMP to date. A major result of this review was that the general findings and recommendations of the original NRMP EA remain valid and appropriate for this proposed project amendment as well. While certain environmental concerns were identified, i.e., relating to wildlife management/use, natural resources planning and management, and the environmentally sound design and implementation of the proposed infrastructure development activities, none of these concerns was considered to be sufficiently significant to warrant a formal reassessment of this bilateral project component at this time. In addition, there appear to be no serious environmental considerations which would argue against continuing with the expanded, amended Zimbabwe NRMP proposed herein. However, the Project Agreement Amendment and the Project Authorization Amendment will contain a Condition Precedent to disbursement of funds, such that the environmental, financial and technical soundness of each infrastructure activity is ascertained prior to investment of project funds.

Based on a careful analysis of the environmental concerns noted above, a set of revised threshold decisions were recommended, together with a proposed plan and approach for implementing those decisions and effectively addressing those concerns.. Therefore, if implemented as recommended herein, it is concluded that this amended Zimbabwe NRMP activity will be executed in an environmentally sound and sustainable manner, in full accordance with all salient USAID policies and procedures.

C. Institutional

CAMPFIRE is a complex, and multi-faceted inter-organizational grouping. In a myriad of individuals from different organizations, levels and types, with different and sometimes conflicting values, goals, structures, processes, cultures, and reward systems, to understand the strengths and weaknesses of CAMPFIRE implementation. CAMPFIRE is implemented on a daily basis by hundreds of individuals working through a number or organizations which were designed to operate in a relatively closed environment, which enabled the organization to pursue its own objectives fairly independently of other organizations. Given this reality, one of the basic problems facing CAMPFIRE implementors is fairly obvious: their organizations were not designed to work together. Yet, the multi-disciplinary, inter-related, inter-dependant, multi-media nature of CAMPFIRE requires a multi-organizational implementation process, and any organization operating in this complex environment must cooperate with it counterpart organizations if it is to successfully achieve its objectives. Thus, CAMPFIRE implementors are forced to collaborate not only with other organizations but often with radically different types, levels and cultures of organizations.

CAMPFIRE engages individuals and organizations at several distinct levels: political and bureaucratic structures, "the party" (ZANU-PF), the President's Office, Cabinet and Parliament, where many questions have been raised about CAMPFIRE, MP's from Environment and Tourism, MLGRUD, Agriculture, Lands and Water Creation; the local government structure extending through the Ministry to the Provinces, the District Administration, Executive Officers,

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and Councils and Officers, district and extension personnel from Ministries including, Health, Education, Coops, AGRITEX, NRB, Councillors from participating CAMPFIRE Wards, Development Committees at the provincial, district and ward levels, WADCOS and VIDCOS, traditional leadership consisting of Chiefs , Headmen, Sabukus, (Kraalheads); and, any array of bilateral and multi-lateral aid agencies operating in the areas, as well as national and international NGO's. Add to this the principal implementing agencies of CAMPFIRE i.e. the Department of National Parks and Wildlife Management (DNPWLM), Zimbabwe Trust (ZT), the Centre for Applied Social Sciences (University of Zimbabwe), the CAMPFIRE Association, WWF, and the structure of their administrative committees and field offices, and the complexity seems overwhelming.

Nevertheless CAMPFIRE coordination has been exceptional, given the broad scope, area and complexity of the program, as well as the sheer numbers of people and organizations involved. Shared values and visions play a strong role in that coordination. Coordination is however, still one of CAMPFIRE's major problems, and remains an obstacle to effective implementation. No level is immune from the problem. Better communication is required throughout the program, at all levels, and more work and financial support will be required to achieve this. The analysis recommendations are as follows:

1. Convene a program-wide re-orientation meeting.
2. Focus on local experiments.
3. Reassess the management structure.
4. Build in explicit structures for learning.
5. Develop and use regional fora.
6. Work on inclusiveness.
7. Investigate the feasibility and funding potential for a Research/interpretation/environmental education facility.
8. Provide more environmental and natural resource education and outreach extension by all agencies working together.
9. Facilitate more communication and exchanges among and between CAMPFIRE projects.
10. Promote participatory land-use and resource planning at the community level.
11. Revisit the local CAMPFIRE committee structures.
12. Work on local sustainability.

It has been demonstrated here and elsewhere that natural resources are best managed in an integrated way and that the people most capable of managing them are those who live with and depend upon them. This report reveals the need for an integrated network of support for community-based initiatives. CAMPFIRE is one example of an approach to solving the widespread and deeply-rooted problems of development and governance in Africa. It addresses the failures of development and the failures of the nation state in Africa, both of which share the same causes and the same cure - i.e. participatory local democracy.

With all of the forces lined up against them, local democracy and local initiatives will need networks of support throughout society. This is the wider significance of inter-organizational dynamics. Local institutions must have that network of support to break the stranglehold of

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external economic and political forces, as well as central bureaucracies and their executives. In part, this will require harnessing those forces and developing a supportive, as opposed to conflicting, relationship between center and periphery. Many converging developments in Zimbabwe, such as the reform of local government and the struggle for more equitable land and resource distribution, point in that direction and reinforce the nascent growth of local democracy. Those forces need to be captured through inter-organizational cooperation at the grassroots level, and through inter-organization support for grassroots initiatives at all levels.

Thus, there is increasing recognition that CAMPFIRE, as an experiment in local community-based governance, has wider significance for the region, and for Africa as a whole.

D. Social Soundness Assessment

After five years of implementation experience, and lessons learned, CAMPFIRE remains socially sound. The local-level political context continues to be favorable for developing community-based activities, while the state-level political context remains tolerant of activities which seek to empower communities. The legal context remains favorable, although debate has recently arisen over the meanings of "devolution", as opposed to "decentralized", authority within a local Government framework. Socially and culturally, the people residing in targeted CAMPFIRE remain receptive to the economic motivations which underlie the CAMPFIRE Program. It has been noted, however, that additional emphasis will have to be placed upon the development of "public" resource management skills, and the control of "private" utilization strategies.

While traditional institutions have demonstrated a fair degree of success in dealing with community "insiders", in/migrants, and especially those possessing cattle-based agricultural mindsets, pose a threat to program sustainability. Internal population growth has also been cited as a potential problem for CAMPFIRE, even in those communities, which have been able to restrict the flow of in-migrants. Nevertheless, these problems should be viewed as challenges for the program, rather than inherent defects in its design.

The largest contingent of Project beneficiaries are the approximately 600,000 people residing in the 112 Wards where wildlife populations continue to be commercially viable. A second group of beneficiaries are those individuals and organizations participating in the implementation of Project activities. The most crucial of these are the Rural District Councils, and other sub-District institutions which will be empowered, through training and advisory services, to manage their wildlife resources. While some RDCs have gained substantial experience and capabilities in certain of these areas during the pilot program implementation period, as might be expected, these community-based institutions and their constituents will continue to be a primary focus of ongoing Project assistance. This assistance will be provided both indirectly through the technical, training and other support services provided by the Institutional Contractor, the CCG and other NGO implementation partners, and directly through the Community Management Strengthening Grants and Community Natural Resources Management Grants issued by the Contractor under the CAMPFIRE Development Fund. Also, those members of the CAMPFIRE Collaborative Group (CCG) who will participate from time to time in implementing NRM Project activities will benefit from research and training grants, technical assistance inputs, and equipment. Finally, wildlife populations and their habitat will benefit from sound planning and management.

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In conclusion, the Project's mid-term Evaluation reports that, " ... where the program has been implemented in communities over a period long enough for us to make informed judgements the following results are discernable: a re-awakened appreciation of wildlife, poaching eliminated or drastically reduced; fewer complaints of problem animals; the emergence of local environmental management structures; improved environmental conservation practices; the use of wildlife for food security in times of drought; the local initiation of land-use planning; an increase in household revenues; and, community-funded local development for schools, clinics, grinding mills and other community infrastructure."

VII. CONDITIONS, COVENANTS AND PD-20

Policy Determination 20 Analysis

Protection of U.S. Jobs and Markets (PD-20): compliance with this policy may readily be determined through two questions:

1. Is the Project, or are components or activities under the Project, directed at promoting either foreign or local investment in the recipient country?

   Response: Yes. The AID and local funds will be invested in the human resources, equipment and infrastructure the CAMPFIRE program calls for; and community-level earnings from wildlife management will be distributed and invested within the communities as each sees fit.

2. Could the project reasonably be foreseen to involve the relocation of any U.S. business that would result in a reduction in the number of employees of the business in the U.S.?

   Response: No. There are no Zimbabwean wildlife resources under community-level productive management in the United States. The proposed Project is not affected by these guidelines.

There will be one Condition Precedent to Financing each infrastructure sub-activity; and one Covenant concerning the establishment of wildlife and natural resources management capabilities within communities participating in the Project.

<u>Conditions Precedent to Disbursement for Infrastructure</u>. Prior to disbursement of funds under the grant to finance any infra-structure sub-activity, or to the issuance of documents pursuant to which such disbursement may be made, the Regional Development Council proposing the sub-activity will furnish to USAID, in form and substance satisfactory to USAID, the following:

a) plans and studies demonstrating technical, financial and social feasibility.

b) **an initial assessment of the environmental impact (if any) of the sub-activity together with plans to mitigate any negative impact."**

Special Covenant: The following Special Covenants shall be added to the Grant Agreement.

1. The Grantee shall insure the provision of technical assistance and training on a continuing basis to establish community-based wildlife and natural resources management capabilities, including planning, management, environmental impact analysis and mitigation, monitoring and enforcement.

2. No funds or other support provided hereunder may be used in a project or activity reasonably likely to involve the relocation or expansion outside of the United States of an enterprise located in the United States if non-U.S. production in such relocation or expansion replaces some or all of the production of, and reduces the number of employees at, said enterprise in the United States.

3. No funds or other support provided hereunder may be used in a project or activity the purpose of which is the establishment or development in a foreign country of any export processing zone or designated area where the labor, environmental, tax, tariff, and safety laws of the country would not apply, without the prior written approval of USAID.

4. No funds or other support provided hereunder may be used in an activity which contributes to the violation of internationally recognized rights of workers in the recipient country, including in any designated zone or area in that country.

Protection of U.S. Jobs and Markets. Section 547(a) of the FY 94 Appropriations Act and A.I.D. Policy Determination 20 require that project designers be able to make the affirmative determination that the project will not harm U.S. employees by luring jobs or businesses from U.S. markets to relocation in the beneficiary country. This determination is made by addressing two threshold questions:

1. Is the Project, or are components or activities under the Project, directed at promoting either foreign or local investment in the recipient country? No. While the Project encourages communities to reinvest income from animal rights sales in community activities, no outside investment from Zimbabwean, U.S. or other international sources is sought or "promoted."

2. Could the Project reasonably be foreseen to involve the relocation of any U.S. business that would result in a reduction in the number of employees of the business in the U.S.? No. No U.S. businesses (apart from TA contractors) will be involved or solicited in connection with the Project. The negative answers to these two questions demonstrates that the Project is in conformity with the legal requirements embodied in PD 20.

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PROJECT NO. 690-0251

ORIGINAL AUTHORIZATION: 20 AUG 89
CURRENT PACD: 31 AUGUST 1997
PROPOSED PACD: 31 AUGUST 1999

CRC: 09 SEPTEMBER 1994

LOGICAL FRAMEWORK
NATURAL RESOURCE MANAGEMENT PROJECT

ZIMBABWE : AMENDMENT NO. 2

NARRATIVE	ACHIEVEMENT & MEASURES	VERIFICATION	ASSUMPTIONS
GOAL: The development of economically sustainable communities on lands marginally suitable for agriculture.	– Community food security. – Incomes above subsistence, and in rising trend. – Wildlife resource base and revenues increasing.	– Nutrition surveys. – Income surveys. – DNPWLM reports.	– Food is available and affordable. – Incomes growth exceeds inflation. – National disasters do not eliminate wildlife resources in target areas.
PURPOSE: To expand community-based natural resource management and utilization throughout marginal lands nationwide; and to halt declines within the wildlife resource base, especially in Regions IV and V.	– NRM programs underway in 23 districts, with more looking to join. – Revenue distributions made to all participating communities. – Stable wildlife populations in targeted areas.	– DNPWLM and NGO reports; USAID site inspections. – Indications of interest from non-participating communities. – RDC reports. – DNPWLM reports.	– Continuing market for wildlife and veld products. – Communities are willing and able to learn and practise wildlife management. – Continued granting of Appropriate Authority status. – National will to protect endangered species.

NARRATIVE	ACHIEVEMENT & MEASURES	VERIFICATION	ASSUMPTIONS
OUTPUTS: 1. Community-level resource management capacity institutionalized.	Communities making own decisions. By-laws covering revenue uses. Land-use plans.	Site inspections. ZT reports. RDC reports.	Community consensus maintained.
2. Strengthened CA.	Communities represented by CA in fundraising and government and international relations.	Contractor reports.	CA accepted by communities as legitimate representative.
3. Knowledge of NRM increased.	Mass circulation publications.	ART reports and videos.	Popular receptivity to the concept of sustainable utilization.
4. Education and outreach expanded.	Specialized technical publications.	ACTION, CASS, WWF reports and videos.	ACTION, CASS & WWF continue to produce high quality materials.
5. Policy analyses complete.	Studies sufficient to support continuation or change in Strategic Objective No. 1.	AID decision re continuation or change.	CPSP can be modified.
6. Networking and communications systems in place.	Periodic meetings of CCG and its committees. CCG members' collaboration in field activities and publications.	CA reports. CCG member reports.	Inter-organizational conflict does not undermine the networking process.
INPUTS: Two Community Funds Technical Assistance Training Commodities Operations/Overhead Audit Evaluation	Amounts: $ 6,000,000 6,000,000 2,255,000 2,175,000 3,790,000 80,000 200,000 $ 20,500,000	– USAID Controller records – Contractor reports – Audits	– Grantee in compliance with Agreement – Funds available

Telegrams: "MINFIN", Harare
Telex: 2141
Telephone: 722101/794571

Private Bag 7705, Causeway
Zimbabwe

ZIMBABWE

MINISTRY OF FINANCE
Munhumutapa Building
Samora Machel Avenue
Harare

A/28/75

28 September 1994

Mr. Peter Benedict
Director
USAID/Zimbabwe
1 Pascoe Avenue
Belgravia
HARARE

Dear Mr. Benedict

RE: NATURAL RESOURCES MANAGEMENT PROJECT: ZIMBABWE/USAID

The Government of Zimbabwe, in accordance with its policy to protect, maintain and better utilize and develop its indigenous natural resources, seeks to expand support for communities implementing natural resources management activities under the Communal Areas Management Programme for Indigenous Resources (CAMPFIRE).

The Natural Resources Management Project, which operates under the auspices of the Ministry of Environment and Tourism, has since 1989 been involved in the following:

1. Community-based natural resources management activities;
2. Conservation education, institution-building and training;
3. Applied research in the area of natural resources management; and,
4. Public information and regional communications in the area of natural resources management.

During the pilot phase of the project, support was provided for target areas in Matabeleland North Province. It is intended that under the second phase of the project, support will be extended on a national-level to all Appropriate Authorities under the CAMPFIRE Programme.

For the successful implementation of this project amendment, it is anticipated that USAID will provide US$20.5 million. The CAMPFIRE Programme will contribute an additional US$4.0 million as its counterpart contribution.

The purpose of this letter is, therefore, to officially seek your consideration to provide the required financial assistance.

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Attached please find the documents relating to the project.

I look forward to your usual and unfailing support.

Yours sincerely

O Matshalaga

O. Matshalaga
for: SENIOR SECRETARY FOR FINANCE

OM/mpk

USAID/ZIMBABWE SEMI-ANNUAL PORTFOLIO REPORT : APRIL 1, 1993 - MARCH 31, 1994

ADMINISTRATIVE INFORMATION

COUNTRY:	Zimbabwe
PROJECT TITLE:	Natural Resources Management Project (NRMP)
PROJECT NUMBER:	690-0251.13
DATE OF REPORT:	1 MAY 1994
IMPLEMENTING AGENCY:	Department of National Parks and Wildlife Management (DNPWLM)
AGENCY RESPONSIBILITY:	Wildlife Conservation, Wildlife Translocation, Vegetation Monitoring, Large Mammal Monitoring and Protection, Community Training/Extension and Interpretation, and Land-Use Planning.
IMPLEMENTING AGENCY:	Zimbabwe Trust (ZIMTRUST)
AGENCY RESPONSIBILITY:	Implementation of Community-based Activities, Small Enterprise Development, Management Training, and Conservation Education.
IMPLEMENTING AGENCY:	Centre for Applied Social Sciences (CASS), University of Zimbabwe
AGENCY RESPONSIBILITY:	Collection of Baseline Socio-economic data, In-depth Longitudinal Community Studies, High-level professional training, and Consultative/Technical Inputs.
IMPLEMENTING AGENCY:	USAID/Zimbabwe
AGENCY RESPONSIBILITY:	Project Logistical Support, Management Overview, and Regional Communication.
MAJOR CONTRACTORS:	None
HOST COUNTRY AGENCY:	Ministry of Finance, (MOF) and Ministry of Environment and Tourism
OTHER DONORS:	Multiple, including US Department of Defense and US Fish and Wildlife Service
PRINCIPAL COUNTERPART:	Mr. O. Matshalaga (MFEPD), Mr. George Pangeti (DNPWLM), Mr. Rob Monro (ZIMTRUST) and Prof. Marshall W. Murphree (CASS)
PROJECT ADMINISTRATOR:	Charles Cutshall, NRM/PA
AID/Z BACKSTOP OFFICER:	Robert Armstrong, GDO
AID/W BACKSTOP OFFICER:	Tony Pryor, AFR/ARTS/FARA (Natural Resources, NR Policy, Biological Diversity)
DATE OF LAST EVALUATION AND/OR AUDIT:	Mid-Term Evaluation (December, 1993), CASS NFA (April, 1994, on-going)
DATE OF NEXT EVALUATION AND/OR AUDIT:	ZIMTRUST Recipient Audit (June, 1994)
WAIVERS PROCESSED DURING REPORTING PERIOD:	None

II. FINANCIAL DATA

DATE OF AUTHORIZATION:	31 AUG 89
AUTHORIZED LOP ($000):	US$7,600
DATE OF INITIAL OBLIGATION:	31 AUG 89, 11 JAN 90 (AMENDMENT 1)
PACD (ORIGINAL):	31 AUG 95
PACD (AMENDED, 8/19/92)	31 AUG 97

	CUMULATIVE TO DATE (US$ 000)
CUMULATIVE OBLIGATIONS:	7,600
ACCRUED EXPENDITURES:	4,602
EARMARKS:	6,199
CUMULATIVE COMMITMENTS:	5,591
PIPELINE UNDISBURSED:	2,998

PERFORMANCE INFORMATION

A. PROJECT PURPOSE

The project purpose is to (i) demonstrate, through practical examples, the technical, social, economic and ecological viability of community-based natural resources management for increasing household and community incomes; and, (ii) improve, through training, education, protection, communication, and technology transfer, Zimbabwe's national and local-level capacities to sustainably develop, manage and utilize indigenous natural resources.

B. PROGRESS TOWARD MEETING EOPS

Summary - The Project's implementing partners, working through an informal management network which relies upon professional/technical personnel stationed in the project area, have succeeded in increasing public awareness of conservation issues, aiding community development projects through wildlife revenues, protecting endangered and threatened large mammal populations, and increasing household incomes through distribution of wildlife-based revenues.

According to a recent institutional analysis of the NRMP, "The pace...(of implementation)...has been slow and uneven with many setbacks...but the mood of the project is more positive than it was a year ago...due, in part, to the commitment, talent and tenacity of the Project implementors and participants" (King, 1993). This analysis concludes by noting that: "The Project has settled in and gained widespread acceptance; participants have embraced criticism, learned and changed; adaptability and the willingness to incur scars through risk-taking, experimentation and innovation have been critical to the robustness, sustainability and progress of the project" (King, 1993).

In summing up the project's progress toward meeting end-of-project statuses, Professor Murphree argues that, "...where the programme has been implemented in communities over period long enough for us to make informed judgments the following results are discernable:

- a re-awakened appreciation of wildlife
- poaching eliminated or drastically reduced
  fewer complaints of problem animals
  the emergence of local environmental management structures
  improved environmental conservation practices
  the use of wildlife for food security in times of drought
  the local initiation of land-use planning
  an increase in household revenues
  community-funded local development for schools, clinics, grinding mills and other community infrastructure" (Murphree, 1993:5).

Finally, looking to the future, the project's mid-term evaluation states that, "the actual amount of continued progress over the next ten years is conjectural...(but)...it would certainly be inappropriate to expect radical improvement" (1994:16). Rather, the evaluation concludes, "...we should expect continued declines in the poaching of some animal species, increased revenues from wildlife, and increased awareness of the value of wildlife" (1994:16).

C. PROJECT OUTPUTS
MAJOR LOGFRAME OUTPUT TARGETS

1. Enhanced community-based resource utilization as evidenced by better trained communities; improved infrastructure; improved resource management; institution building; establishment of viable wildlife management schemes and community development; and establishing or strengthening local NGOs, district or community-level institutions capable of planning and administering their own sustainable wildlife management programs.

OUTPUT STATUS

As noted on page one, Zimbabwe Trust (ZIMTRUST) is responsible for implementing the community development component of this project. ZIMTRUST's orientation toward developing community-based resource utilization is one of "institution building"-i.e., building a representative and participatory local-level management capacity which is capable of planning, implementing, monitoring and evaluating its resource management activities. Although infrastructural developments received a good deal of attention during the early stages of the Project, it was recognized that these interventions would have no long-lasting impact unless the communities involved were ready and technically able to accept responsibility for such installations.

During this reporting period, the following wildlife management capacity-building activities were completed:

- Training workshops were held in all project area "producer Wards". Subjects covered included:
  - Business skills
  - Leadership skills
  - CAMPFIRE management
  - Conflict resolution
  - Conservation education
  - Budgeting, Accounting/Bookkeeping
  - Project planning, implementation, monitoring and evaluation
- The complement of 32, project-trained, Community CAMPFIRE Workers (CCWS), deployed throughout the Project area, was augmented by the addition of 7 PAC reporters in Tsholotsho, and 6 PAC scouts in Binga.
- ZIMTRUST continues to monitor impact of all training activities through the Process-Oriented Monitoring System (POMS). Data are being analyzed; two reports have been produced examining:

  1. Procedural functioning of ward CAMPFIRE committees and CCWs
  2. Quality of committee leadership
  3. Participation of Ward residents
  4. Committee interaction with support agencies and development institutions
  5. Development of NRM plans
  6. Implementation of NRM activities

The following infrastructural developments were completed during the reporting period:

- Bulilima-Mangwe - 4 boreholes established in the Maitengwe "wilderness area".
- Tsholotsho - 80KM trace line for solar fence cleared using District funds. EIA report, authored by I. Bond and R. Hoare, on the proposed fence concluded "no major positive impacts requiring mitigation".
- Hwange - 24KM of proposed 65KM hunting tracks completed.
- Binga - Construction of Blocks 4 and 5 of the Tyuunga fence, consisting of solar-powered enclosures to protect fields and granaries from marauding elephants, in progress. The District Council has contributed Z$70,000.00 (or approximately 10% of the total costs) to this fencing project.

The following Institutional Development "planning" activities were achieved during the reporting period:

- Binga, Bulilima-Mangwe and Hwange Ward Wildlife Committee representatives have been actively involved in negotiating contracts with Safari Operators.
- Tsholotsho - established a wildlife "buffer zone" between Hwange National Park and adjacent wards.
- Hwange - applied for leasehold rights to Stateland V, which, if successful, will substantially increase hunting revenues.

The following Community Development activities specifically involving Women were achieved during the reporting period:

- A regional workshop on Gender Analysis was held in the Bulalima-Mangwe District, and drew participants from implementing organizations (CASS, ZIMTRUST and DNPWLM) as well as project area residents.

The generation of safari/hunting income within the Project area continues to increase.

Bulilima-Mangwe District reports wildlife income of Z$ 613,150 since 1990. 1992 revenues amounting to $144,666 were distributed to the seven (7) Project-area "wildlife-producer" Wards (i.e., Madlumbudzi, Gala, Ndolowane, Bambadzi, Huwana, Hingwe and Makulela). These Wards are comprised of 40 VIDCOS, containing 4,000 Households constituted by approximately 30,000 individual beneficiaries. 1993 revenues have not as yet been distributed, but ZIMTRUST's area manager anticipates that $97,500 will be distributed in May, 1994.

Tsholotsho District reports concession and trophy fees of Z$2,411,872 since 1990. Of that, Z$1,196,699 has been allocated to seven (7) producer-Wards, comprised of 42 VIDCOS constituted by approximately 30,000 resident beneficiaries.

Hwange District reports wildlife income of Z$189,451 since 1990. While safari hunting continues to be the predominant income source, tourism concessions now contribute $10,000 in annual revenues.

Binga District reports wildlife income of Z$2,933,831 since 1990, while 1993 revenues alone amounted Z$1,340,122.00. As in the other Districts, consumptive use continues to contribute the majority of Binga's revenues. However, it is noteworthy that non-consumptive/tourist revenues in the amount of Z$128,564.00 have been generated since 1991. In 1993, eleven (11) Wards, comprised of 49 VIDCOs constituted by approximately 37,000 individuals received a total of Z$535,000.00 in wildlife revenues. Since the project's inception wildlife producer wards in Binga have received allocations amounting to Z$1,515,295.00 The Project Manager for Binga District reports that, "Wards continue to invest their revenues in community development or income-generating projects (e.g., grinding mills), usually providing funding for schools".

2. Adequate planning and applied research support characterized by socio-economic data collection and analysis relevant to project implementation, monitoring and evaluation, identification of environmentally, economically, socially and culturally sensitive factors and their effects on resource use; high level professional-level training; publications regarding the dynamics of community-based resource management in the project area; baseline socio-economic household surveys conducted at the beginning and the end of the project, in-depth longitudinal studies, participation in regional seminars and conferences, and provision of advisory services.

OUTPUT STATUS

1991-92 Baseline household socio-economic data being used in three current research projects:

1. "Mopane Worms- Production and Markets" (Pauline Hobane)
2. "New Settlement, New Problems" (Victor Dzingirai)
3. "The allocation of grazing rights in multi-species production contexts" (Elias Madzudzo)

In-Depth Studies, responding to project implementation demands, are being conducted.

- Research fellow, Elias Madzudzo, returned from short-term training at University of Vermont, and is continuing his doctoral research on institutional issues in community-based natural resources management. He has conducted "special topics" research on: labour migration in Bulilima-Mangwe District; crop damage and its relation to the distribution of wildlife revenues; and, the shifting pattern of grazing land use in semi-arid ecozones.
- CASS NRM Project research fellow, Mr. V. Dzingirai, continues to investigate the impact of in-migration, and migrant settlements in the Binga District.
- CASS NRM Project research fellow, Dr. Richard Hasler, continues to investigate the economic potential for non-consumptive wildlife utilization in the Hwange and Binga Districts. To date, his research has yielded one publication, "Political Ecologies of Scale and the Multi-tiered Co-Management of Zimbabwean Wildlife Resources", while several draft documents are being reviewed for publication.

CASS NRM Project personnel participated in a variety of professional meetings.

- Dr. Hasler attended the annual meeting of the Zimbabwe Association of Tour and Safari Operators (ZATSO) in Bulawayo in December, 1993.
- Professor Murphree represented CASS and the NRM Project at the IUCN World Congress, held in Buenos Aires, during January 1994. Other project actors who attended this meeting included Mr. Rob Monro (ZIMTRUST) and Dr. Nduku (DNPWLM).
- Professor Hawkes attended the USAID NRM workshop which was held in the Gambia (January, 1994). Other project actors who attended this workshop included Ms. Liz

Rihoy (ZIMTRUST), Mr. Moses Choto (DNPWLM), Mr. Alexius Chiyasa (Hwange District Council), and Dr. C. Cutshall (NRM Project Officer).

- Professor Hawkes and Mr. Dzingirai attended the Binga District Land Use Planning Workshop, held 28 February to 4 March, 1994.

Advisory services, and a number of Monitoring and Evaluation studies were also completed during the reporting period.

- CASS research consultant, Professor Hawkes, and research fellow, Victor Dzingirai, investigated new settlements located near Lusulu in the Binga District, and presented a report of their findings to the District Council, as well as collaborating NRMP implementors.
- Mr. Dzingirai also produced a report covering the training programme which DNPWLM conducted for Game Scouts in the Project area.
- Dr. Hasler, at the request of Zimbabwe Trust, examined the social soundness of plans to erect an electrified fence along the border between Hwange District and the Sikumi Forest.
- At the request of project implementors and the Tsholotsho District Council, Mr. Madzudzo investigated issues pertaining to the resettlement of the Koradziba and Solobhoni communities.
- CASS also commissioned a private consultant, Dr. Leslie King, to investigate the "Inter-Organizational Aspects of NRMP". The draft report of her investigation was used extensively by evaluators during their mid-term review of the project, and this report will form the basis of the institutional analyses required for a project amendment.

Successful conservation of the resource base as evidenced by improved elephant management; regular habitat and vegetation monitoring; improved survey and monitoring techniques; full and efficient utilization of wildlife products; restocking of adjacent rural lands; negligible elephant mortality due to poaching; continued protection of endangered species in the project area.

OUTPUT STATUS

Animal and vegetation surveys were completed during the reporting period.

- An aerial survey of elephants and other large mammals in the project area was completed in November, 1993. Analysis shows 36,000 elephants in the greater Hwange Park area. Vegetation surveys demonstrate continuing degradation of habitat, and suggest need for cropping and/or translocation of elephants.
- DNPWLM research ecologists, Ms. Beatrice Chikonyora and Mr. Edison Chidziya received additional training in GIS use in February, 1994.
- The Department's GIS Unit produced the "Hwange Woody Vegetation Survey Report" in March, 1994.

Wildlife products are being controlled and used efficiently.

- The Ivory Report/Tracking form, established in 1990, has continued to be successful in identifying the source of most PAC ivory (i.e., the tusks from elephants shot as "problem animals") emanating from the producer-Wards within the project area. Unfortunately, restrictions on the sale of ivory have meant that most of the ivory collected has to be kept in storage.
- Elephant hides, on the other hand, have been preserved and sold for commercial use. The sale of hides, however, generates only one tenth of the income which used to be generated from the sale of ivory.

Wildlife translocation activities commencing in April, 1994 have received extensive commodity and logistics support.

- Project funds have been used to procure essential equipment (e.g., darting guns, tranquilizers, refrigeration units) for the Department's Translocation Unit, located at Umtshibi Camp in Hwange National Park. Funds have also been committed to rebuild capture vehicles, and equip them with essential fittings (e.g., winches, hydraulic lifts, and portable containers). Finally, to ensure that capture operations are maximally effective in locating and assembling animals, the project has earmarked funds to be used to procure a light-weight two-man helicopter.
- During April, 250 impala were captured in Hwange National Park and translocated to the neighbouring Hwange communal lands.
- A second phase of capture/translocation is scheduled to commence in June, 1994.

Wildlife protection operated fairly effectively during the reporting period.

- Actual elephant poaching incidents continue to be infrequent. Hwange National Park, for example, reports only 8 poached elephants during this period. Rhino poaching, on the other hand, continues despite increased patrols, the establishment of intensive protection zones, and the de-horning of all rhino in these zones. A total of 5 rhino were reported "poached" during this period.
- Detection of poaching activities increased following the injection of NRM Project funding to support vehicle and ground patrols, and during this period 13 incursions were detected.
- Actual contacts with poachers were limited to three, but these contacts resulted in 4 captures, 3 kills, and the recovery of 3 weapons, 153 rounds of ammunition, and 13 elephant tusks.

4. Conservation, education and training that is characterized by the integration of conservation education into existing school curricula; training of conservation education trainers; strengthening of the Interpretation and Training units of DNPWLM; production of education materials on conservation; village and district-level workshops on community-based resource utilization; and presentation of information to the general public.

OUTPUT STATUS

The following Environmental Educational activities were completed during the reporting period.

- A new Environmental Education syllabus for Primary Schools was developed and forwarded to Ministry of Education.
- A "draft" guide for teachers teaching Environmental Education was developed.
- A "draft" proposal for teaching wildlife management in secondary schools was produced and forwarded to the Ministry of Education for consideration.
- Second "CAMPFIRE" edition of ACTION magazine was published in March 1994.

The following Wildlife Management awareness-building activities were completed during the reporting period.

- DNPWLM conducted a two-month training course for 32 Community CAMPFIRE workers in June-July, 1993.

The following activities were planned to strengthen the TEI Branch:

- Project funds were recently earmarked to procure desktop publishing hardware and software so that TEI personnel will have materials (i.e., fact sheets) to distribute when the visit primary and secondary schools in the project area.

PRINCIPAL IMPLEMENTATION PROBLEMS/ISSUES

OJECT ADMINISTRATION (General)

OBLEM/ISSUE: The Project Implementation Committee (PIC), as currently constituted, does ppear to be managing, or even coordinating, the activities of the implementing partners. rding to the evaluation report:

> An overall impression gained from discussions with members of all three implementing partners is that the NRMP has never enjoyed that level of formal collaboration needed to fashion an effective and efficient implementation team - one which is able to identify problems and suggest remedies. The reason for this stems from the fact that a management approach was never worked out and set up in the first place; and the three partners have, perforce, operated on an informal basis (1994:25-26)

PS TAKEN TO RESOLVE: Discussions have been held with implementing agency heads on subjects of leadership, coordination, and decision-making responsibilities. Moreover, the topic roject management was highlighted in a recent project design workshop and it was concluded :

> The strength of the programme...has been the 'coalition of support programmes'...(and)...this element of autonomy and institutional focus should not be superseded by any form of umbrella management structure.

RECOMMENDED ACTION: Following upon the recommendations of the NRM Project Planning Workshop, "Management by Coordination" should be adopted as the guiding principle behind strengthening programme and project management. The CAMPFIRE Association, and not National Parks, has been identified as the appropriate organization to facilitate the coordination of programme planning and management functions, especially the organization of periodic joint planning and implementation workshops. In Phase II of the NRMP, USAID should assist the CAMPFIRE Association in developing the capacity to facilitate interactive planning/implementation processes.

CT DESIGN

OBLEM/ISSUE: The pilot mode of USAID's support for four Districts within a national PFIRE Programme consisting of 22 Districts, and the limitation of support to three out of seven implementing partners in the CAMPFIRE Collaborative Group (CCG), isolates "the project" from the natural evolutionary processes and cross fertilization which come naturally from joint contacts.

STEPS TAKEN TO RESOLVE: Project implementors requested that the current limitations of the 1989 NRM Project design be examined within the context of the mid-term evaluation.

The evaluation concluded that a continued geographical focus, and a restriction on providing support to other CCG organizations (e.g., the CAMPFIRE Association, WWF, ART and MLGRUD) would isolate the project area from the remainder of the CAMPFIRE movement. Following upon the conclusion that future USAID support be recast to address CAMPFIRE on a national basis, a Phase II Design workshop was held in March, 1994, which involved all key CCG members.

RECOMMENDED ACTION: Phase II Design analyses must investigate the technical, social, economic/financial, ecological, and institutional soundness of expanding USAID's support beyond the current pilot project area.

COMMUNITY-BASED WILDLIFE UTILIZATION
Provision of Financial Support for Infrastructural Activities

3. PROBLEM/ISSUE: To date a number of infrastructural projects have been undertaken in the project area. According to the mid-term evaluation report, these activities were "...poorly conceived and evaluated during the course of Project design...(and, in some cases)...their current implementation has avoided safeguard procedures - EIA, engineering review, economic assessment - essential to ensure their technical and financial sustainability" (1994:27-28).

   STEPS TAKEN TO RESOLVE: Project Manager reviewed all proposed/planned infrastructural activities to determine which ones were lacking "safeguard procedures"; recommended that funds be withheld from those activities where adequate procedures were lacking; and, forwarded to ZIMTRUST, for onward transmission to project area District Councils, USAID's environmental assessment guidelines for activities involving "critical wildlife habitat", water development, and/or re-settlement.

   RECOMMENDED ACTION: Phase II design analyses should include: 1) a retrospective audit/analysis of project-funded infrastructural projects; 2) an analysis of proposed infrastructural projects; and, 3) future grant agreements should clearly specify those steps to be followed to ensure the technical, social, economic and ecological soundness of infrastructural activities to be funded by USAID.

CONSERVATION OF THE RESOURCE BASE
General

4. PROBLEM/ISSUE: DNPWLM continue to experience difficulties in meeting project responsibilities. Personnel and financial limitations continue to be a key problem.

   STEPS TAKEN TO RESOLVE: USAID agreed to fund a number of recurrent cost items (e.g.,

vel and subsistence allowances, as well as fuel for DNPWLM vehicles and aircraft), and funds ve been earmarked to hire short-term project research consultants and an administrative officer.

OMMENDED ACTION: To achieve the Project's objectives under the first phase of this USAID must continue to be flexible in its approach to resolving DNPWLM financial and nei woes. The GOZ must, however, be encouraged to honour its contribution agreements ind to demonstrate its commitment to a national policy of resource conservation. Government should be encouraged to accept World Bank recommendations that DNPWLM move to a parastatal r authority status. USAID should support those recommendations, and future support for "line" rtmental activities should only be considered where Government demonstrates similar interest. rwise, support for DNPWLM should be restricted to those activities which contribute directly the development of CAMPFIRE initiatives outside of the National Parks estate.

MAJOR ACCOMPLISHMENTS DURING THE REPORTING PERIOD

OTE: Section C "Outputs" report the major accomplishments achieved by Project Implementors-., DNPWLM, ZIMTRUST, and CASS. This section reports major Project Management accomplishments.)

PLANNED: To bridge the management gap left by the departure of ZIMTRUST counterpart, Mr. Julian Sturgeon, Project Officer was seeking to establish a closer reporting relationship with the ZIMTRUST field office in Bulawayo.

IAL: Project Officer succeeded in developing a reporting relationship with Bulawayo office er, Mr. Leseho Manala. Unfortunately, Mr. Manala was relieved of his duties in November, Since that time, Mr. Marko Ngwenya has been acting as Bulawayo Office Manager. The Officer has visited the Bulawayo Office three times since Mr. Manala left, and on each occasion has held frank and open discussions with Mr. Ngwenya and the four District Areas Managers, on subjects such as environmental assessment requirements, the future of USAID's support for CAMPFIRE, etc.

PLANNED: ZIMTRUST and CASS grants were to be amended to 1.) add additional funds; and 2.) extend the time period for completion of project tasks under the current "Phase I" time frame.

ACTUAL: ZIMTRUST grant amended to add funds in October, 1993. CASS and ZIMTRUST rants both amended in April, 1994 to extend grant time period to August 31, 1995.

PLANNED: Coordinate mid-term evaluation of NRM (Zimbabwe) Project.

ACTUAL: Evaluation designed during mid-1993 and carried out in December 1993. Comments requested from project implementors and final evaluation report received in March 1994.

PLANNED: Coordinate and hold semi-annual Project Implementation Committee meetings.

ACTUAL: Meetings held in September 1993 and May 1994.

PLANNED: Develop action plan for expanding bilateral support for Zimbabwe's NRM Project activities.

ACTUAL: Project Officer participated in development of Mission's CPSP, which included Natural Resources Management as a Target under Strategic Objective 1-i.e., enhancing food security in Natural Regions IV and V. Phase II design under way, with plans to obligate bilateral funds for NRM in July/August 1994.

6. PLANNED: Plan project site visitation for Mission personnel to witness community decision-making "in action".

   ACTUAL: Site visitations discussed with Project implementors.

7. PLANNED: Meet counterpart donor NRM Officers (e.g., ODA, CIDA, NORAD, GTZ, NUFFIC) to investigate areas mutual interest, and explore potential for joint funding of NRM activities.

   ACTUAL: Project Officer has met with CIDA, GTZ, Dutch, ODA, and EC counterparts to discuss areas of mutual interest in the NRM sector. Latest meeting has resulted in the proposal to establish an NRM "Working Group", which will meet around specific topics. The June meeting of the working group will focus on "CAMPFIRE and Sustainable Resource Utilization".

8. PLANNED: Examine technical review process for approving project-funded infra-structural projects (e.g., dams, boreholes, roads and bridges, etc).

   ACTUAL: Processes reviewed in relation to AID assessment requirements, and gaps identified. AID requirements discussed with Project implementors, and technical assessments now included as a routine component in the design of infrastructural activities.

F. IMPORTANT ACTIONS OVER THE NEXT REPORTING PERIOD, TIME FRAME AND ACTION AGENT

(NOTE: Each implementing agency has submitted work plans for the next reporting period. These work plans identify important actions which will contribute to achieving major log frame outputs. The important actions listed below refer specifically to project management.)

1. ACTIVITY: Conclude design of bilateral NRM "Phase II" Project and obligate FY94 funds.

   RESPONSIBLE OFFICER(S): Project Officer, General Development Officer, Project Design Officer, Technical Analysts, Mission Director.

   TARGET ACHIEVEMENT: August 31, 1994.

2. ACTIVITY: Current grants to ZIMTRUST and CASS to be amended to fund Phase II activities.

   RESPONSIBLE OFFICER(S): Project Officer, RLA, and implementing agencies.

   TARGET ACHIEVEMENT DATE: October 1, 1994.

ACTIVITY: Draft and authorize grants for new Phase II implementors.

RESPONSIBLE OFFICER: Project Officer, RLA, and implementing agencies.

TARGET ACHIEVEMENT DATE: December 31, 1994.

ACTIVITY: Initiate commodity procurements for Phase II implementors.

RESPONSIBLE OFFICER: Project Officer, EXO and RCMO.

TARGET ACHIEVEMENT DATE: December 31, 1994.

ACTIVITY: Visit Project Area with interested Mission personnel.

RESPONSIBLE OFFICER(S): Project Officer

TARGET ACHIEVEMENT DATE: September 1, 1993.

STATUS OF EVALUATION OR AUDIT RECOMMENDATIONS (IF APPLICABLE)

Non-Federal Audit of Zimbabwe Trust conducted in November, 1991. RIG Audit of Zimbabwe Trust conducted in March, 1992. All outstanding RIG audit recommendations closed by March, 1993. Bill of collection issued to Zimbabwe Trust.

Status: ZIMTRUST seeking to include indirect cost component within grant budget. Overhead audit being conducted in June, 1994.

Mid-Term Evaluation Recommendations

Convene workshop to give implementors an opportunity to discuss their options for the future.

Status: Workshop held March 1994.

The project's regional focus should be revised.

Status: Phase II NRM activities to be funded out of Mission's bilateral OYB.

The project should adopt a national focus.

Status: Phase II Design workshop included all relevant CAMPFIRE implementors in the planning process.

Project activities need to become more demand driven.

Status: Phase II Design workshop produced recommendations for placing funding decision-making more firmly in the hands of CAMPFIRE "Producer Communities".

e. Future infrastructural investments require appropriate safeguards.

Status: Technical analysis for Phase II to include environmental audit, and grant amendments to include necessary AID environmental assessment requirements.

f. Project implementation committee needs over-hauling to become a coordinating committee which discusses, coordinates, approves and advocates Project work.

Status: Project management discussed as Phase II workshop, and recommendations produced which among other things, identify the CAMPFIRE Association, and not DNPWLM, as the appropriate "lead" agency.

g. Financial management issues, which have been a source of stress in the past, should, in future, be handled in a sensitive manner.

Status: Project Officer and Controller currently seeking to conclude CASS audit, and establish overhead rates for ZIMTRUST.

H. MISSION DIRECTOR'S ASSESSMENT

Recognizing that: 1) the pilot phase of this project has been successful in demonstrating the technical, social, economic and ecological viability of community-based natural resources management for increasing household and community incomes; and, (2) that there is a continuing need to support natural resources management interventions within the context of sustainable development in Zimbabwe; project management is hereby directed to amend the project, bearing in mind the following:

a. Phase II activities should support the CAMPFIRE movement on a national, program-level, basis;

b. Phase II activities should assist the CAMPFIRE Association in developing its capacity to facilitate the coordination of project planning and management;

c. Mechanisms to assess the ecological/environmental, social and economic soundness of Phase II activities involving infrastructural components need to be established prior to the commitment of funds for such activities;

d. Phase II support for CAMPFIRE Association members, especially District Councils, should be channelled through an appropriate financial/management structure; and,

e. Phase II support for National Parks must be made conditional upon GOZ acceptance of World Bank recommendations to re-structure the Department to make it financially self-sustaining.

5C(2) - ASSISTANCE CHECKLIST

Listed below are statutory criteria applicable to the assistance resources themselves, rather than to the eligibility of a country to receive assistance. This section is divided into three parts. Part A includes criteria applicable to both Development Assistance and Economic Support Fund resources. Part B includes criteria applicable only to Development Assistance resources. Part C includes criteria applicable only to Economic Support Funds.

CROSS REFERENCE: IS COUNTRY CHECKLIST UP TO DATE?

- The Country Checklist was filed with the first PP of the fiscal year: Project No. 613-0230, Zimbabwe Family Planning.

A. CRITERIA APPLICABLE TO BOTH DEVELOPMENT ASSISTANCE AND ECONOMIC SUPPORT FUNDS

1. **Host Country Development Efforts** (FAA Sec. 601(a)): Information and conclusions on whether assistance will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture, and commerce; and (f) strengthen free labor unions.

- This Assistance will increase the export of wildlife products; tourism in Zimbabwe; the private development of wildlife; and the growth of communal organizations.

2. **U.S. Private Trade and Investment** (FAA Sec. 601(b)): Information and conclusions on how assistance will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

- U.S. sources will provide TA, training, and management services.

3. Congressional Notification

a. General requirement (FY 1993 Appropriations Act Sec. 522; FAA Sec. 634A): If money is to be obligated for an activity not previously justified to Congress, or for an amount in excess of amount previously justified to Congress, has Congress been properly notified (unless the Appropriations Act notification requirement has been waived because of substantial risk to human health or welfare)? — YES

b. Notice of new account obligation (FY 1993 Appropriations Act Sec. 514): If funds are being obligated under an appropriation account to which they were not appropriated, has the President consulted with and provided a written justification to the House and Senate Appropriations Committees and has such obligation been subject to regular notification procedures? — N/A

c. Cash transfers and nonproject sector assistance (FY 1993 Appropriations Act Sec. 571(b)(3)): If funds are to be made available in the form of cash transfer or nonproject sector assistance, has the Congressional notice included a detailed description of how the funds will be used, with a discussion of U.S. interests to be served and a description of any economic policy reforms to be promoted? — N/A

4. Engineering and Financial Plans (FAA Sec. 611(a)): Prior to an obligation in excess of $500,000, will there be: (a) engineering, financial or other plans necessary to carry out the assistance; and (b) a reasonably firm estimate of the cost to the U.S. of the assistance? — YES. IN ADDITION, A CONDITION PRECEDENT WILL ENSURE THAT SPECIFIC PLANS FOR EACH CONSTRUCTION ACTIVITY ARE IN PLACE BEFORE DISBURSEMENT.

5. Legislative Action (FAA Sec. 611(a)(2)): If legislative action is required within recipient country with respect to an obligation in excess of $500,000, what is the basis for a reasonable expectation that such action — N/A

will be completed in time to permit orderly accomplishment of the purpose of the assistance?

6. **Water Resources** (FAA Sec. 611(b); FY 1993 Appropriations Act Sec. 501): If project is for water or water-related land resource construction, have benefits and costs been computed to the extent practicable in accordance with the principles, standards, and procedures established pursuant to the Water Resources Planning Act (42 U.S.C. 1962, et seq.)? (See A.I.D. Handbook 3 for guidelines.) — N/A

7. **Cash Transfer and Sector Assistance** (FY 1993 Appropriations Act Sec. 571(b)): Will cash transfer or nonproject sector assistance be maintained in a separate account and not commingled with other funds (unless such requirements are waived by Congressional notice for nonproject sector assistance)? — N/A

8. **Capital Assistance** (FAA Sec. 611(e)): If project is capital assistance (e.g., construction), and total U.S. assistance for it will exceed $1 million, has Mission Director certified and Regional Assistant Administrator taken into consideration the country's capability to maintain and utilize the project effectively? — YES

9. **Multiple Country Objectives** (FAA Sec. 601(a)): Information and conclusions on whether projects will encourage efforts of the country to: (a) increase the flow of international trade; (b) foster private initiative and competition; (c) encourage development and use of cooperatives, credit unions, and savings and loan associations; (d) discourage monopolistic practices; (e) improve technical efficiency of industry, agriculture and commerce; and (f) strengthen free labor unions. — SEE PAGE 1, QUESTION 1 ABOVE.

10. U.S. Private Trade (FAA Sec. 601(b)): Information and conclusions on how project will encourage U.S. private trade and investment abroad and encourage private U.S. participation in foreign assistance programs (including use of private trade channels and the services of U.S. private enterprise).

SEE PAGE 1, QUESTION 2 ABOVE.

11. Local Currencies

a. Recipient Contributions (FAA Secs. 612(b), 636(h)): Describe steps taken to assure that, to the maximum extent possible, the country is contributing local currencies to meet the cost of contractual and other services, and foreign currencies owned by the U.S. are utilized in lieu of dollars.

GOZ CONTRIBUTIONS ALREADY EXCEED THE EQUIVALENT OF US$4.9 MILLION, AND RDC EARNINGS AVAILABLE FOR REINVESTMENT ARE EXPECTED TO REACH THE EQUIVALENT OF US$1 MILLION ANNUALLY.

b. U.S.-Owned Currency (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release?

NO

c. Separate Account (FY 1993 Appropriations Act Sec. 571). If assistance is furnished to a foreign government under arrangements which result in the generation of local currencies:

N/A

(1) Has A.I.D. (a) required that local currencies be deposited in a separate account established by the recipient government, (b) entered into an agreement with that government providing the amount of local currencies to be generated and the terms and conditions under which the currencies so deposited may be utilized, and (c) established by agreement the responsibilities of A.I.D. and that government to monitor and account for deposits into and disbursements from the separate account?

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(2) Will such local currencies, or an equivalent amount of local currencies, be used only to carry out the purposes of the DA or ESF chapters of the FAA (depending on which chapter is the source of the assistance) or for the administrative requirements of the United States Government? -

(3) Has A.I.D. taken all appropriate steps to ensure that the equivalent of local currencies disbursed from the separate account are used for the agreed purposes? -

(4) If assistance is terminated to a country, will any unencumbered balances of funds remaining in a separate account be disposed of for purposes agreed to by the recipient government and the United States Government? -

12. Trade Restrictions

a. Surplus Commodities (FY 1993 Appropriations Act Sec. 520(a)): If assistance is for the production of any commodity for export, is the commodity likely to be in surplus on world markets at the time the resulting productive capacity becomes operative, and is such assistance likely to cause substantial injury to U.S. producers of the same, similar or competing commodity? NO

b. Textiles (Lautenberg Amendment) (FY 1993 Appropriations Act Sec. 520(c)): Will the assistance (except for programs in Caribbean Basin Initiative countries under U.S. Tariff Schedule "Section 807," which allows reduced tariffs on articles assembled abroad from U.S.-made components) be used directly to procure feasibility studies, prefeasibility studies, or project profiles of potential investment in, or to assist the establishment of facilities specifically designed for, the manufacture for export to the United States or to third country markets in direct competition with U.S. exports, of NO

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textiles, apparel, footwear, handbags, flat goods (such as wallets or coin purses worn on the person), work gloves or leather wearing apparel?

13. **Tropical Forests** (FY 1991 Appropriations Act Sec. 533(c)(3)(as referenced in section 532(d) of the FY 1993 Appropriations Act): Will funds be used for any program, project or activity which would (a) result in any significant loss of tropical forests, or (b) involve industrial timber extraction in primary tropical forest areas? NO

14. **PVO Assistance**

a. **Auditing and registration** (FY 1993 Appropriations Act Sec. 536): If assistance is being made available to a PVO, has that organization provided upon timely request any document, file, or record necessary to the auditing requirements of A.I.D., and is the PVO registered with A.I.D.? YES

b. **Funding sources** (FY 1993 Appropriations Act, Title II, under heading "Private and Voluntary Organizations"): If assistance is to be made to a United States PVO (other than a cooperative development organization), does it obtain at least 20 percent of its total annual funding for international activities from sources other than the United States Government? YES

15. **Project Agreement Documentation** (State Authorization Sec. 139 (as interpreted by conference report)): Has confirmation of the date of signing of the project agreement, including the amount involved, been cabled to State L/T and A.I.D. LEG within 60 days of the agreement's entry into force with respect to the United States, and has the full text of the agreement been pouched to those same offices? (See Handbook 3, Appendix 6G for agreements covered by this provision). WILL DO

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16. **Metric System** (Omnibus Trade and Competitiveness Act of 1988 Sec. 5164, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance activity use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

THE PROJECT FOLLOWS ZIMBABWEAN CUSTOM IN THE USE OF THE METRIC SYSTEM.

17. **Women in Development** (FY 1993 Appropriations Act, Title II, under heading "Women in Development"): Will assistance be designed so that the percentage of women participants will be demonstrably increased?

YES

18. **Regional and Multilateral Assistance** (FAA Sec. 209): Is assistance more efficiently and effectively provided through regional or multilateral organizations? If so, why is assistance not so provided? Information and conclusions on whether assistance will encourage developing countries to cooperate in regional development programs.

MOST OF THIS ASSISTANCE WILL BE BEST PROVIDED BILATERALLY; HOWEVER, THE EDUCATION, OUTREACH AND COMMUNICATION ACTIVITIES WILL HAVE REGIONAL AUDIENCES AND EFFECTS.

19. **Abortions** (FY 1993 Appropriations Act, Title II, under heading "Population, DA," and Sec. 524):

a. Will assistance be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization? NO.

b. Will any funds be used to lobby for abortion? NO

20. Cooperatives (FAA Sec. 111): Will assistance help develop cooperatives, especially by technical assistance, to assist rural and urban poor to help themselves toward a better life? YES, INSOFAR AS COMMUNAL ORGANIZATIONS ARE FORMS OF COOPERATIVES.

21. U.S.-Owned Foreign Currencies

a. Use of currencies (FAA Secs. 612(b), 636(h); FY 1993 Appropriations Act Secs. 507, 509): Are steps being taken to assure that, to the maximum extent possible, foreign currencies owned by the U.S. are utilized in lieu of dollars to meet the cost of contractual and other services. N/A

b. Release of currencies (FAA Sec. 612(d)): Does the U.S. own excess foreign currency of the country and, if so, what arrangements have been made for its release? NO

22. Procurement

a. Small business (FAA Sec. 602(a)): Are there arrangements to permit U.S. small business to participate equitably in the furnishing of commodities and services financed? COMPETITION WILL BE OPEN TO SMALL BUSINESS.

b. U.S. procurement (FAA Sec. 604(a) as amended by section 597 of the FY 1993 Appropriations Act): Will all procurement be from the U.S., the recipient country, or developing countries except as otherwise determined in accordance with the criteria of this section? YES

c. Marine insurance (FAA Sec. 604(d)): If the cooperating country discriminates against marine insurance companies authorized to do business in the U.S., will commodities be insured in the United States against marine risk with such a company?	YES
d. Non-U.S. agricultural procurement (FAA Sec. 604(e)): If non-U.S. procurement of agricultural commodity or product thereof is to be financed, is there provision against such procurement when the domestic price of such commodity is less than parity? (Exception where commodity financed could not reasonably be procured in U.S.)	N/A
e. Construction or engineering services (FAA Sec. 604(g)): Will construction or engineering services be procured from firms of advanced developing countries which are otherwise eligible under Code 941 and which have attained a competitive capability in international markets in one of these areas? (Exception for those countries which receive direct economic assistance under the FAA and permit United States firms to compete for construction or engineering services financed from assistance programs of these countries.)	THESE SMALL PROJECTS ARE LIKELY TO BE OF INTEREST ONLY TO LOCAL FIRMS
f. Cargo preference shipping (FAA Sec. 603)): Is the shipping excluded from compliance with the requirement in section 901(b) of the Merchant Marine Act of 1936, as amended, that at least 50 percent of the gross tonnage of commodities (computed separately for dry bulk carriers, dry cargo liners, and tankers) financed shall be transported on privately owned U.S. flag commercial vessels to the extent such vessels are available at fair and reasonable rates?	NO
g. Technical assistance (FAA Sec. 621(a)): If technical assistance is financed, will such assistance be furnished by private enterprise on a contract basis to the fullest extent practicable? Will the	YES

facilities and resources of other Federal agencies be utilized, when they are particularly suitable, not competitive with private enterprise, and made available without undue interference with domestic programs? — YES

h. U.S. air carriers (International Air Transportation Fair Competitive Practices Act, 1974): If air transportation of persons or property is financed on grant basis, will U.S. carriers be used to the extent such service is available? — YES

i. Termination for convenience of U.S. Government (FY 1993 Appropriations Act Sec. 504): If the U.S. Government is a party to a contract for procurement, does the contract contain a provision authorizing termination of such contract for the convenience of the United States? — YES

j. Consulting services (FY 1993 Appropriations Act Sec. 523): If assistance is for consulting service through procurement contract pursuant to 5 U.S.C. 3109, are contract expenditures a matter of public record and available for public inspection (unless otherwise provided by law or Executive order)? — YES

k. Metric conversion (Omnibus Trade and Competitiveness Act of 1988, as interpreted by conference report, amending Metric Conversion Act of 1975 Sec. 2, and as implemented through A.I.D. policy): Does the assistance program use the metric system of measurement in its procurements, grants, and other business-related activities, except to the extent that such use is impractical or is likely to cause significant inefficiencies or loss of markets to United States firms? Are bulk purchases usually to be made in metric, and are components, subassemblies, and semi-fabricated materials to be specified in metric units when economically available and technically adequate? Will A.I.D. specifications use metric units of measure from the earliest programmatic stages, and from the earliest — SEE PAGE 7, QUESTION 16, ABOVE.

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documentation of the assistance processes (for example, project papers) involving quantifiable measurements (length, area, volume, capacity, mass and weight), through the implementation stage?

1. **Competitive Selection Procedures** (FAA Sec. 601(e)): Will the assistance utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? YES

23. **Construction**

a. **Capital project** (FAA Sec. 601(d)): If capital (e.g., construction) project, will U.S. engineering and professional services be used? NO

b. **Construction contract** (FAA Sec. 611(c)): If contracts for construction are to be financed, will they be let on a competitive basis to maximum extent practicable? YES

c. **Large projects, Congressional approval** (FAA Sec. 620(k)): If for construction of productive enterprise, will aggregate value of assistance to be furnished by the U.S. not exceed $100 million (except for productive enterprises in Egypt that were described in the Congressional Presentation), or does assistance have the express approval of Congress? N/A

24. **U.S. Audit Rights** (FAA Sec. 301(d)): If fund is established solely by U.S. contributions and administered by an international organization, does Comptroller General have audit rights? N/A

25. **Communist Assistance** (FAA Sec. 620(h). Do arrangements exist to insure that United States foreign aid is not used in a manner which, contrary to the best interests of the United States, promotes or assists the foreign aid projects or activities of the Communist-bloc countries? YES

26. **Narcotics**

a. **Cash reimbursements** (FAA Sec. 483): Will arrangements preclude use of financing to make reimbursements, in the form of cash payments, to persons whose illicit drug crops are eradicated? — N/A

b. **Assistance to narcotics traffickers** (FAA Sec. 487): Will arrangements take "all reasonable steps" to preclude use of financing to or through individuals or entities which we know or have reason to believe have either: (1) been convicted of a violation of any law or regulation of the United States or a foreign country relating to narcotics (or other controlled substances); or (2) been an illicit trafficker in, or otherwise involved in the illicit trafficking of, any such controlled substance? — N/A

27. **Expropriation and Land Reform** (FAA Sec. 620(g)): Will assistance preclude use of financing to compensate owners for expropriated or nationalized property, except to compensate foreign nationals in accordance with a land reform program certified by the President? — YES

28. **Police and Prisons** (FAA Sec. 660): Will assistance preclude use of financing to provide training, advice, or any financial support for police, prisons, or other law enforcement forces, except for narcotics programs? — NO. UNDER FAA 119(b) TRAINING OF ANTI-POACHING SQUADS TO PRESERVE BIODIVERSITY IS EXPRESSLY AUTHORIZED, NOTWITHSTANDING SECTION 660.

29. **CIA Activities** (FAA Sec. 662): Will assistance preclude use of financing for CIA activities? — YES

30. **Motor Vehicles** (FAA Sec. 636(i)): Will assistance preclude use of financing for purchase, sale, long-term lease, exchange or guaranty of the sale of motor vehicles manufactured outside U.S., unless a waiver is obtained? — YES

31. **Military Personnel** (FY 1993 Appropriations Act Sec. 503): Will assistance preclude use of financing to pay pensions, annuities, retirement pay, or adjusted service compensation for prior or current military personnel? **YES**

32. **Payment of U.N. Assessments** (FY 1993 Appropriations Act Sec. 505): Will assistance preclude use of financing to pay U.N. assessments, arrearages or dues? **YES**

33. **Multilateral Organization Lending** (FY 1993 Appropriations Act Sec. 506): Will assistance preclude use of financing to carry out provisions of FAA section 209(d) (transfer of FAA funds to multilateral organizations for lending)? **YES**

34. **Export of Nuclear Resources** (FY 1993 Appropriations Act Sec. 510): Will assistance preclude use of financing to finance the export of nuclear equipment, fuel, or technology? **YES**

35. **Repression of Population** (FY 1993 Appropriations Act Sec. 511): Will assistance preclude use of financing for the purpose of aiding the efforts of the government of such country to repress the legitimate rights of the population of such country contrary to the Universal Declaration of Human Rights? **YES**

36. **Publicity or Propaganda** (FY 1993 Appropriations Act Sec. 516): Will assistance be used for publicity or propaganda purposes designed to support or defeat legislation pending before Congress, to influence in any way the outcome of a political election in the United States, or for any publicity or propaganda purposes not authorized by Congress? **NO**

37. **Marine Insurance** (FY 1993 Appropriations Act Sec. 560): Will any A.I.D. contract and solicitation, and subcontract entered into under such contract, include a clause requiring that U.S. marine insurance companies have a fair opportunity to bid for marine insurance when such insurance is necessary or appropriate? YES

38. **Exchange for Prohibited Act** (FY 1993 Appropriations Act Sec. 565): Will any assistance be provided to any foreign government (including any instrumentality or agency thereof), foreign person, or United States person in exchange for that foreign government or person undertaking any action which is, if carried out by the United States Government, a United States official or employee, expressly prohibited by a provision of United States law? NO

39. **Commitment of Funds** (FAA Sec. 635(h)): Does a contract or agreement entail a commitment for the expenditure of funds during a period in excess of 5 years from the date of the contract or agreement? NO

40. **Impact on U.S. Jobs** (FY 1993 Appropriations Act, Sec. 599):

(a) Will any financial incentive be provided to a business located in the U.S. for the purpose of inducing that business to relocate outside the U.S. in a manner that would likely reduce the number of U.S. employees of that business? NO

(b) Will assistance be provided for the purpose of establishing or developing an export processing zone or designated area in which the country's tax, tariff, labor, environment, and safety laws do not apply? If so, has the President determined and certified that such assistance is not likely to cause a loss of jobs within the U.S.? NO

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(c) Will assistance be provided for a project or activity that contributes to the violation of internationally recognized workers rights, as defined in section 502(a)(4) of the Trade Act of 1974, of workers in the recipient country? NO

B. CRITERIA APPLICABLE TO DEVELOPMENT ASSISTANCE ONLY

1. **Agricultural Exports (Bumpers Amendment)** (FY 1993 Appropriations Act Sec. 521(b), as interpreted by conference report for original enactment): If assistance is for agricultural development activities (specifically, any testing or breeding feasibility study, variety improvement or introduction, consultancy, publication, conference, or training), are such activities: (1) specifically and principally designed to increase agricultural exports by the host country to a country other than the United States, where the export would lead to direct competition in that third country with exports of a similar commodity grown or produced in the United States, and can the activities reasonably be expected to cause substantial injury to U.S. exporters of a similar agricultural commodity; or (2) in support of research that is intended primarily to benefit U.S. producers? N/A

2. **Tied Aid Credits** (FY 1993 Appropriations Act, Title II, under heading "Economic Support Fund"): Will DA funds be used for tied aid credits? NO

3. **Appropriate Technology** (FAA Sec. 107): Is special emphasis placed on use of appropriate technology (defined as relatively smaller, cost-saving, labor-using technologies that are generally most appropriate for the small farms, small businesses, and small incomes of the poor)? YES

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4. **Indigenous Needs and Resources** (FAA Sec. 281(b)): Describe extent to which the activity recognizes the particular needs, desires, and capacities of the people of the country; utilizes the country's intellectual resources to encourage institutional development; and supports civic education and training in skills required for effective participation in governmental and political processes essential to self-government.

RESIDENTS OF WILDLIFE ZONES ARE WILLING AND INCREASINGLY ABLE TO ASSUME MANAGEMENT OF THESE SERVICES; THE PROJECT WILL DEVELOP THEIR LOCAL INITIATIVES A STEP ON THE ROAD TO SELF-GOVERNMENT.

5. **Economic Development** (FAA Sec. 101(a)): Does the activity give reasonable promise of contributing to the development of economic resources, or to the increase of productive capacities and self-sustaining economic growth?

STRONG PROMISE AS REGARDS ALL THREE WITH SOME RESULTS ALREADY NOTED.

6. **Special Development Emphases** (FAA Secs. 102(b), 113, 281(a)): Describe extent to which activity will: (a) effectively involve the poor in development by extending access to economy at local level, increasing labor-intensive production and the use of appropriate technology, dispersing investment from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using appropriate U.S. institutions; (b) encourage democratic private and local governmental institutions; (c) support the self-help efforts of developing countries; (d) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (e) utilize and encourage regional cooperation by developing countries.

THIS IS ACCESS AT THE LOWEST LEVEL, WITH SIMPLE TECHNOLOGIES AND WIDE PARTICIPATION;

THE INSTITUTIONS BEING STRENGTHENED ARE PRIVATE, LOCAL, AND DEMOCRATIC;

WOMEN HAVE ROLES IN THIS FAMILY-LEVEL VENTURE; AND THE WILDLIFE IS REGIONAL, AND COOPERATION IS GROWING

7. **Recipient Country Contribution** (FAA Secs. 110, 124(d)): Will the recipient country provide at least 25 percent of the costs of the program, project, or activity with respect to which the assistance is to be furnished (or is the latter cost-sharing requirement being waived for a "relatively least developed" country)?

YES; THIS REQUIREMENT WILL BE MET BY THE REINVESTMENT OF COMMUNITY EARNINGS GENERATED BY THE PROJECT (SEE SECTION IV-A-2)

8. **Benefit to Poor Majority (FAA Sec. 128(b)):** If the activity attempts to increase the institutional capabilities of private organizations or the government of the country, or if it attempts to stimulate scientific and technological research, has it been designed and will it be monitored to ensure that the ultimate beneficiaries are the poor majority?

- THESE BENEFICIARIES ARE THE POOREST OF THE POOR MAJORITY

9. **Abortions (FAA Sec. 104(f); FY 1993 Appropriations Act, Title II, under heading "Population, DA," and Sec. 534):**

a. Are any of the funds to be used for the performance of abortions as a method of family planning or to motivate or coerce any person to practice abortions?

NO

b. Are any of the funds to be used to pay for the performance of involuntary sterilization as a method of family planning or to coerce or provide any financial incentive to any person to undergo sterilizations?

NO

c. Are any of the funds to be made available to any organization or program which, as determined by the President, supports or participates in the management of a program of coercive abortion or involuntary sterilization?

NO

d. Will funds be made available only to voluntary family planning projects which offer, either directly or through referral to, or information about access to, a broad range of family planning methods and services?

NO

e. In awarding grants for natural family planning, will any applicant be discriminated against because of such applicant's religious or conscientious commitment to offer only natural family planning?

NO

f. Are any of the funds to be used to pay for any biomedical research which relates, in whole or in part, to

NO

methods of, or the performance of, abortions or involuntary sterilization as a means of family planning?

g. Are any of the funds to be made available to any organization if the President certifies that the use of these funds by such organization would violate any of the above provisions related to abortions and involuntary sterilization? — NO

10. **Contract Awards** (FAA Sec. 601(e)): Will the project utilize competitive selection procedures for the awarding of contracts, except where applicable procurement rules allow otherwise? — YES

11. **Disadvantaged Enterprises** (FY 1993 Appropriations Act Sec. 563): What portion of the funds will be available only for activities of economically and socially disadvantaged enterprises, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic Americans, and private and voluntary organizations which are controlled by individuals who are black Americans, Hispanic Americans, or Native Americans, or who are economically or socially disadvantaged (including women)? — IN ACCORDANCE WITH THE REQUIREMENTS OF THE APPROPRIATION ACT, CONTRACTS OVER $500,000 WILL CONTAIN THE PROVISION REQUIRING THAT 10% BE SUBCONTRACTED TO DISADVANTAGED ENTERPRISES.

12. **Biological Diversity** (FAA Sec. 119(g): Will the assistance: (a) support training and education efforts which improve the capacity of recipient countries to prevent loss of biological diversity; (b) be provided under a long-term agreement in which the recipient country agrees to protect ecosystems or other wildlife habitats; (c) support efforts to identify and survey ecosystems in recipient countries worthy of protection; or (d) by any direct or indirect means significantly degrade national parks or similar protected areas or introduce exotic plants or animals into such areas?

a - YES

b - YES

c - YES

d - NO

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13. Tropical Forests (FAA Sec. 118; FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act):

a. A.I.D. Regulation 16: Does the assistance comply with the environmental procedures set forth in A.I.D. Regulation 16?

YES

b. Conservation: Does the assistance place a high priority on conservation and sustainable management of tropical forests? Specifically, does the assistance, to the fullest extent feasible: (1) stress the importance of conserving and sustainably managing forest resources; (2) support activities which offer employment and income alternatives to those who otherwise would cause destruction and loss of forests, and help countries identify and implement alternatives to colonizing forested areas; (3) support training programs, educational efforts, and the establishment or strengthening of institutions to improve forest management; (4) help end destructive slash-and-burn agriculture by supporting stable and productive farming practices; (5) help conserve forests which have not yet been degraded by helping to increase production on lands already cleared or degraded; (6) conserve forested watersheds and rehabilitate those which have been deforested; (7) support training, research, and other actions which lead to sustainable and more environmentally sound practices for timber harvesting, removal, and processing; (8) support research to expand knowledge of tropical forests and identify alternatives which will prevent forest destruction, loss, or degradation; (9) conserve biological diversity in forest areas by supporting efforts to identify, establish, and maintain a representative network of protected tropical forest ecosystems on a worldwide basis, by making the establishment of protected areas a condition of support for activities involving forest clearance or degradation,

THIS PROJECT DOES NOT DEAL DIRECTLY WITH FOREST CONSERVATION; HOWEVER IT TOUCHES POSITIVELY ON PRINTS 2, 4, 6, 9, 12 AND 13.

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and by helping to identify tropical forest ecosystems and species in need of protection and establish and maintain appropriate protected areas; (10) seek to increase the awareness of U.S. Government agencies and other donors of the immediate and long-term value of tropical forests; (11) utilize the resources and abilities of all relevant U.S. government agencies; (12) be based upon careful analysis of the alternatives available to achieve the best sustainable use of the land; and (13) take full account of the environmental impacts of the proposed activities on biological diversity?

c. **Forest degradation:** Will assistance be used for: (1) the procurement or use of logging equipment, unless an environmental assessment indicates that all timber harvesting operations involved will be conducted in an environmentally sound manner and that the proposed activity will produce positive economic benefits and sustainable forest management systems; (2) actions which will significantly degrade national parks or similar protected areas which contain tropical forests, or introduce exotic plants or animals into such areas; (3) activities which would result in the conversion of forest lands to the rearing of livestock; (4) the construction, upgrading, or maintenance of roads (including temporary haul roads for logging or other extractive industries) which pass through relatively undergraded forest lands; (5) the colonization of forest lands; or (6) the construction of dams or other water control structures which flood relatively undergraded forest lands, unless with respect to each such activity an environmental assessment indicates that the activity will contribute significantly and directly to improving the livelihood of the rural poor and will be conducted in an environmentally sound manner which supports sustainable development? NO

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d. **Sustainable forestry:** If assistance relates to tropical forests, will project assist countries in developing a systematic analysis of the appropriate use of their total tropical forest resources, with the goal of developing a national program for sustainable forestry? N/A

e. **Environmental impact statements:** Will funds be made available in accordance with provisions of FAA Section 117(c) and applicable A.I.D. regulations requiring an environmental impact statement for activities significantly affecting the environment? YES

14. **Energy** (FY 1991 Appropriations Act Sec. 533(c) as referenced in section 532(d) of the FY 1993 Appropriations Act): If assistance relates to energy, will such assistance focus on: (a) end-use energy efficiency, least-cost energy planning, and renewable energy resources, and (b) the key countries where assistance would have the greatest impact on reducing emissions from greenhouse gases? N/A

15. **Debt-for-Nature Exchange** (FAA Sec. 463): If project will finance a debt-for-nature exchange, describe how the exchange will support protection of: (a) the world's oceans and atmosphere, (b) animal and plant species, and (c) parks and reserves; or describe how the exchange will promote: (d) natural resource management, (e) local conservation programs, (f) conservation training programs, (g) public commitment to conservation, (h) land and ecosystem management, and (i) regenerative approaches in farming, forestry, fishing, and watershed management. N/A

16. **Deobligation/Reobligation** (FY 1993 Appropriations Act Sec. 515): If deob/reob authority is sought to be exercised in the provision of DA assistance, are the funds being obligated for the same general purpose, and for countries within the same region as N/A

originally obligated, and have the House and Senate Appropriations Committees been properly notified?

17. **Loans**

a. **Repayment capacity** (FAA Sec. 122(b)): Information and conclusion on capacity of the country to repay the loan at a reasonable rate of interest. — N/A

b. **Long-range plans** (FAA Sec. 122(b)): Does the activity give reasonable promise of assisting long-range plans and programs designed to develop economic resources and increase productive capacities? — YES

c. **Interest rate** (FAA Sec. 122(b)): If development loan is repayable in dollars, is interest rate at least 2 percent per annum during a grace period which is not to exceed ten years, and at least 3 percent per annum thereafter? — N/A

d. **Exports to United States** (FAA Sec. 620(d)): If assistance is for any productive enterprise which will compete with U.S. enterprises, is there an agreement by the recipient country to prevent export to the U.S. of more than 20 percent of the enterprise's annual production during the life of the loan, or has the requirement to enter into such an agreement been waived by the President because of a national security interest? — N/A

18. **Development Objectives** (FAA Secs. 102(a), 111, 113, 281(a)): Extent to which activity will: (1) effectively involve the poor in development, by expanding access to economy at local level, increasing labor-intensive production and the use of appropriate technology, spreading investment out from cities to small towns and rural areas, and insuring wide participation of the poor in the benefits of development on a sustained basis, using the appropriate U.S. institutions; (2) help develop cooperatives, especially by technical — SEE PAGE 16, QUESTION 6 ABOVE

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assistance, to assist rural and urban poor to help themselves toward better life, and otherwise encourage democratic private and local governmental institutions; (3) support the self-help efforts of developing countries; (4) promote the participation of women in the national economies of developing countries and the improvement of women's status; and (5) utilize and encourage regional cooperation by developing countries?

19. **Agriculture, Rural Development and Nutrition, and Agricultural Research (FAA Secs. 103 and 103A):**

a. **Rural poor and small farmers:** If assistance is being made available for agriculture, rural development or nutrition, describe extent to which activity is specifically designed to increase productivity and income of rural poor; or if assistance is being made available for agricultural research, has account been taken of the needs of small farmers, and extensive use of field testing to adapt basic research to local conditions shall be made.

PRODUCTIVE MANAGEMENT OF WILDLIFE RESOURCES IS EXPECTED TO YIELD PROFITS FOR THE POOR RESIDENTS OF THE WILDLIFE AREAS.

b. **Nutrition:** Describe extent to which assistance is used in coordination with efforts carried out under FAA Section 104 (Population and Health) to help improve nutrition of the people of developing countries through encouragement of increased production of crops with greater nutritional value; improvement of planning, research, and education with respect to nutrition, particularly with reference to improvement and expanded use of indigenously produced foodstuffs; and the undertaking of pilot or demonstration programs explicitly addressing the problem of malnutrition of poor and vulnerable people.

THE STRATEGIC OBJECTIVE OF THE PROJECT IS THE FORMATION OF INCOME TO ADD TO THIS TARGET GROUP'S FOOD SECURITY.

c. **Food security:** Describe extent to which activity increases national food security by improving food policies and management and by strengthening national food reserves, with particular concern for the needs of the

EXPANDED WILDLIFE IS AN EXPANDED FOOD SOURCE, AND INCREASED INCOME MEANS MORE FOOD BUYING POWER

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poor, through measures encouraging domestic production, building national food reserves, expanding available storage facilities, reducing post harvest food losses, and improving food distribution.

20. **Population and Health** (FAA Secs. 104(b) and (c)): If assistance is being made available for population or health activities, describe extent to which activity emphasizes low-cost, integrated delivery systems for health, nutrition and family planning for the poorest people, with particular attention to the needs of mothers and young children, using paramedical and auxiliary medical personnel, clinics and health posts, commercial distribution systems, and other modes of community outreach. N/A

21. **Education and Human Resources Development** (FAA Sec. 105): If assistance is being made available for education, public administration, or human resource development, describe (a) extent to which activity strengthens nonformal education, makes formal education more relevant, especially for rural families and urban poor, and strengthens management capability of institutions enabling the poor to participate in development; and (b) extent to which assistance provides advanced education and training of people of developing countries in such disciplines as are required for planning and implementation of public and private development activities. N/A

22. **Energy, Private Voluntary Organizations, and Selected Development Activities** (FAA Sec. 106): If assistance is being made available for energy, private voluntary organizations, and selected development problems, describe extent to which activity is: N/A

a. concerned with data collection and analysis, the training of skilled personnel, research on and development of suitable energy sources, and pilot projects to test new methods of energy production; and facilitative of

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research on and development and use of small-scale, decentralized, renewable energy sources for rural areas, emphasizing development of energy resources which are environmentally acceptable and require minimum capital investment; -

b. concerned with technical cooperation and development, especially with U.S. private and voluntary, or regional and international development, organizations; -

c. research into, and evaluation of, economic development processes and techniques; -

d. reconstruction after natural or manmade disaster and programs of disaster preparedness; -

e. for special development problems, and to enable proper utilization of infrastructure and related projects funded with earlier U.S. assistance; -

f. for urban development, especially small, labor-intensive enterprises, marketing systems for small producers, and financial or other institutions to help urban poor participate in economic and social development. -

23. **Capital Projects** (Jobs Through Export Act of 1992, Secs. 303 and 306(d)): If assistance is being provided for a capital project, is the project developmentally sound and will the project measurably alleviate the worst manifestations of poverty or directly promote environmental safety and sustainability at the community level? YES

C. CRITERIA APPLICABLE TO ECONOMIC SUPPORT FUNDS ONLY N/A

1. **Economic and Political Stability** (FAA Sec. 531(a)): Will this assistance promote economic and political stability?

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To the maximum extent feasible, is this assistance consistent with the policy directions, purposes, and programs of Part I of the FAA?

2. **Military Purposes** (FAA Sec. 531(e)): Will this assistance be used for military or paramilitary purposes? N/A

3. **Commodity Grants/Separate Accounts** (FAA Sec. 609): If commodities are to be granted so that sale proceeds will accrue to the recipient country, have Special Account (counterpart) arrangements been made? (For FY 1993, this provision is superseded by the separate account requirements of FY 1993 Appropriations Act Sec. 571(a), see Sec. 571(a)(5).) N/A

4. **Generation and Use of Local Currencies** (FAA Sec. 531(d)): Will ESF funds made available for commodity import programs or other program assistance be used to generate local currencies? If so, will at least 50 percent of such local currencies be available to support activities consistent with the objectives of FAA sections 103 through 106? (For FY 1993, this provision is superseded by the separate account requirements of FY 1993 Appropriations Act Sec. 571(a), see Sec. 571(a)(5).) N/A

5. **Cash Transfer Requirements** (FY 1993 Appropriations Act, Title II, under heading "Economic Support Fund," and Sec. 571(b)). If assistance is in the form of a cash transfer: N/A

a. **Separate account:** Are all such cash payments to be maintained by the country in a separate account and not to be commingled with any other funds? N/A

b. **Local currencies:** Will all local currencies that may be generated with funds provided as a cash transfer to such a country also be deposited in a special account, and has A.I.D. entered into an agreement with that government setting forth the amount of the local currencies to be generated, the terms and N/A

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conditions under which they are to be used, and the responsibilities of A.I.D. and that government to monitor and account for deposits and disbursements?

c. **U.S. Government use of local currencies:** Will all such local currencies also be made available to the U.S. government as the U.S. determines necessary for the requirements of the U.S. Government, or to carry out development assistance (including DFA) or ESF purposes? N/A

d. **Congressional notice:** Has Congress received prior notification providing in detail how the funds will be used, including the U.S. interests that will be served by the assistance, and, as appropriate, the economic policy reforms that will be promoted by the cash transfer assistance? N/A

6. **Capital Projects** (Jobs Through Exports Act of 1992, Sec. 306, FY 1993 Appropriations Act, Sec. 595): If assistance is being provided for a capital project, will the project be developmentally-sound and sustainable, i.e., one that is (a) environmentally sustainable, (b) within the financial capacity of the government or recipient to maintain from its own resources, and (c) responsive to a significant development priority initiated by the country to which assistance is being provided. (Please note the definition of "capital project" contained in section 595 of the FY 1993 Appropriations Act.) N/A

DRAFTER:GC/LP:BLester:1/21/93:check1

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INITIAL ENVIRONMENTAL EXAMINATION (IEE) and ENVIRONMENTAL ASSESSMENT (EA) UPDATE

Regional Natural Resources Management Project
Zimbabwe Component Amendment

PROJECT LOCATION: Zimbabwe

PROJECT TITLE/NO.: Regional Natural Resources Management Project Ammendment/No. 690-0251/.13

PROJECT FUNDING: $20.5 million (total)

PROJECT DURATION: FYs 1989-99 (10 years total)

IEE PREPARED BY: Eric R. Loken, Regional Environmental Officer, REDSO/ESA

ENVIRONMENTAL ACTIONS RECOMMENDED:

Positive Determination	
Negative Determination	XX
Categorical Exclusion	XX
Deferral	

SUMMARY OF FINDINGS:

The following environmental threshold decisions are recommended for this project amendment based on a thorough review of project implementation experience to date:

- a **Categorical Exclusion** for project technical assistance, training and education, applied research, institutional strengthening, and regional communications and information exchange activities pursuant to the provisions of 22 CFR 216.2(c)(1)(i) and (iii), and 216.2(c)(2)(i),(ii),(iii) and (v);

- a **Negative Determination** for both the community-based wildlife utilization and natural resource conservation activities pursuant to 22 CFR 216.3(a)(2)(iii). No evidence of significant adverse environmental impacts resulting from project activities were found in this review of project implementation experience to date, and no incidents involving threatened or endangered species or their habitats were reported in project areas. Therefore, the original project EA findings and recommendations on these subjects remain valid and appropriate for this proposed amended project as well, and there is no cause to formally reassess these project activities at this time.

  However, to address certain observed shortcomings in implementing the original EA's environmental monitoring, evaluation and mitigation recommendations, this recommended negative determination is made <u>conditional</u> on the provision of supplemental project technical assistance and training support to augment existing efforts aimed at the establishment of appropriate,

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community-based wildlife and natural resources management capacities within project target areas, including credible wildlife/resource planning, management, monitoring, evaluation, mitigation and enforcement mechanisms implemented by skilled community personnel. These capacities will be developed and implemented under the project in close collaboration with DNPWLM and other concerned GoZ and CCG agencies and interests; and

- a **Negative Determination** for the community/wildlife infrastructure development activities, pursuant to 22 CFR 216.3(a)(2)(iii), through adherence to the sub-activity environmental design feasibility/assessment, review and approval procedures specified herein for each proposed sub-activity, when and as appropriate during the course of project implementation. Proper adherence to these procedures will serve to ensure that all proposed sub-activities are designed and implemented in an environmentally sound and sustainable manner, including any/all necessary provisions for proper sub-activity implementation monitoring, evaluation and/or mitigation.

The results of these recommended environmental monitoring, evaluation and mitigation programs will be periodically reported to cognizant USAID/AFR regional and central environmental officers for their information and future reference and use.

If implemented as recommended herein, this project amendment will be completed in an environmentally sound and sustainable manner, in full accordance with all salient USAID policies and procedures.

IEE APPROVED BY: Carole S. Palma

Carole S. Palma, Acting Director,
USAID/Zimbabwe

Date: 30 Sept 1994

CLEARANCES:

RLA: _____; Date: _____

Bureau Environmental Officer, AFR/SD

Date: _____

AFR/GC

Date: _____

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To: Iqbal Qazi@PDO@DAKAR,Pushkar Brahmbhatt@PDO@GABORONE
Robert E. McColaugh@ANR@GABORONE
Charles Scheibal@PDIS@HARARE
Charles Cutshall@GDO@HARARE,Craig Noren@PRM@LUSAKA
Robin Mason@PDM@MAPUTO
Cc: Meredith Scovill@AFR.SA@AIDW
Sidney A. Chambers@AFR.SA@AIDW
Bcc:
From: John Gaudet@AFR.SD@AIDW
Subject: Status of IEEs
Date: Friday, September 23, 1994 8:31:39 EDT
Attach:
Certify: N
Forwarded by:

Following IEEs have now been approved by the Bureau Environmental Officer and have been sent to GC/AFR for clearance. BEO will notify missions once GC clearance process is complete.

1. Senegal - PVO project (six IEEs)
2. Botswana - NRM (SARP)
3. Zambia - ASLP
4. Mozambique - Rural Access Roads
5. Zimbabwe -NRM (SARP)

Gray Amendment Considerations

The Gray Amendment (Section 579 of P.L. 101-167, the Foreign Operations Export Financing and Related Programs Appropriation Act, 1990) requires A.I.D. to ensure participation in AID projects by business concerns which are owned and controlled by socially and economically disadvantaged individuals, historically black colleges and universities, colleges and universities having a student body in which more than 40 percent of the students are Hispanic American, and private voluntary organizations which are controlled by individuals who are socially and economically disadvantaged, including women, (referred to herein as Gray Amendment entities).

The requirements of AIDAR Notice 90-2, implementing section 579 of the Foreign Assistance Appropriations Act requires that for any contract in excess of $500,000 (except for a contract with a disadvantaged enterprise) not less than 10 percent of the dollar value must be subcontracted to Gray Amendment entities, unless the contracting officer certifies that there is no realistic expectation of U.S. subcontracting opportunities or unless the Administrator approves an exception. This provision applies to "buy-ins" as well as project specific contracts.

Certification

Elements of the project are appropriate for minority or Gray Amendment organization contracting. The procurement plan of this project has been developed with full consideration of maximally involving Gray Amendment organizations in the provision of required goods and services. The Mission will make every effort to identify disadvantaged enterprises, particularly women and minority-owned project. Where possible, qualified Gray Amendment firms will be given considerations for direct contracting as well as in consideration of the buy-in option for services required. The evaluation criteria for the selection of the institutional contractor with responsibility for implementation of the project will include preference for inclusion of Gary Amendment firms above the minimum 10% required.

Furthermore, the Mission will in the case of any contract in excess of $500,000 funded from amounts covered by the Gray Amendment include a provision requiring that no less than ten percent of the dollar value of the contract be subcontracted to Gray Amendment entities unless the Contracting Officer certifies that there is no realistic expectation of U.S. subcontracting opportunities, or unless the prime contractor is a Gray Amendment entity.

Carole S. Palma

Carole S. Palma
Acting Director
USAID Zimbabwe

30 Sept 1994
Date

ANNEX G1

Delivery Order No.
Project No.
Contract No.

ECONOMIC AND FINANCIAL ANALYSIS

Zimbabwe Natural Resources Management Project

July 1994

Prepared for USAID Harare by:

Environmental and Natural Resources Policy and Training Project (EPAT/TA)
Applied Research, Technical Assistance and Training
Winrock International Environmental Alliance
Arlington, VA

Authors:
G. Edward Karch EPAT
Dr. Brian Child DNPWLM Zimbabwe

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Preface

The authors wish to thank all those in Zimbabwe who made this study possible including:

Campfire:

ZimTrust

WWF

DNPWLM

USAID Harare

also Tony Pryor and Tim Resch of USAIDAfrica Bureau ARTS/FARA in Washington DC.

List of Acronyms

AGRITEX	Department of Agricultural, Technical and Extension Services
CA	CAMPFIRE Association
CAMPFIRE	Communal Areas Management Programme for Indigenous Resources
CASS	Centre for Applied Social Studies
CCG	CAMPFIRE Collaborative Group
CITES	Convention on International Trade in Endangered Species
DC	District Council
DNPWLM	Department of National Parks and Wild Life Management
DNR	Department of Natural Resources
EPAT/TA	Environmental and Natural resources Policy and Training Project, Technical Assistance component
FC	Forestry Commission
GOZ	Government of Zimbabwe
MET	Ministry of Environment and Tourism
MLARR	Ministry of lands, Agriculture, and Rural Resettlement
MLGRUD	Ministry of Local Government, Rural and Urban Development
NCR	Natural Resources Committee of District Council
NCS	National Conservation Strategy
NGOs	Non Governmental Organizations
NRB	Natural Resources Board
ODA	Overseas Development Administration
PAC	Problem Animal Control

PACD	Project Assistance Completion Date
VIDCO	Village Development Committees
VWC	Village Wildlife Committee
WADCO	Ward Development Committee
WIEA	Winrock International Environmental Alliance
WWC	Ward Wildlife Committee
WWF	World Wide Fund for Nature
ZT	Zimbabwe Trust or ZimTrust

Executive Summary

This Annex covers both the Financial and the Economic Analysis of the Zimbabwe Natural Resources Management Project. The purpose of an economic analysis is to determine if a project is a worthwhile investment for the country, i.e. are the outputs from the project sufficiently valuable to warrant the expenditure of scarce resources.

The financial analysis, on the other hand, has two purposes. One is to determine if the project is financially viable and has a monetary value to the participants (i.e. the stream of benefits is sufficiently larger than the stream of costs to provide financial incentive to the rural communities to participate). The second purpose is to determine if the stream of projected costs can actually be paid for by the participants, as envisioned in the project implementation schedule (see USAID Handbook 3).

The results of the analysis of the Zimbabwe Natural Resources Management Project shows a positive net present value, and an internal rate of return of 19 percent for the financial analysis and a positive Net Present Value for the economic analysis . These rates are sufficient to recommend project implementation.

To ensure that the positive stream of benefits is maintained and the ecosystem that supports them is conserved it is necessary to develop the capacity of land managers -- the villagers and their institutions -- to manage wildlife, natural resources and resource trade-offs. Capital investment is also required to raise the economic output from these remote rural environments.

While inputs are targeted at this grass-roots level, the primary vehicle for interacting with and developing the grass-roots is the Rural District Council. The RDCs have generally proven effective and efficient (i.e. they are relatively cheap) at implementing CAMPFIRE. This project recognizes these strengths, and invests in them (US$3 million in the CAMPFIRE Community Management Strengthening Grants), with some back-stopping from the other CCG agencies, especially Zimbabwe Trust's Institutional Development Unit (US$ 1.8 million). A CAMPFIRE Community Natural Resource Management Contract (US$ 3 million) is established for capital investments which, at the very least, must be economically sound.

In place at the district level, therefore, is a cadre of generalists for developing institutions with organizational, financial and NRM skills at the grass-roots. These generalists are serviced by the central level which is more specialized, which researches and monitors these issues, and which provides training to the district level. CASS (US$..) is responsible for socio-political aspects, WWF (US$) and DNPWLM (US$) for technical (economics and ecology) aspects of land use management.

The central level is also responsible for creating an enabling environment for CAMPFIRE including legislation, international markets, and local and international political support. MLGRUD (US$0.5 million) and DNPWLM are responsible for policy formulation; while ART (US$ 2 million) and CAMPFIRE Association (US$2 million) are responsible for public relations and ensuring acceptance of the programme and its products at the local and international level.

ACTION Magazine (US$1.06 million) is responsible for producing educational materials and, especially, for integrating wildlife and environmental management into general education in schools in CAMPFIRE areas.

The Management Contract (US$8,265 million) interfaces between these agencies and USAID to ensure that the aid money flows efficiently and to avoid burdening the CCG with accounting.

Monitoring of the impacts of CAMPFIRE is built into the programme by its very nature of being adaptively managed. Monitoring will continue to be decentralized and integrated into the management process as a feedback loop. DNPLWM, WWF and MC will monitor economic impacts, WWF ecological impacts, and CASS and ZimTrust socio-institutional impacts.

The USAID investment serves to consolidate and extend the gains made by the CAMPFIRE programme, a programme which has already shown much promise in really improving community-based natural resource management. The programs aims are two-fold: to conserve wildlife and natural resources; and to achieve this by developing the economies and capacities of lower tier institutions. Thus local people benefit through the simultaneous and inter-linked improvement in their well-being, management institutions and natural resource management.

The economic and financial analyses are strongly positive although they do not reflect intangible benefits such as improved attitudes towards wildlife, improved capacity and self-esteem of rural institutions, and the introduction of allocatory mechanisms to replace open-access regimes. Neither do they reflect the spread effect of CAMPFIRE within Zimbabwe, or in support of similar programs throughout southern and eastern Africa. There is also evidence that the CAMPFIRE programme is affecting the global understanding of conservation, and is helping to develop a global acceptance of the value and necessity of sustainable use (especially CBNRM) as a conservation tool.

1. Introduction

The project is an extension of on-going activities started in the NRMP project in Matabeleland in 1989. The major change from the parent project will be to expand activities to supporting the CAMPFIRE programme, which is national, rather than to support an isolated component of it.

In view of this expansion, and of the evolution of the programme, the present mechanism for delivery is no longer adequate. The strategy now is to develop the capacity of RDCs and their communities to "demand-drive" the programme, but to continue to support the CCG to provide core services.

The number of agencies to receive direct funding is large - 13 RDCs; two government agencies; seven NGOs - and management is required for the CAMPFIRE Community Management Strengthening and Community Natural Resource Management Grants. This is beyond the capacity of USAID/Harare and of the CCG. Funds for RDCs and the new NGOs in the project (already active in the national CAMPFIRE programme) should therefore be managed through a management contract. This contract would handle sub-grants for RDCs to develop capacity especially at sub-RDC levels (Community Management Strengthening Grant); for investments in specific projects aimed at investing in natural resources (Community Natural Resource Management Grant); and would ensure that these monies were accounted for. This would require that RDC staff be trained to fulfil these requirements.

2. Overview of Economic Analysis Concepts

As defined in USAID Handbook 3 and the USAID Manual for Project Economic Analysis, the purpose of the economic analysis is to measure the social profitability of a project, that is, the relationship of the costs incurred to the benefits obtained by the society as a whole. The underlying principle of economic analysis is to compare the real benefits of any given project with its real costs. The larger the discounted benefits for a given set of costs, the more worthwhile the project. The primary task of economic analysis is to measure these costs and benefits in terms of a common yardstick. This involves measuring the real value of any input or output, and comparing inputs and outputs across time.[1]

Financial analysis compares the stream of nominal benefits from any project to the stream of nominal costs. Nominal costs and benefits generally involve the use of local market prices. If the present value of benefits is substantially larger than the present value of the costs, then the project is profitable. Financial analysis is used to measure private profitability, i.e. whether or not a project is profitable from the point of view of the project participants, in this case local communities. Communities face market prices, pay taxes, receive subsidies, etc. If the financial analysis results in an adequate financial return, i.e. exceeding what might be earned by alternative use of their resources, then it is likely that the participants will behave in ways projected by the project design.

The most common of the discounted measures used to determine if a given project is economically worthwhile are the **Net Present Value**, the **Internal Rate of Return**, and the **Discounted Benefit Cost Ratio**.

The net present value is calculated by discounting the value of all future incremental net benefits or incremental cash flows to their present equivalent value using the opportunity cost of capital. A positive net present value indicates that the project returns more to society than it consumes and should be accepted.

The internal rate of return is that discount rate that equates discounted costs and discounted benefits (i.e. reduces the present value of the incremental benefit stream to zero). The higher the Internal rate of return, the more profitable the project. A project cannot be justified on economic grounds if the internal rate of return is below the opportunity cost of capital.

The benefit-cost ratio is the sum of all of the discounted benefits divided by the sum of all of the discounted costs. If this ratio is higher than one, the project is economically viable. If the net present value is positive, the benefit-cost ratio will be greater than one.

The **project planning horizon** defines the beginning and ending points covered by the analysis. The beginning point coincides with the start-up of the project. The ending point selected for this analysis is 50 years. All the gains and long term practices will be effective within this period of time. While a longer planning horizon is justified, particularly for projects

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[1] When outputs are quantifiable, but not easily reduced to monetary values (e.g. the protection of wilderness area), economic analysis can permit project designers to identify the least cost design from among alternative designs. In least cost analysis, the smaller the costs for any given set of benefits, the more worthwhile the project.

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with long lasting environmental costs or benefits, the discounting process causes future benefits to have diminishing present values in the latter years. Normally, benefits realized far into the future will not have a significant impact on the analysis. The stream of benefits and costs beyond the terminal year of the Project are included in the analysis at their discounted value, as the environmental effects do not stop or reverse at the end of the project.

3. Analysis of the Project

Both the economic and the financial analyses are based on a model of costs and benefits of ecosystem management. Alternative land use in the rainfall zones considered is limited to cattle raising. This option was examined in the project paper for the first phase of the project, as well as other documents (Bond, I. 1993; Child, B. 1998; USAID/Zimbabwe 1989). The highest economic and financial return from semi-arid rangelands (i.e. agro-ecological regions V, IV and parts of III) is from multi-species management, including a wildlife enterprise. There is also evidence to suggest that wildlife causes significantly less ecological damage in producing the same economic or financial output. These conclusion are verified by the significant shift into wildlife enterprises by private land-holders, to the extent that huge areas of land, once used for extensive cattle ranching, are being stocked with elephant, buffalo and other wild species. The present project aims to transfer this new and more efficient land-use technology from private land into similar agro-ecological regions under communal systems of management.

Wildlife's comparative advantage stems from a combination of high-value uses (i.e. safari hunting, tourism) that are non-consumptive (tourism) or margianlly consumptive (offtake rates of about 2%). At the same time consumptive uses are possible (offtake rates of 10 to 20%). The concern that switching from marginally to wildlife will reduce food production is not valid: there is little difference between the vegetation (the limiting factor) being converted into meat via livestock or via wildlife. Indeed, wildlife might produce slightly more meat because more fodder is accessible through a combination of feeding strategies (e.g. giraffe browse high, kudu browse low, wildebeest graze, and bushbuck are specialist feeders).

The Financial Analysis

The analysis to be done for the project extension is simply to see if the project returns will offset project costs and give a sufficient return on the investment both from the point of view of USAID, and the point of view of the producer communities. In this analysis the producer communities are considered to be villages, and not any artificial or legal government entity. Thus only those returns that are received by the village and not retained by councils, or WADCOS, are considered for the financial analysis.

The model is constructed by expanding the 1993 income and distribution data for fifty years into the future, (Figure 1) subtracting the total project costs, the local production costs, and calculating the IRR and NPV from the total cash flow.

As seen in Figure 1 the revenues from safari hunting are already near a maximum and are only expected to grow at an annual rate of 1% to the year 2000 then slowing to .5% growth to the year 2005 and then leveling at a .1% growth representing the improvement in efficiency from better management of the resource base rather than any new CAMPFIRE area coming on line.

The primary source of growth is likely to be tourism, with several lodges already coming on line (e.g. in Chipinge and Nyaminyami). The

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projection of tourist revenues is an aggregation of projections based on the potential of each district (see technical analysis). This shows an initial growth of 400% (from a very small base) in 1995 then a 50% growth to the year 2003 followed by a 2% growth to year 2015 and a leveling to 1% growth. This will result in tourism revenues to communities being close to equaling safari hunting revenues. To the nation, however, the industry will be more significant because RDCs capture 33% of the income that clients pay for safari hunting compared to about 10% from tourism (though the project should aim to improve this as was done for hunting through the introduction of competitive marketing). The growth of tourism depends on a specific investment in the promotion of this sector (see section on tourism development in technical analysis).

If the project investments are compared with the benefit stream the internal rate of return is 19%. The break even year in which returns cover all costs is in year 10. If one examines the investment from the point of view of the village without including RDCs and if the tax of an estimated 5% to rural councils is counted as a cost then the IRR is 17%.

There is no better investment in existence for rural communities. This is especially so given that this analysis values only financial flows, and that intangible benefits (self-esteem; improved democracy and governance; improved managerial capacity; etc) probably exceed financial ones.

Economic Analysis

In considering the nation as a whole, the safari operators costs and profits are included. Expanding the cash flow by this amount results in an economic IRR of 35%. The other measure that is used in this case is the Net Present Value. In this analysis the net present value is $82,000,000. This is based on a discount rate of 5%. Present thought is that management of resources in a manner such that the resource is not consumed but is conserved or increased, thus preserving the resource for additional use by future generations, will allow the use of zero or even negative discount rates. If a -5% rate is used in this analysis the economic value of this project will be over one billion dollars.

There is no question but that the economic and financial analysis of this project is positive in all aspects.

Sensitivity Analysis

When uncertainty is considered, one should test the variables that constitute the assumptions for the projection. Wildlife revenues are historic so assumptions are more likely to be valid. Tourism revenues have yet to be generated to any extent thus the growth variables that constitute the tourism revenue projections should be tested to determine the effect of unrealistic expectations.

The variable that controls the fastest growth sector of the tourism revenue curve (Figure 1) is varied by plus and minus one hundred percent by increments. This variance is seen in the effect on the internal rate of return (figure 2). A one hundred percent increase in the value of the variable results in a rise of the internal rate of return from nineteen percent to forty four percent. A corresponding decrease in the value of the variable results in a decrease from nineteen percent to twelve percent net present value. Further lowering of this variable has no further effect as the returns are diversified by two separate high value products, tourism and safari hunting, one is not dependent on the other. Both safari hunting and tourism depend on the proper management of the natural resource base so any loss of the resource base will destroy both types of returns.

4. Limitations of Standard Cost-Benefit Analysis for Natural Resource Investments

The above financial and economic analyses demonstrates that, given the assumptions made, the returns from the proposed Zimbabwe Natural Resources Management Project are sufficient to justify the project. It can be argued, however, that the economic returns calculated above actually understate the potential benefit of the Zimbabwe Natural Resources Management Project to Zimbabwe. Many of the benefits generated by the CAMPFIRE programme are intangible such as :

- improved attitudes towards wildlife
- environmental education
- community empowerment and self esteem
- an awareness of scarcity, leading to the evolution of mechanisms to allocate resources;
- improved managerial capacity at all levels;
- improved grass-roots governance and democracy;
- improved understanding of the process of rural development and natural resource management.

In combination, these factors will introduce an accountable, transparent and informed management system for allocating scarce resources based on the principles of communal proprietorship and the market-place. More careful natural resource management will thus replace the free-for-all open-access regimes that have had such disastrous consequences for the environment and its productivity.

The standard tools for project economic analysis (e.g. cost-benefit analysis, net present value, internal rate of return) are biased against natural resource-type investments which involve significant inter-generational benefit flows. The discount rate upon which these analytic tools are based is a measure of the time value of money. By definition, the discount rate assumes that a given level of benefit in the future is worth less than the same level of benefit today. The fact that future generations have no voice, and that their willingness to pay is not factored into the analysis of whether or not to deplete a resource, produces a bias in favor of consumption by the present generation at the expense of the next. This inter-generational equity bias is particularly important for capital poor countries where dependence on natural resources is likely to remain very high.[2] Indeed, because of the

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[2] There is a growing body of literature on the problems of using orthodox economic analysis to evaluate natural resource investments. One reference is the London Environmental Economics Centre, Environmental Economics in the Developing World, report to USAID, May 1990 (which served as the source of much of the argument presented here). Other references include: Anil Markandya and David Pearce, Environmental Considerations and the Choice of the Discount Rate in Developing Countries, World Bank working paper, 1988; David Pearce, Anil Markandya, and Edward Barbier, Sustainable Development, Resource Accounting and Project Appraisal: State of the Art Review London, 1989; J. Bojo, K.G. Maler, and L. Unemo, Economic Analysis of Environmental Consequences of Development Projects, Stockholm School of Economics, 1988; and Robert Solow, "On the Inter-generational Allocation of Natural Resources: Scandinavia Journal of Economics, vol. 88, no. 1, 1986.

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combined effect of increased demand (more people) and increased scarcity (fewer resources), it can be argued that future benefits are worth more than present ones.

The requirement that projects meet high discount rates shifts cost burdens forward to later generations. It also means that projects with social benefits that occur in the distant future will be discriminated against. For exhaustible resources (e.g. minerals), the higher the discount rate the greater the value of present resource extraction relative to future extraction. This encourages early extraction and accelerates the speed at which the resource is exhausted. Similarly, with respect to renewable resources (e.g. forests) high discount rates on investments encourage exploitation in the present, and thus the depletion of renewable resources. Basing project investment decisions on discounted indicators also discriminates against projects with long gestation periods, such as afforestation with slower growing native species, rather than fast growing exotics.

Part of the problem is that orthodox economic analysis is dependent upon the accurate valuation of costs, benefits, and capital stock (including the stock of natural resources). The failure to correctly value natural resources in the decision making process will inevitably lead to the degradation of the resource base. Anything that is effectively sold at zero price will be overused. This is the open access problem that CAMPFIRE is attempting to address.

Even extending benefits into the far future does not account for this inter-generational bias. In the case of the Zimbabwe Natural Resources Management Project, there is an investment which should improve the resource base. One could quite easily have an investment that leads to a declining resource base. Both would have an environmental value which would have to be included in the analysis. This is the case for a negative discount rate which would reflect a higher value of the resource base in the future.

Depletion of the natural resource base is inadequately reflected in the market place (a market failure). A decreased supply due to a declining resource base may result in increased price. By the time the market reacts, however, it may be too late to restore a resource and production opportunities may no longer exist. For example, the improvement of soil that has washed into the river is not possible, and the formation of new soil is measured in geologic time. Similarly, the extinction of wildlife is irreversible. This is in contrast to man-made capital, which can be destroyed and rebuilt. Ideally, economic appraisal of projects would correct for market failure through shadow pricing. However, adequately valuing the natural resource base, and the cost of the depreciation of that base, is very complex.

The prices of natural resources should reflect their full value, which should be linked not only to the cost of extracting and transporting the resource, but also to environmental and user costs. Environmental costs are costs that resource extraction imposes on others, e.g. the loss of watershed protection benefits when forests are cleared. User costs involve the loss of benefits to future generations due to unsustainable management.

Renewable resources should be consumed on a sustainable basis. Thus, the long-run rate of harvesting should equal the potential rate of regeneration. Given that, particularly in developing countries, the stocks of natural resources are declining (and below any reasonable estimate of what the long run optimal natural capital stock should be), it is economically rational

to make investments aimed directly at increasing natural stocks, as well as preventing them from falling further. What is needed, and what orthodox cost-benefit analysis does not readily provide, is a method of optimization, based on sustaining or improving the resource base, rather than maximization of immediate returns based on the depletion of the present resource base.

One might not need to hold the stock of environmental assets constant over time. However, in order to compensate for the environmental losses incurred in some projects, it would be necessary to ensure that the country's portfolio of investments included offsetting investments in the environment. These investments would not necessarily pass standard project appraisal tests. This rational would probably justify the use, in appraising the Zimbabwe Natural Resources Management Project, of a discount rate equal to the estimated wildlife habitat degradation rate in Zimbabwe. By this criterion, the Zimbabwe Natural Resources Management Project would make economic sense even at a discount rate of -5 percent.

5. Economic Monitoring

The CCG has a sub-committee tasked with coordinating monitoring, ecological, economic and institutional. The policy is to devolve monitoring as far as possible, but for reports to be submitted to a central repository or data-base. For example, districts are required to submit annual reports containing details of their finances and all animals killed in the district. While still deficient, the standard of this reporting is improving rapidly.

In terms of economic monitoring the following data is required at a central level:

- detailed RDC accounts (income and expenditure);
- records of the amounts developed to individual communities and, if possible, a description of how this income is allocated;

This data is already monitored by DNPWLM CAMPFIRE Unit and by WWF and forms the basis of much of this analysis. There is scope, however, to establish and standardise the financial recording system at RDC-level to make the data more amendable to economic analysis. Salaries and wages for example, could be standardize to determine whether these sums accrue to people at the RDC centre or in the communities. Cooperation between DNPWLM, WWF and MC would soon refine the present monitoring system, which should be designed to follow the economic flow of resources. The development of standardized financial accounting systems and annual reports would reduce the demands on CCG staff to visit each RDC to collect (sometimes even to go through all the invoices) this data.

Additionally, consideration should be given to monitoring the utilization of developed revenues and, in particular, the implementation of projects by communities. This should identify problem areas so that support can be targeted towards improving this aspect of the project.

6. Food Security

CAMPFIRE satisfies the Mission's macroeconomic view of food security in that wildlife has a comparative advantage in the ecosystems and produces more economic output than alternatives. CAMPFIRE and its focus on wildlife, moreover, maintains a complex ecosystem and the natural products within it. The alternative of simplifying the environment through agriculture, which also requires capital investment into water supplies, pesticides, etc. is not cost effective in these marginal environments. Simple systems are also far more at risk where climatic variation and uncertainty is a major characteristic of the environment.

In view of the above the only way to insure food sustainability (security) in rural areas is to manage ecosystems locally (CAMPFIRE), and stabilize population numbers. The only possable programs for the generation of food security in Agricultural Zones IV and V. In the authors' opinion the Zimbabwe Natural Resources Management Project offers the best approach to the attainment of this Strategic Objective.

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Appendix A: Terms of Reference and Work Schedule

A. BACKGROUND The Consultant is requested to provide a Report which will serve as the economic and financial analytical base to support the authorization of AID funds for a $16 million, 5-year "Phase II" extension of the Zimbabwe portion of the Natural Resources Management Project No. 690-0251.

In preparing this report the Consultant will draw on the Project Paper of 1989, especially the passages relevant to this subject; the Campfire Workshop Report of 1992 and the Second Workshop Report of 1994; the Midterm Evaluation of 1993; and interviews with project participants and observers as to the history, actual status, and future course of this program.

To the extent possible this Report should be sequential to the comparable analyses in the 1989 Project Paper, noting where the 1989 material is still valid and relevant, and providing new information, analysis, and judgement as regards the proposed 5-year extension ahead.

B. TASK The Report should respond to, but need not be limited to, the following questions and topics. The Consultant is invited to suggest modifications and additions to this task description, consistent with the purpose of the Report, for AID consideration and approval.

1. CAMPFIRE

a. Compile cost estimates for the 5-year extension, including all activities; lay out a source and use of funds projection for each year.

b. Estimate the community and national level economic benefits of the intervention proposed.

c. Calculate a cost: benefit summary projection over the life of project, and a cost: benefit analysis of the program as it will be felt at the village level.

d. Identify and appraise the new economic factors and considerations to be brought into play by the extension.

e. Comment on the economic and financial viability of the proposed interventions (their sustainability) beyond the period of the extension.

2. ECONOMIC MONITORING

Collaborate with the Consultant working on the Management and Implementation Analysis to assure that the monitoring of economic factors and progress is included in the extension's overall monitoring plan.

3. FOOD SECURITY

Analyse the economic and financial factors and conditions which bear on the prospects for the proposed extension being a successful intervention in the attainment of the Mission's Strategic Objective !, Target 1-2, described on pages 66-72 of the Country Program Strategic Plan. In this exercise identify possible alternative interventions; estimate their effectiveness and their benefits verses costs; and make a judgement as to whether the proposed Phase II extension offers the best approach to the attainment of this Strategic Objective.

C. SCHEDULE

The Consultant will be allowed three days for documents review; and

three weeks for round-trip travel to Harare, records review, interviews, and delivery of a complete first draft to the Mission. Following Mission review and comment, the consultant will have five working days at his/her home base to post (DHL) a final Report to the Mission.

INITIAL ENVIRONMENTAL EXAMINATION and ENVIRONMENTAL ASSESSMENT UPDATE

Regional Natural Resources Management Project
Zimbabwe Component Amendment

I. BACKGROUND INFORMATION

A. Zimbabwe NRMP Description

The purpose of the Zimbabwe component of the Natural Resources Management Project (Zimbabwe NRMP) is to: (1) demonstrate, through practical examples, the technical, social, economic and ecological viability and replicability of community-based natural resource management and utilization programs on marginal lands for increasing household and community incomes while sustaining natural resources; and (2) improve national and local capability to halt the decline in the wildlife resource base through training, education, protection, communication, and technology transfer. These objectives are being pursued through an integrated program of community-based resource utilization, planning and applied research, and natural resource conservation in four communal areas of Zimbabwe: Tsholotsho, Hwange, Bulilima Mangwe and Binga. In accordance with its regional mandate, the project also supports a modest regional communications and information exchange program.

Community-based resource utilization activities consist of: (a) wildlife management; (b) institutional development of the District Councils and other representative bodies; (c) community development activities to ensure the involvement of local residents (particularly women) and the effective use of community development funds; and (d) training and education regarding the process and responsibilities of community-based resource utilization as well as conservation education in general. These program activities are being implemented primarily through the services of the Government of Zimbabwe's Department of National Parks and Wild Life Management (GoZ/DNPWLM) and the Zimbabwe Trust (ZimTrust - a national NGO), acting in collaboration with other concerned national and local organizations and authorities.

The planning and applied research support project component consists of four primary activities: (a) applied research (both baseline surveys and in-depth longitudinal studies); (b) advisory services to facilitate the initiation and implementation of the project; (c) high-level professional training in the socio-

economic and institutional aspects of community-based resource management; and (d) information dissemination through seminars and publications. These component activities are being implemented largely through the University of Zimbabwe's Center for Applied Social Sciences (CASS).

Project natural resource conservation component activities include: (a) ecological monitoring, both of elephant populations and the contiguous wildlife habitat and vegetation; (b) wildlife population management; (c) wildlife protection; and (d) planning and coordination with neighboring Botswana. Implementation of this project component is principally the responsibility of the DNPWLM. Assistance for ecological monitoring and research is also being provided by the World Wildlife Fund (WWF) through its Multi-Species Animal Production Systems Research Project (MAPS).

Lastly, the regional communications and information exchange component is being implemented through the Southern Africa Development Community's (SADC) Wildlife, Forestry, and Fisheries Sector Coordinating Unit in Malawi, with the collaboration of all of the above participating national agencies and organizations as well as the Africa Resources Trust (ART - a new, Zimbabwe-based, southern Africa regional NGO).

It should be noted that the Zimbabwe NRMP is being implemented as an integral part of the greater "Communal Areas Management Programme for Indigenous Resources", or CAMPFIRE, established in 1988 and currently active in some 12 communal areas throughout Zimbabwe (with some 18 more areas presently in varying stages of program initiation). Thus, the various organizations assisting in implementing this project, i.e., DNPWLM, ZimTrust, CASS, and WWF, are also members of the CAMPFIRE Collaborative Group (CCG), in addition to the GoZ Ministry of Local Government, Rural and Urban Development (MLGRUD -- the responsible government agency for Rural District Councils (RDCs) and their communal constituents), and the CAMPFIRE Association itself, established in 1990 and consisting of member representatives of participating RDCs. For this reason, although not explicitly mentioned in the original description of this bilateral component activity, these latter two organizations have also played an increasingly important role in guiding project implementation to date.

B. Zimbabwe NRMP Environmental Experience To Date

The Initial Environmental Examination (IEE) for the original Regional NRMP called for the following threshold decisions:

- a **Positive Determination** for those project components that will have an effect on the endangered, threatened and/or critical habitat of wildlife, including both direct rangeland and wildlife management and utilization activites, i.e., game cropping,

culling, game translocation, fencing, fire, water hole development, illegal use control (wildlife protection) activities, and less direct associated activities, i.e., tourism, animal product processing facilities, and human resettlement activities;

- a **Negative Determination** for the community development activities, including staff housing construction, road maintenance, and the procurement of radio communication equipment, with the USAID/Zimbabwe Regional Engineer reviewing specifications and drawings for the construction and maintenance activities; and

- a **Categorical Exclusion** for the education, training and technology transfer project activities.

The bulk of the ensuing IEE discussion was devoted to defining a Scope of Work for the Environmental Assessment (EA) required as a result of the Positive Determination noted above pursuant to 22 CFR 216 regulations (USAID's Environmental Procedures).

This EA was subsequently completed during the course of final project design. In summary, it found that all of the proposed project activities of concern (see above listing) would have either a positive (environmental) impact or could be easily mitigated, presumably through known mechanisms and measures. To ensure that this positive result was achieved, it called for various research and monitoring activities to be conducted throughout the life of the project. The assessment did not identify any endangered species in the proposed target area; however, it recommended that this item also be included in the monitoring program in the event that any endangered plants or animals were identified at a later date.

Subsequent implementation experience in Zimbabwe has shown this original project EA to be wanting in certain respects, primarily in relation to the design and implementation of project infrastructure development activities. To quote from the project mid-term evaluation report:

> " The Project Paper is notoriously weak in its environmental assessment of potential impacts resulting from the Project (ULG Consultants Ltd., 1994, p. 18)... Our review of documentation causes us to conclude that infrastructural components of the Project were poorly conceived and evaluated during the course of Project design. Their current implementation has avoided safeguard procedures -- EIA (Environmental Impact Assessment), engineering review, economic assessment -- essential to ensure their technical and financial sustainability (ibid., p. 28). "

While the general thrust of this criticism is probably valid, it should be remembered that this EA was written for the entire regional project; and, given the limited amount of time and resources available for its completion, it could not realistically have been expected to devote the effort required for a detailed examination of each of the respective bilateral component activities.

In addition, many of the associated infrastructural development activities requested and/or undertaken under the Zimbabwe project component were not contemplated at the time of the original project design. To quote from the Zimbabwe NRMP Interim Assessment:

> "Infrastructure provision is very high on the agendas of both communities and district councils. They are exerting pressure on councils and project implementing agencies to increase inputs...(Hitchcock & Nangati, 1992, p. 2)."

To further illustrate this point, consider the following list of "infrastructural activities" financed under the Zimbabwe NRMP to date (as compared to the relatively modest list of such activities considered during the original project design -- see p. 5 above):

- rehabilitation of Masili Dam;
- 25 kilometer (km.) cattle fence constructed at Bulilima Mangwe;
- Maitengwe Dam wall repaired;
- 4 watering pans desilted;
- canals and piping constructed/installed for several game watering points;
- Koradziba and Soloboni communities relocated for game fencing;
- St. Joseph school expanded to accept relocated communities;
- boreholes rehabilitated to provide water supplies to relocated communities;
- Tsholotsho game fence constructed;
- two fences near Hwange electrified;
- fishing chalets constructed at Sidinda Island;
- 11 km. of access road regraded and a bridge constructed over the Sidinda River; and
- Tjunga fence construction at Binga.

Although many of these activities have resulted in significant positive environmental effects, e.g., Tjunga fence construction, due to the generally inadequate approach taken towards this aspect of project operations to date, certain of these activities have resulted in adverse consequences. Perhaps the most serious

example of such impacts is the Masili dam failure subsequent to project-financed repairs, resulting in downstream damage and extra expense. While such considerations are not necessarily environmental in nature, they are symptomatic of the lack of attention paid to the proper design and implementation of this financially significant aspect of project operations.

Moreover, mid-project efforts by USAID project management staff to redress these shortcomings were largely forestalled by resistance from participating implementing agents and a lack of appropriate grant agreement language supporting these "additional" sub-activity review requirements. To date, the only serious attempt under the project to properly address these concerns was an environmental review of a major proposed wildlife fencing activity in Tsholotsho district (Hoare & Bond, 1994).

Although it is still too early to expect any conclusive results, it appears that initial concerns regarding possible negative effects from the project's wildlife utilization activities have not been realized. The general consensus, based on the limited evidence gathered to date, seems to be that wildlife populations in project target areas are responding positively to community-based utilization and management. For example, aerial surveys conducted in 1992 and 1993 indicate increasing populations of certain large species, e.g., elephants and buffalo, in communal areas; and Martin (1994) speculates that, if these larger species are increasing, it is also highly likely that the rest of the large mammal community is also increasing. As elephants are the focus of the most intense wildlife harvesting activities within project target areas, it is most plausible to assume that project activities are not having any significant adverse effects, and may, in fact, be having a positive effect, on resident wildlife populations. Additional evidence to support this view is the observed reductions in poaching incidents reported in project areas (both commercial poaching and subsistence hunting activities), in the numbers of animals being killed (for various reasons), and in the number of animal snares being found in project areas, as well as several incidents where poachers have actually been apprehended by local communities for appropriate enforcement action. Unfortunately, the inadequate amount and quality of the available data make it difficult to offer any more definitive statements on this subject at present. As ongoing wildlife monitoring activities continue over time and the quality of the reported data improves, more substantive conclusions will be able to be reached.

While the situation is also highly variable with respect to the project's resource conservation objectives, there is no evidence to indicate that the project has resulted in any significant negative impacts on target area natural resources. However, neither is it possible to conclude that the project has resulted

in substantial improvements in natural resource management in target communal areas. Whereas certain quite promising instances of land use planning have been undertaken in project target areas (primarily through other donor/NGO-assisted efforts); such activities have been only limited to date, and the available reports on this subject consistently point to the inadequate attention paid under the program to improved, integrated resource planning and management (Hitchcock & Nangati, 1992; Zimtrust, 1994). Indeed, this lack of an integrated planning framework has been one of the chief criticisms of the various infrastructure development activities noted above aimed at improving wildlife habitat (ULG Consultants Ltd., 1994). However, it is also too soon to expect any quantifiable results in this longer-term resource improvement area as yet; and, given sufficient time and effort, it is reasonable to suppose that positive impacts can eventually be expected in this area as well.

The original Zimbabwe NRMP "pilot" activity was predicated on the grounds that CAMPFIRE, as an innovative and somewhat controversial approach towards community-based resource management, needed to be tested on the ground prior to substantial commitments of development resources for its full-scale implementation throughout Zimbabwe. Despite the various shortcomings noted above, it is now generally accepted that CAMPFIRE has made significant progress towards the realization of its primary community-based resource management objectives in many areas of the country (see Hitchcock & Nanagati, 1992; ULG Consultants Ltd., 1994; and a variety of other project and CAMPFIRE documentation for additional support for this conclusion). Thus, the continuation and expansion of project activities described in this PP Supplement appears to be both fully consistent with the original pilot project design and fully warranted by the preponderance of the evidence on program results gathered to date. Based on the above discussion, there appear to be no serious environmental considerations at this point in time that would argue against this planned course of action.

II. PROPOSED, PHASE II ZIMBABWE NRMP DESCRIPTION

The proposed Zimbabwe NRMP amendment is intended to continue USAID support for the implementation of CAMPFIRE in Zimbabwe beyond the initial five-year, pilot phase effort. Accordingly, the proposed amended project objectives and activities will remain largely the same as those described above for the initial Zimbabwe NRMP, with the important exception that project activities will now expand considerably to support full-scale program implementation nation-wide. Other, less substantive modifications included in this project amendment, based largely on "lessons learned" during pilot phase implementation, are not

MAP TO BE INSERTED

considered to be environmentally important; and, therefore, will not be covered here. The reader is referred to the PP Supplement text for further information on these more minor project adjustments.

In theory, the expanded national project target area includes all of the 163,500 km^2 of communal lands in Zimbabwe (see Map 1). In practice, however, the expanded area of project operations will focus on those estimated 30,000 km^2 (18%) of such lands which possess significant amounts of wildlife. Generally, these latter areas are restricted to those communal lands falling within Zimbabwe's Natural (agro-ecological) Regions IV & V (see Map 2). Since the majority of these lands possess quite similar agro-ecological conditions, the regional target area description provided in the original PP EA remains largely valid (albeit generalized) for this expanded target area as well, i.e., marginal semi-arid/arid African miombo and mopane wodlands, shrublands and savannah. For a more detailed and up-to-date description of agro-ecological conditions within these areas, the reader should refer to the more recent Natural Resources Institute (NRI) document on this subject (NRI, 1993). Administratively, this area corresponds, for the most part, to portions of the communal areas within the following districts: Beitbridge, Binga, Bulilima Mangwe, Chipinge, Gokwe, Guruve, Gwanda, Hwange, Hurungwe, Kariba, Mudzi, Mzarabani, Nyanga, Rushinga, Tsholotsho and UMP Zvataida. However, other communal districts may also participate in amended project activities to the extent that they are able to adequately justify viable CAMPFIRE programs within their respective administrative areas.

All other major aspects of the original Zimbabwe NRMP will remain essentially the same under this amendment (see Section I. project description).

III. DISCUSSION OF ENVIRONMENTAL IMPACTS

As the amended Zimbabwe NRMP remains fundamentally the same, the environmental considerations regarding this activity also remain essentially unchanged. Thus, the primary areas of environmental concern relate to the project's proposed community-based wildlife utilization and natural resource conservation activities, associated wildlife and community infrastructure development activities, and certain other factors which are discussed in the following sections.

The collective CAMPFIRE experience to date is that community-based wildlife utilization can provide a viable form of land use, both economically and ecologically, in certain more marginal regions of Zimbabwe. As mentioned above, it therefore appears

that early fears regarding adverse impacts on resident wildlife populations from this aspect of project operations have not been borne out. In fact, all available evidence suggests that project (and greater CAMPFIRE program) activities are having a positive effect on communal area wildlife, through the introduction of formalized and profitable wildlife utilization schemes which have resulted in a considerable reduction in informal harvesting activities and in the number of animals killed as pests. In addition, no instances involving threatened or endangered species have been reported within project target areas. Thus, the major findings and recommendations of the original regional project EA on this subject remain appropriate and valid; and, based upon the limited data gathered to date, there appears to be no cause at this time to formally reassess this aspect of project operations.

The chief concern at this stage of program implementation is to ensure that these important wildlife-related achievements are placed on a sound and sustainable basis. The issue here is that these positive results have occurred largely on a "piecemeal" basis, as permitted by the limited personnel and other resources made available for this important work to date. While this limited management framework may have been adequate for pilot phase purposes, it is clearly insufficient for sustained and expanded CAMPFIRE program operations. Thus, there is a critical need to adopt a more structured and concerted approach towards wildlife management/use in project (and program) areas (as opposed to the more *ad hoc* approach which has characterized this area of CAMPFIRE operations to date).

This problem is becoming exacerbated by the increasingly diverse nature of the resources being utilized to generate revenues, e.g., sales of crocodile eggs and live trees/timber, agricultural cropping revenue-sharing schemes, etc., the greater level of sophistication of the management techniques being attempted, e.g., animal translocation, animal farming schemes, establishment of reserves and sanctuaries, etc., and the steadily growing area of program operations. The net result of these developments is the increasing inability of concerned government agencies to provide adequate technical support. To quote from the most recent ZimTrust NRMP Semi-Annual Performance Report:

> **"The inability of DNPWLM to provide focussed, consistent technical support and natural resources training is becoming an increasing constraint to progress** (p.18)."

The major requirement here for the second phase of project implementation is a renewed emphasis on the establishment of a credible wildlife management capacity within participating target area communities, including sound wildlife management/use, monitoring and enforcement programs implemented by skilled

community personnel. This capacity would also include the provision of appropriate wildlife habitat management infrastructure, e.g., watering points, fencing, etc., within an integrated management plan (discussed further below). Considering the current constraints to existing project implementing agents in meeting this critical program need, effective implementation of this recommendation will require supplemental project technical assistance and training support.

The primary focus of the CAMPFIRE program over the last five years has been the devolution of authority for wildlife management to the RDCs and the disbursement of the benefits from wildlife utilization to local "producer" communities. To date, these benefits have proven sufficient to garner adequate levels of support for the continuing pursuit of program objectives and activities within participating communities, while eliciting a strong demand for the expansion of program activities into additional communal areas. While this is a most significant accomplishment, it has been achieved relatively easily to date, given initial favorable "baseline" conditions in most participating producer areas. However, as conditions continue to improve and human, livestock and wildlife populations increase within these areas, these accomplishments can be expected to become increasingly jeopardized by renewed pressures on the limited available resource base.

Perhaps the most significant such potential threat to continuing program success is the uncontrolled in-migration of people into CAMPFIRE areas. This unwelcome development is already apparent in several program areas, and can only be expected to worsen with time unless appropriate control measures are enacted by the concerned communities. Additional people mean increased pressures on the resource base, including increased competition and potential conflict with the program's resource conservation objectives. This concern is especially critical within the target communal lands of Zimbabwe as a result of the relatively fragile nature of the marginal environments occurring in most such areas. If not properly addressed, such demographic pressures could result in significant, long-term, adverse environmental impacts.

Moreover, this concern regarding external demographic pressures can be expected to become aggravated over the longer term by growth in the participating communities' own populations, accelerated by improved living conditions resulting from program-generated benefits, e.g., health facilities, food supplies, etc. Aside from the more direct threat to the resource base noted above, this unplanned growth in producer populations possesses the additional liability of diminishing program benefits to individual beneficiaries and, thus, undermining continued support for program objectives.

The most effective manner of addressing these concerns is through strengthened local capacities and authorities for integrated, forward-looking, community-based resource planning and management. While an effective traditional resource management capacity may have existed at the village level in the past, this capability has since been severely eroded by decades of central government control. Thus, there is a critical need to re-establish this local capacity, as well as appropriate land use planning and resource survey and monitoring techniques, to ensure that program accomplishments and benefits are sustained in the face of these increasing pressures and potential conflicts.

The most logical source of assistance in this area are the various government technical extension agencies, e.g., DNPWLM, Agritex, the Natural Resources Board, etc., normally responsible for the provision of this support. However, as already noted above, these agencies generally appear to be unable or unwilling at present to adequately meet the demands for such assistance by participating communities. As described in the above-cited ZimTrust performance report:

> "...there are common constraints in all districts which need addressing. **The most conspicuous of these are related to a lack of skills and assistance in the areas of natural resource management and land use planning** (ibid., p. 14)... In several cases the lack of support and advice is acting as a break on the communities own plans and is leading to some level of disillusionment on their behalf (p. 18)...Whilst there has been some improvement in the involvement of [other] government extension agencies, NGO's and other potentially useful partners, this still remains an area of concern...(and) **the level of involvement still falls far short of that which is necessary to ensure long-term sustainability...** Greater involvement would facilitate more effective community management of resources and better co-ordination of activities (p. 15)."

For example, in Bulilima Mangwe where several wards have developed their own land use plans, they are unable to implement them due a lack of advice and support from concerned government agencies.

Another potential source of such assistance is through the CCG and its various NGO membership organizations. WWF's "Resource Management Support to CAMPFIRE Programme" is one proposed new project activity designed to assist participating communities in addressing these concerns. However, by its own admission, servicing all deserving CAMPFIRE program areas is beyond WWF's capacity; and, therefore, this new Programme will be limited to working in three selected sub-district areas to develop

participatory resource survey, planning, management and monitoring techniques and methodologies (and disseminating the results of this work to other areas of the country as appropriate). While this new initiative is certainly laudable, it is not sufficient for expanded national program (and amended NRMP) purposes. Other supporting organizations appear to suffer from similar capacity constraints. Accordingly, supplemental project technical assistance and training will be required to properly address this increasingly critical natural resource management area as well.

The final area of environmental concern relates to the design and implementation of the various community infrastructure development activities being undertaken both with project funding and with community revenues generated through CAMPFIRE program activities. The observed project and EA shortcomings in this area have already been recounted above. The fundamental problem here is a lack of attention towards and procedures for proper sub-activity planning and design, e.g., EIA, engineering review, social, economic and financial analysis, etc. In the absence of such design safeguards, the possibility always exists that these activities will prove to be sub-standard or unsustainable from one or more of these perspectives. As the source of funds for these activities is either directly or indirectly related to CAMPFIRE, any such activity failures are ultimately of environmental significance (whether or not they are of a strictly environmental nature *per se*), as they will all reflect in some way upon future community attitudes towards ongoing program implementation.

Examination of the proposals currently pending for Phase II project support indicates a continuing priority by participating communities for a similar variety of infrastructure development activities. In addition, as communities gain more experience with program activities and the numbers of activities per community increases, program-generated revenues will also increase. This increase in wealth will lead, in turn, to an increased demand for investments in improved community infrastructure, and a heightened responsibility to ensure that these activities are completed in a sound and sustainable fashion.

It is obviously not possible to properly assess in advance the great variety of infrastructural development activities which might be pursued under the expanded project (and program). Any attempt to do so would ultimately prove superficial and inadequate, as experienced with the original project EA.

Meeting this requirement will first entail certain revisions in the project's sub-activity design, review and approval process. In addition, technical advice and training will also be required to assist communities in completing the appropriate sub-activity

feasibility/assessment work in a timely manner. While existing government agencies can/should help in meeting this need, based on the current government shortcomings noted above, additional project technical assistance and training support will probably also be required here.

Although dealt with separately above for discussion purposes, it is important to note that each of these three areas of environmental concern are closely interdependent. Hence, it is not difficult to appreciate how wildlife management/use considerations would benefit from improvements in greater resources planning and management; or, how an integrated land use planning framework might contribute to the sound development of certain infrastructure projects; or, similarly, how certain infrastructure development activities would be considered critical components of successful wildlife management schemes. The paramount importance of this interdependency cannot be overemphasized. For this reason, each of these concerns needs to be addressed in an integrated fashion, as an essential ingredient to the desired activity outcome, if the final result is to truly stand the test of time.

IV. RECOMMENDATIONS

A. Recommended Environmental Threshold Decisions

Based on the above considerations, the following environmental threshold decisions are recommended for this project amendment:

- a **Categorical Exclusion** for project technical assistance, training and education, applied research, institutional strengthening, and regional communications and information exchange activities pursuant to the provisions of 22 CFR 216.2(c)(1)(i) and (iii), and 216.2(c)(2)(i),(ii),(iii) and (v);

- a **Negative Determination** for both the community-based wildlife utilization and natural resource conservation activities pursuant to 22 CFR 216.3(a)(2)(iii). No evidence of significant adverse environmental impacts resulting from project activities were found in this review of project implementation experience to date, and no incidents involving threatened or endangered species or their habitats were reported in project areas. Therefore, the original project EA findings and recommendations on these subjects remain valid and appropriate for this proposed amended project as well, and there is no cause to formally reassess these project activities at this time. However, to address

certain observed shortcomings in implementing the original EA recommendations on these subjects, this recommended negative determination is made conditional on the provision of supplemental project technical assistance and training support to assist in the establishment of appropriate, community-based wildlife and natural resources management capacities within project target areas, including credible wildlife/resource planning, management, monitoring and enforcement mechanisms implemented by skilled community personnel; and

- a **Deferral** of any decisions on community/wildlife infrastructure development activities pursuant to 22 CFR 216.3(a)(7)(iv), pending the completion of proper sub-activity design feasibility/assessment, review and approval procedures (specified below), when and as appropriate during the course of project implementation.

B. Recommended Environmental Implementation Plan

1. Introduction

In order to ease the administrative burden on participating community and CCG project implementing agents and address certain management problems experienced throughout project implementation to date (see Hitchcock & Nangati, 1992; ULG Consultants Ltd., 1994), the amended Zimbabwe NRMP will include funds for the services of a local institutional contractor (Contractor) to serve in a "Secretariat" capacity to the CAMPFIRE Association and the greater CCG. While a primary role of this Contractor will be to provide supplemental financial and general management expertise in support of project and greater CAMPFIRE program activities and objectives, this new Contractor Secretariat will serve certain other important functions as well, several of which are critical for the successful implementation of the environmental recommendations included herein. Each of these functions is discussed more fully below in the relevant sections of this document.

2. Community-Based Wildlife and Resource Management

As discussed above, increased attention and effort needs to be devoted under the amended project towards the establishment of improved community capacities for effective wildlife and natural resources planning and management. As this requirement cannot now be adequately met through existing government agencies and CCG support, supplemental technical assistance and training will be required under the project to ensure that these critical areas of project (and program) implementation recieve the priority

attention that they deserve. It is proposed herein that this supplemental "technical" expertise (vs. management or other institutional strengthening assistance) be provided by the CAMPFIRE Secretariat Contractor discussed above through some suitable local venture or other partnership arrangement with (an) experienced natural resources management firm and/or individual(s).

This central CA/CCG Secretariat location for this expertise is considered to be ideal for promoting effective communication and coordination among the different technical assistance providers to the program, e.g., government extension agencies, NGOs, the Contractor, etc., as well as between program technical and other institutional strengthening activities and implementing agents. It should also serve to ensure that program technical considerations are awarded the proper level of priority among the various competing program interests and objectives.

To further strengthen project (and program) technical field support capabilities, renewed efforts should be made to fill the DNPWLM's Senior Regional Ecologist/CAMPFIRE position in Bulawayo, which has been vacant for several months now following the transfer of the former incumbent to other duties. In addition, should DNPWLM succeed in overcoming its present institutional constraints, the assignment of other, additional Departmental staff to support program implementation would also be most desirable. Given the program's heavy reliance to date on wildlife-related benefits, a strong DNPWLM field presence is considered essential for continuing program implementation, expansion and ultimate success.

Additional effort should also be devoted towards eliciting greater involvement and support for program activities by other concerned GoZ technical agencies, e.g., Agritex, Natural Resources Board, Water Development department, etc. The effective participation of these other agencies is becoming increasingly important to continuing progress, as program coverage expands and activities begin to evolve from a more exclusive focus on wildlife issues to a more comprehensive integrated resources planning and management framework (more below). Accordingly, increased attention needs to be devoted towards establishing improved coordination and closer linkages between district-level CAMPFIRE institutions and activities and other existing regional and district development agencies and support mechanisms.

3. Community Infrastructure Development Activities

A second major role of this Secretariat Contractor will be to work with participating local authorities on behalf of the CA and the CCG to improve local community management of CAMPFIRE program activities. An increasingly critical aspect of this support will

be aimed at assisting participating producer communities in developing and implementing proposals for CAMPFIRE program (including NRMP) support. As discussed above, due to serious deficiencies in the existing proposal preparation and review/approval process, this function will require both revised sub-activity design, review and approval procedures as well as the provision of additional technical assistance and training support. The technical assistance and training be provided through the same mechanisms discussed above, i.e., concerned GoZ technical agencies, participating NGOs, the joint technical/management Secretariat Contractor, etc., supported by USAID regional environmental services staff, as required (see below). The revised sub-activity design, review and approval procedures are described below.

a. Sub-Activity Design, Review and Approval Procedures

The procedures recommended herein generally follow USAID's own Environmental Procedures, i.e., Section 22 of the Code of Federal Regulations, Part 216 (22 CFR 216), which set out the requirements for addressing environmental issues in the project or program development process. These procedures are based on the belief that early consideration of a proposed activity's potential environmental impacts, both direct and indirect, will result in better development proposals and increase the probability of an activity's ultimate success. Although the focus of this discussion is on environmental review procedures, these same principles also apply to the various other aspects of project and program design discussed above, e.g., social, economic and financial soundness, engineering/technical review, etc. In this manner, these procedures should be considered as only one part of a strengthened sub-activity design process which provides for due consideration of all salient feasibility factors prior to final proposal approval and implementation.

These procedures will be applicable to all USAID-financed community infrastructure development proposals, including both social and resource-related activities. While not required, they are also strongly recommended for use in the design of those infrastructure development activities funded with community revenues generated by CAMPFIRE program activities. These procedures should be implemented in the same participatory manner, i.e., with the maximum participation of the affected communities, that has marked most program activities undertaken to date.

The first step in the environmental review process is the preparation of an Initial Environmental Examination or Assessment (IEE). The primary purpose of the IEE is to determine at an early stage of activity design whether or not a proposed activity will

have a significant effect on the environment. ["Significant effect" is defined here as any/all impacts which are environmentally detrimental.] In this manner, the IEE fulfills a critical initial activity screening function, identifying those activities of potential environmental concern for appropriate review, modification or cancellation prior to the commitment of substantial time and resources. For this reason, IEEs need to be prepared and submitted at the earliest possible time in the proposal development process, i.e., along with the initial activity proposal or concept paper, in order to serve as effective filters and to allow sufficient time for proposal review and modification prior to finalization.

Under these procedures, IEEs will be completed for all USAID-financed community infrastructure development proposals. These IEEs will be submitted to the CA at the proposal concept stage as an integral part of greater proposal documentation requirements. All IEE documents will follow the same general format as normal Agency IEEs completed for internal use, i.e., including a summary facesheet, activity description, discussion of environmental impacts, recommended environmental decision(s)/determination(s), and proposed impact mitigation, and monitoring and evaluation plans.

The IEEs will be completed in accordance with accepted good environmental practice for the particular type and size of the sub-activity in question. "Good environmental practice" is meant here as being sufficient to provide a reasonable degree of assurance that the environmental review and recommended mitigative measures are, in fact, adequate, feasible, appropriate and effective for addressing any environmental concerns associated with the proposed activity under the specific set of circumstances within which that activity will be implemented.

The IEEs will be prepared by the respective community applicants, with the technical support of concerned government agencies, NGOs, and/or the Secretariat Contractor, as required (see above). At the outset, satisfactory completion of this additional environmental documentation requirement will probably entail a considerable amount of effort by all concerned parties, until community participants become more familiar with the principles and practices inherent in the environmental review process, in general, and with the specific environmental issues and corresponding mitigative options more commonly associated with project-assisted activities.

Many sources of additional guidance are available to assist and train preparers in fulfilling this IEE requirement. Some of the more appropriate such publications for the subject Zimbabwe NRMP include: the Africa Bureau's <u>PVO/NGO Environmental Guidelines</u>, Harza Engineering's <u>Environmental Guidelines for Rural</u>

Development Projects, the Man and the Biosphere Program's Environmental Guidelines for Irrigation, the WASH Project's Environmental Guidelines for Potable Water and Sanitation Projects, Winrock International's Guidelines for Development of Arid and Semiarid Rangelands, and the VITA/CODEL series of publications on Environmentally Sound Small-Scale (Agriculture and Forestry) Projects (see the Bibliography for additional information on these supplementary reference/guidance documents). In addition, a reasonable body of literature has been developed over the past few years in Zimbabwe on the subject of the appropriate design and implementation of wildlife fencing projects (see Hoare, R.E., 1992; Hoare and Mackie, 1993; Hoare & Bond, 1994 and Hoare, 1994 for additional information on this subject). Efforts are currently underway to translate this body of literature into a comprehensive practical guidance manual for future program (and project) use.

All IEEs received per the above process will be reviewed along with the other aspects of the proposal concept paper, first, by the CA and Secretariat Contractor and, subsequently, by the Mission Environmental Officer (MEO), in accordance with the environmental criteria specified below. Those IEEs that clearly fall squarely within one of the several categories outlined below, and which satisfy all of the minimum documentation requirements, will be approved for further development (if required) and inclusion into the final approved project proposal. Those IEEs which require additional work will be returned to the concerned applicant with appropriate guidance (and any assistance required) for putting the document into proper order. Those IEEs which address proposed activities for which the Contractor and MEO require additional expertise to properly judge the potential significance of the activity's environmental merits and liabilities will be referred, first, to the Regional Environmental Officer (REO) and, subsequently, to the Bureau Environmental Officer (BEO), if required and/or so recommended by the REO.

The following environmental review criteria will be used to judge the relative merits and liabilities of sub-activity proposals, as presented in the accompanying IEEs:

(1) Category 1 - includes sub-activities that would normally qualify for a **Categorical Exclusion** under USAID's Environmental Procedures, e.g., technical assistance, training and education, small-scale research/demonstration activities without significant environmental implications, studies/analyses, institutional strengthening activities not entailing major facility construction/renovation activities, etc. Generally, this category of activities will not require any extensive initial environmental review, or subsequent monitoring, evaluation or mitigation;

(2) Category 2 - includes sub-activities that would normally qualify for a **Negative Determination** under USAID's Environmental Procedures, based on a review finding that: (1) the activities could result in some negative (but not necessarily significant) environmental consequences; and (2) the applicant used an environmentally sound approach for the activity design, i.e., the IEE and the proposed activity design provide reasonable assurance that the activity will be implemented in an environmentally sound manner in agreement with good environmental practice. Activities falling within this second category will usually entail some design modifications and/or associated environmental monitoring, evaluation and/or mitigation requirements; and/or

(3) Category 3 - includes activities that would normally recieve a **Positive Determination** under USAID's Environmental Procedures as having a high probability of resulting in potentially significant environmental impacts, e.g., activities which involve the procurement or use of pesticides or other hazardous materials, the clearing or leveling of lands for agricultural cultivation or other purposes, the construction of new irrigation facilities or other water management and drainage works, large-scale agricultural mechanization activities, resettlement activities, road construction or improvement works, power plant construction or other large-scale energy infrastructure development activities, potable water supply or sewerage projects, and certain agro/industrial production or processing development activities which involve significant amounts of raw resource inputs and/or generate significant amounts of waste products, or which will be undertaken in or near environmentally significant or sensitive areas, or which might impact upon tropical forests or endangered species, or which could significantly endanger human health. Based on a review of past and proposed project-supported activities to date, road and bridge construction or renovation activities, major fencing schemes, irrigation development or other agricultural land modification/preparation activities, dam construction/renovation works or other water management activities, wildlife translocation and farming schemes, and human resettlement activities being implemented under Zimbabwe's CAMPFIRE program might all fall within this third category of environmental review, depending on the size or scope of the particular activity in question.

According to these procedures, all IEEs for project-financed activities falling within the Category 1 criteria listed above will be approved by the Mission Director, based upon the concurrence of the Secretariat Contractor and the MEO. Those IEEs for activities which fall within the Category 2 criteria listed above will be approved by the Mission Director, with the concurrence of the Contractor, MEO and REO. All IEEs for activities which cannot be readily classified within these first

two categories, e.g., any particularly large and/or environmentally significant Category 2 activity which cannot be properly addressed with available in-country or regional expertise, and all Category 3 activities, will be approved by the BEO following the completion of any appropriate or required additional environmental review.

All sub-activity proposals which fall into Category 3 above, i.e., requiring BEO approval, will then be expected to complete an additional Environmental (Impact) Assessment or Risk Analysis, in general accordance with requirements set forth in USAID's Environmental Procedures (see 22 CFR 216.3 for additional guidance on this subject). These Assessments will be completed and submitted as an integral part of the final sub-activity proposal. All such Assessments will be submitted to the BEO for review and approval, prior to issuing any final Mission decision on support for that sub-activity.

The Secretariat Contractor, Zimbabwe NRMP Project Manager and/or the MEO will maintain complete, up-to-date documentation on the results of these procedures and periodically forward current lists of all approved USAID-funded sub-activities to the REO and BEO, together with complete copies of all final, approved IEEs for documentation purposes.

Primary responsibility for ensuring that these environmental review and implementation procedures are properly adhered to will rest with the Secretariat Contractor, the NRMP Project Manager and the MEO. To the maximum extent practicable, the REO (and BEO) will also monitor the proper implementation of these procedures through review of the periodic reports provided as discussed above, periodic in-country monitoring visits and other consultations with the MEO, other USAID project management and CCG/Contractor staff.

b. Recommended Implementation Approach

The bulk of the infrastructural development activities proposed for project support up to now have been presented and considered as discrete interventions, in isolation from other planned community developments. The close interdependency of the major environmental issues associated with this project was stressed above. This linkage argues strongly for the adoption of a more integrated approach towards activity planning and implementation than has characterized program (and project) operations to date.

According to this recommended approach, a major road or fencing activity, for example, would be designed (and assessed) within the context of a greater integrated resources planning and management framework, i.e., in relation to other planned community development and management activities. The considerable

technical merit of this approach can be readily appreciated. Indeed, this lack of more integrated framework was one of the chief criticisms of the infrastructure activities pursued under the project in the past (Hitchcock & Nangati, 1992; ZimTrust, 1994).

Although an integrated approach towards program planning and management is more complex and time-consuming "up-front", it will reap significant dividends over the longer term in the form of more cost-effective, sound and sustainable community investments and improved natural resources management. In addition, this approach will provide for a more efficient application of the environmental review procedures described above. Instead of processing a greater number of smaller, individual sub-activity proposals, joint community and project resources will be applied towards the more important design considerations associated with a few, larger development activities, e.g., a wildlife management scheme, an economic development scheme, a social services improvement scheme, etc., which would be implemented over an extended timeframe as resources become available. In this manner, this recommended approach will provide for a more effective application of limited project (and program) resources.

A final advantage of this integrated approach is that it forces community planners to adopt a more distant time horizon than might otherwise be the case. This longer-term planning perspective is essential for effectively addressing certain critical issues, such as the increasing demographic pressures noted above, which take time to develop and change. In addition, a long-term planning horizon is more amenable to adjustment over time in agreement with the more flexible "adaptive approach" towards CAMPFIRE implementation currently being followed in most program areas. Ultimately, adoption of this recommended longer-term approach towards program planning and implementation will become indispensible for ensuring that positive program achievements are sustained for the benefit of future generations of Zimbabweans.

V. CONCLUSIONS

A thorough review was completed of the environmental performance of the Zimbabwe NRMP to date. A major result of this review was that the general findings and recommendations of the original NRMP EA remain valid and appropriate for this proposed project amendment as well. While certain environmental concerns were identified, i.e., relating to wildlife management/use, natural resources planning and management, and the environmentally sound design and implementation of the proposed infrastructure development activities, none of these concerns was considered to

be sufficiently significant to warrant a formal reassessment of this bilateral project component at this time. In addition, there appear to be no serious environmental considerations which would argue against continuing with the expanded, amended Zimbabwe NRMP proposed herein.

Based on a careful analysis of the environmental concerns noted above, a set of revised threshold decisions were recommended, together with a proposed plan and approach for implementing those decisions and effectively addressing those concerns. Therefore, if implemented as recommended herein, it is concluded that this amended Zimbabwe NRMP activity will be executed in an environmentally sound and sustainable manner, in full accordance with all salient USAID policies and procedures.

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INTER-ORGANISATIONAL DYNAMICS IN NATURAL RESOURCE MANAGEMENT
A Study of CAMPFIRE Implementation in Zimbabwe

1 INTRODUCTION:

1.1 Perceptions of CAMPFIRE

CAMPFIRE (Communal Areas Management Programme for Indigenous Resources) means different things to different people. Depending upon one's point of view, CAMPFIRE is said to be:

* a remarkable example of de-centralisation of government authority over a resource (wildlife) which has traditionally remained in the hands of only the most powerful;

* a rural development programme designed to generate revenue and alleviate poverty by ensuring that those who live close to wildlife resources, and who suffer so that others can enjoy them, also derive some material benefit from them. It is hoped that those benefits will provide an incentive for wise management of wildlife and re-orient the human/wildlife relationship, such that conflict is replaced by harmony;

* a land-use strategy which promotes a shift away from unsustainable cropping and grazing systems in "marginal" semi-arid lands, to wildlife utilisation, which is deemed a more appropriate land use;

* a strategy for rationalizing population distribution patterns, while combatting the current inequities of land ownership in Zimbabwe;

* a means to induce communal lands residents to conserve wildlife because Government is too broke to do it, itself;

* a long-term process of environmental and natural resource education and management, by communities, who live with and understand the finiteness of those resources;

* a way to empower people at the grass roots so that they are able to seize control over the multiplex forces which govern their daily lives;

* a means of tapping into indigenous knowledge of resources when experts have failed;

* an experiment in common property management which tests a variety of hypotheses concerning environment and development; or,

* a world view, "...still evolving as ecologists, planners, agencies and rural people change their perceptions of natural resources, economics, conservation -and, of course, also of each other." (Zimbabwe Trust, et al, 1990:4)

1.2 In Africa, as elsewhere in the world, wildlife conservation has been based upon the concept of "the park"-i.e., a protected "natural" area in which humans have no place, except as spectators. A continent-wide population explosion, however, has seriously challenged the practical utility of "hard-edge" park strategies. Over the decades, expanding population and declining access to natural resources in residential areas has tended to increase pressure upon resource-rich and un-populated "parks", creating an inevitable tension between parks and people.

It appears, however, that after decades of struggling to resolve the conflict between people and parks, conservationists are turning away from the traditional "hard edge" model, and increasingly moving toward "soft edge" strategies (Dasmann et al), which seek to incorporate people in ecosystem management, and promote resource utilisation as a more effective and sustainable conservation option. CAMPFIRE falls into the latter category.

CAMPFIRE was developed by ecologists in the research branch of Zimbabwe's Department of National Parks and Wildlife Management in the early 1980's to address the problems of communal ownership under conditions of rapid population growth and declining resource availability. According to Martin (1986:iv):

> Traditional communal ownership is an entirely appropriate system where resources are plentiful. It is not economical to evolve complicated property systems when the costs of enforcing them outweigh the benefits to be gained from them. However, the stage has been reached in the communal lands of Zimbabwe where shortages are rapidly becoming manifest and natural resources are declining because of a failure to evolve appropriate systems of resource allocation."

The CAMPFIRE policy, which was formally adopted by Government in the mid-1980's, set out under the Parks and Wildlife Act (1975) to devolve authority over wildlife management, by conferring upon District Councils, the legal status to act as proprietors (i.e., appropriate authorities) over the wildlife resources located within their administrative jurisdictions. District Councils were further expected to devolve authority to the Ward and Village level, and to provide incentives for conservation by ensuring that the benefits

of wildlife utilization would accrue to those communities which suffered most from wildlife depredations.

It should be noted that a core CAMPFIRE concept is that those who bear the costs of living with wildlife resources, often for the profit and enjoyment of others, should also benefit (in cash or kind) from the utilisation of those resources. Because of these benefits, and the fact that these may contribute to improving rural peasants' standard of living, CAMPFIRE has obvious rural development connotations.

Guruve and Nyaminyami Districts were the first to receive "appropriate authority" status in November, 1988, and by 1992, 12 more districts had applied for and been granted this status. At present, 22 have been gazetted as Appropriate Authorities.

Taking on wildlife management responsibilities, however, required District Councils to develop new skills and decision-making bodies, at Ward and Village level, to handle utilisation, management, protection, and marketing activities, as well as the disbursement and spending of funds generated by wildlife management activities. Given these specialized needs, CAMPFIRE has evolved into a complex, multi-faceted programme, covering a wide range of "project-ized" activities, and involving a burgeoning number of individuals, Government and non-Governmental organizations and donor agencies.

It is essential that we understand the complex, and multi-faceted inter-organisational dimensions of CAMPFIRE prior to embarking upon a second phase of support for the program. In particular, we need to examine the participation and influence of a myriad of individuals from different organisations, levels, and types, with different and sometimes conflicting values, goals, structures, processes, cultures, and reward systems, to understand the strengths and weaknesses of CAMPFIRE implementation. Indeed, if we are to achieve our objective to:

> ...improve, through training, education, protection, communication, and technology transfer, Zimbabwe's national and local-level capacities to sustainably develop, manage and utilize indigenous natural resources (NRM Project Agreement, 1989),

we must understand the dynamics and impacts of multiple organisations forced to co-operate, interact, and communicate in the implementation of complex, multi-faceted, development projects with multiple objectives, initiated and administered through many different levels of bureaucracies and societies.

CAMPFIRE is implemented on a daily basis by hundreds of individuals working through a number or organisations which were

designed to operate in a relatively closed environment, which enabled the organisation to pursue its own objectives fairly independently of other organisations. Given this reality, one of the basic problems facing CAMPFIRE implementors is fairly obvious: their organisations were not designed to work together. Yet, the multi-disciplinary, inter-related, inter-dependant, multi-media nature of CAMPFIRE requires a multi-organisational implementation process, and any organisation operating in this complex environment must cooperate with it counterpart organisations if it is to successfully achieve its objectives. Thus, CAMPFIRE implementors are forced to collaborate not only with other organisations but often with radically different types, levels, and cultures of organisations.

The following analysis examines the processes, effectiveness and impact of inter-organizational interaction in the implementation of CAMPFIRE, and based on this analysis, recommendations are made concerning the future implementation of the Natural Resources Management Project, specifically, and CAMPFIRE, in general.

2. THE ACTORS

2.1 Introduction:

CAMPFIRE is implemented daily by thousands of people and hundreds of organisations, ranging from the CAMPFIRE Collaborative Group (CCG) in Harare to the village CAMPFIRE committees and the fence-minders in Tyuunga. Since CAMPFIRE is intended to be a decentralised programme and there may be no need to coordinate the activities of all those actors; certainly not in a single hierarchical institution. Nevertheless, questions remain: how much and what forms of coordination or communication are necessary, how much communication is optimal? Is more necessarily better? Necessary and optimal for what? For the most part, guidance is lacking.

The cry for improved coordination and communication arises inevitably from the nature of development and natural resource management projects (particularly when combined as in the case of CAMPFIRE). Such projects necessarily cut across organisational, disciplinary, professional, political, geographical, social and cultural boundaries, and therefore, to be successful must involve individuals and organisations at many different levels, which differ markedly in structures, goals, values, perceptions, many of whom have never encountered each other or worked together before and who quite literally do not even speak the same language.

CAMPFIRE engages individuals and organisations at several distinct levels: political and bureaucratic structures, "the party" (ZANU(PF), the President's Office, Cabinet and Parliament,

where many questions have been raised about CAMPFIRE, MP's from CAMPFIRE Districts, the Ministers of the relevant Ministries, Environment and Tourism, MLGRUD, Agriculture, Lands, and Water Development, National Affairs, Cooperatives and Employment Creation; the local government structure extending through the Ministry to the Provinces, the District Administration, Executive Officers, and Councils and Officers, district and extension personnel from Ministries including, Health, Education, Coops, AGRITEX, NRB, Councillors from participating CAMPFIRE Wards, Development Committees at the provincial, district and ward levels, WADCOS and VIDCOS, traditional leadership consisting of Chiefs, Headmen, Sabukus, (Kraalheads); and, an array of bilateral and multi-lateral aid agencies operating in the area, as well as national and international NGO's. Add to this the principal implementing agencies of CAMPFIRE-i.e., the Department of National Parks and Wildlife Management (DNPWLM), Zimbabwe Trust (ZT), the Centre for Applied Social Sciences (University of Zimbabwe), the CAMPFIRE Association, WWF, and the structure of their administrative committees and field offices, and the complexity seems overwhelming.

This section identifies the major actors in CAMPFIRE, traces the history and impact of their involvement in CAMPFIRE, and examines internal dynamics relevant to their operation in CAMPFIRE and their capacity to work effectively with the other actors. The next two sections describe and assess the inter-organisational dynamics of these actors and the coordinating mechanisms which are designed to facilitate cooperative action among them, first at the level of the implementing agencies and second at the level of districts, wards and villages.

Figure 2.1 summarizes the major organisational actors in CAMPFIRE indicating members of the CAMPFIRE Collaborative Group, while Figure 2.2 summarises the local government, bureaucratic and political structures in Zimbabwe.

FIGURE 2.1 Major Organisational Actors In CAMPFIRE

Ministry of Environment & Tourism
Ministry of Local Government, Rural and Urban Development
Ministry of Lands, Agriculture and Water Development
AGRITEX
Ministry of Education
Forestry Commission
Natural Resources Board (NRB)
Department of Natural Resources
Veterinary Department
Ministry of Community and Cooperative Development
Ministry of Health
Provincial Administrator
Provincial Development Committee
District Administrator & Executive Officer

District Development Committee
Rural District Council
District Natural Resources Committee
District Development Fund
USAID
ODA
EC
IDRC
CAMPFIRE Association
CAMPFIRE Committees (village, ward, & inter-ward)
Tour and Safari Operators
Crocodile Farmers Association

Zimbabwe Trust
Centre for Applied Social Sciences (CASS)
WWF
WADCO
VIDCO
Ward Natural Resource Committee
VIDCO Natural Resource Committee
women's groups
youth groups
cattle-owners
poachers
unemployed
CITES
NGOs

Source: adapted from Workshop Report, Roles Clarification Workshop, 1992

FIGURE 2.2 LOCAL GOVERNMENT AND POLITICAL STRUCTURES IN ZIMBABWE

I. **CENTRAL GOVERNMENT**
- National Executive
- Ministries
- Members of Parliament
- Chief's Representatives
- Central Committee
- Provincial Council
- Governors
- RDC Chairmen
- Youth Representatives
- Women's Representatives
- Political Representatives

II. **PROVINCIAL DEVELOPMENT COMMITTEE**
- Provincial Heads of Ministries
- Provincial Representatives
- Rural District Councils
- CEOs
- Councillors
- Chiefs

III. **DISTRICT DEVELOPMENT COMMITTEE**
- District Administrator & Executive Officer
- District Heads of Ministries
- District Representatives
- Council Chair

A. **WADCO (Ward Development Committee)**
- Chair
- Secretary/Treasurer
- Youth Representative
- Women's Representative
- Headmen
- Extension Workers
  - Community Development Workers
  - Health Officers
  - Education Officers
  - AGRITEX Officers
  - Natural Resources Branch Representative

B. **VIDCO (Village Development Committee)**
- Chair
- Secretary/Treasurer
- Youth Representative
- Women's Representative
- Coopted Members
- Sub-Committees
- Extension Workers
  - Village Development Workers
  - Health Officers
  - Education Officers
  - AGRITEX Officers
  - Natural Resources Representative
- Cell Representative

Source: adapted from Ministry of Local Government, Rural and Urban Development

2.2 INTERACTION OF ORGANISATIONS IN THE DEVELOPMENT AND IMPLEMENTATION OF CAMPFIRE INITIATIVES

CAMPFIRE brings together a variety of professional and disciplinary interests and perspectives, and in so doing has involved a variety of agencies and organisations who represent or incorporate the following broad perspectives:

1. Wildlife Managers, who recognized that wildlife management techniques previously employed (anti-poaching, population management), and focused almost exclusively within the boundaries of national parks and protected areas, were failing to meet their objectives because they failed to take into account the needs and realities of park neighbours. In the Sebungwe, for example, the Department recognised that Chirisa, Chete, Chizarira and

Matusadona would become "islands", or would be lost to population pressures, unless they became a positive force for economic development.

2. Conservationists/Environmentalists, who, in their attempts to combat the severe environmental degradation of marginal lands by a growing population and promote sustainable development, saw an opportunity to promote community based natural resource management, preserve wildlife, and restore the resource base. These actors recognized the advantages of harnessing market forces: a.) to provide an incentive for sustainable utilisation and wise management; b.) to reduce conflict between parks and people; and c.) to provide buffer zones which would achieve goals of both conservation and development.

3. Development/Community/Social workers, who recognised CAMPFIRE as a powerful rural development strategy to alleviate pervasive poverty and provide new and more sustainable livelihood strategies for residents of communal lands. Capturing benefits from wildlife also had the potential to provide a stimulus for basic institutional development and community empowerment.

4. Academic Researchers, who saw CAMPFIRE as a social experiment and an opportunity to bring sociological knowledge into development and to test hypotheses concerning community-based natural resource management, common property regimes, and community dynamics.

5. Development Economists, who identified wildlife as a "rational" land use option in semi-arid areas and a resource which could be developed and exploited, for profit, without destroying the environment. Economists further conceptualised CAMPFIRE's use of market forces to improve land use efficiency and provide incentives for sustainable resource management at the local level.

6. Donors/AID workers, who quickly recognised that CAMPFIRE fulfilled their current priorities in the areas of environment/natural resource management and food security.

As mentioned above, CAMPFIRE's intellectual roots can be found in emerging ideas about parks and people, including: sustainable wildlife utilisation; buffer zones as opposed to hard edges for parks and protected areas; revenue sharing; as well as, concepts of decentralised, community-based common property resource management (i.e., the "village company" as conceptualised by Chief Economist of the Ministry of Finance).

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The immediate precursor of CAMPFIRE was the WINDFALL (Wildlife Industries New Developments For All) Programme (1977), in which benefits from wildlife management practices such as culling and sales of hides and ivory, were returned, in part, from Treasury to residents in those areas surrounding National Parks.

The CAMPFIRE programme, designed by DNPWLM ecologists who had practical experience implementing WINDFALL, was accepted, in principle, by the Department in 1982. The authors of CAMPFIRE not only articulated the philosophy and principles of the program but also suggested that the program be implemented by a CAMPFIRE Agency (Martin, 1986). Unfortunately, however, DNPWLM lacked the personnel and funds necessary to establish such an Agency, and chose instead to co-opt other organizations to fill in the most glaring gaps-i.e., CASS (1984) to conduct social research, monitoring and evaluation; Zimbabwe Trust (1987-88) to assist in implementation, particularly in the areas of institutional development and training, and WWF (1988) to provide technical assistance in terms of ecological and economic monitoring. This proved to be a fine example of making a virtue of necessity, since these organisations were able to bring personnel and material resources to the programme which would have been difficult, if not impossible, for DNPWLM to provide on its own.

The three co-opted agencies formed the CAMPFIRE Collaborative Group, and shortly thereafter, invited the Department join the group, as Chair. In 1990, the CAMPFIRE Association, formed in 1989; and the Ministry of Local Government (MLGRUD) joined the Collaborative Group. That coordinating body remained intact until 1993, when the Group recommended that the CAMPFIRE Association replace National Parks as Chair.

Under the guidance of the CAMPFIRE Collaborative Group, the early CAMPFIRE experiments benefitted from excellent minds, experience, intimate knowledge of, and commitment to, the people and ecosystems of Zimbabwe. Although the same minds were involved in designing the USAID-funded Natural Resource Management Project during 1988-1989, when it came to implementing the NRMP, a new set of actors had to be enlisted. Although necessary to develop the CCG's capacity to respond to the rapidly growing demands placed upon it by Appropriate Authorities, the induction of new actors caused a certain amount of disruption and stress in what had previously been a small, informal, and tightly-knit management structure.

2.3 Major Institutional Actors

Inter-organisational dynamics are largely determined, or at least affected by, intra-organisational dynamics, and all of the major organisational actors have faced some internal changes over the past five years. In fact, some of these changes have been

quite dramatic. District Councils, for example, faced amalgamation, in which the former rural councils (white) and the former district councils (black) were combined into Rural District Councils (RDCs). DNPWLM has been undertaking a major restructuring exercise spearheaded by the World Bank; has lost more than 250 people and posts to reintrenchment under the Economic Structural Adjustment Program (ESAP); and, has experienced a variety of political intrigues. ZIMTRUST has grown from one office, with a handful of employees, to two offices employing about 40 employees. The growth spurt has resulted in intra-organisational stresses. CASS has also suffered from personnel problems and losses, especially at the senior supervisory level, student unrest and ensuing political problems.

These internal problems have raised the level of uncertainty about the programme, fostered a negative climate for long term planning, and adversely affected the ability of the CCG to enter into effective working relationships with each other. Sensing that things were not working well, the CCG convened a Programme Strategy Workshop, commonly referred to as the "Roles Clarification Workshop", in 1993.

Drawing upon that workshop, the mandate, objectives, motivations, constituencies, values, structure and processes, and organisational culture of each institutional actor is described below.

2.3.1 Department of National Parks and Wild Life Management

Housed in the Ministry of Environment and Tourism, the DNPWLM was formed in 1963 by amalgamation the Wildlife Conservation Department and the National Parks Department. The department is divided into 4 branches-i.e., Research (including Terrestrial and Aquatic Ecology), Management, Administration (includes TEI-Training, Extension and Interpretation) and, Investigations, which functions as the Department's "watchdog". There is a traditional rivalry between the Research branch and the Management branch over control of the Department, and while this rivalry has occasionally created difficulties for CAMPFIRE, it would now appear that most sectors of the Department support CAMPFIRE.

Based upon the legal concept of "King's game", the department holds statutory authority over all of the country's wildlife resources, irrespective of its location on private or state land. However, the Parks and Wildlife Act (1975) allows the Department to confer that authority upon landholders of alienated land. This section of the Act, which is the legal basis for CAMPFIRE, has allowed DNPWLM to increasingly concentrate its efforts upon managing wildlife resources in the National Parks and Controlled Hunting Areas.

As described earlier, DNPWLM developed CAMPFIRE, and continue

to play an important role in its implementation. Indeed, District Councils seeking "appropriate authority" status must demonstrate to National Park's satisfaction, their capacity to manage their wildlife resources in a sustainable fashion.
Moreover, according to the "Roles Clarification Workshop", "DNPWLM provides direction and coordination to the collaborative group on all wildlife matters as well as offering technical assistance and guidance to interested District Councils and local communities." National Parks ability to fulfil their role, however, is limited by personnel, and as the department has shrunk in size, and become more inward-looking, less and less time is spent on wildlife matters occurring outside the Parks and protected areas.

In 1991 the department set up a CAMPFIRE Unit, perhaps not as large as the technical Agency (with up to 20 posts) proposed in 1986 but, with the appointment of a Senior Ecologist and two Scouts, certainly a step forward. Although the Unit operates on a very small budget, it has enormous responsibilities, *inter alia*, for "ensuring sustainable wild life management" by monitoring and documenting wild life quota setting, populations, and off-take, as well as promoting and monitoring programme implementation including hunting concession tenders and all other CAMPFIRE related activities. Among other things, the Unit Coordinator travels to all the CAMPFIRE projects and facilitates the return of revenues from Councils to 'producer' communities through revenue distribution ceremonies, 'putting cash on the table', training CAMPFIRE Committee members in the arts of tendering, marketing and negotiating with safari hunters and more recently conducting participatory 'land-use' planning exercises in communities to link wild life management with the management of other resources including water, forest, crop, and grazing resources. The Unit is also responsible for developing CAMPFIRE guidelines, "to assist in grass-roots implementation <u>in those areas neglected by donors</u>", (emphasis added) and " to improve communications between a range of actors, and the general awareness of the programme" (Child, 1993).

As suggested above, recent budgetary and staffing problems have seriously undermined the ability of DNPWLM to fulfil their role in CAMPFIRE. As a result, many CAMPFIRE projects have been deprived of input necessary to assist communities to manage their own natural resources, a key objective of the programme. An earlier assessment states that:

> DNPWLM is critically short-staffed and has severe budgetary constraints. These constraints have had effects on the ability of DNPWLM to carry out its functions relating to law enforcement, problem animal control, quota-setting, training, and resource conservation and management. It is unlikely that this situation will change in the near future (Hitchcock and Nangati, 1992).

To that it should be added that the department's attention and resources have been further distracted by the World Bank restructuring exercise, the drastic decline in rhino numbers, the need to defend itself against criticism regarding anti-poaching activities, elephant management and its stand on CITES, among others.

While the Department has been able to provide some advice to councils, carrying out technical wild life management tasks such as aerial surveys and others, and with the tendering and quota-setting processes, there is very limited presence on the ground in most CAMPFIRE communities. Therefore, coordination with other CAMPFIRE actors has been almost non-existent, and many communities feel there is a serious communication gap between themselves and the department. Unfortunately, the ill-feeling created (especially that Parks is ignoring the PAC problem) tends to undermine CAMPFIRE's objective to create harmony between parks and their neighbours.

2.3.2. ZIMBABWE TRUST

A national NGO, Zimbabwe Trust was formed at Independence by Zibabweans who had left Zimbabwe for political reasons following UDI in 1965. ZIMTRUST funding is derived from companies whose assets were frozen during UDI. Originally, Zimbabwe Trust was established as a registered charity organisation in the UK, with a small office staff and a Board of Trustees, and as a Registered Welfare Organisation in Zimbabwe, with a small office consisting of three staff members. Zimtrust's original objectives included, among other things, the alleviation of poverty (after the ravages of the war), and the "improvement of life" in marginal areas.

The Trust's "Tenth Anniversary Report" describes its methods of implementation as,

> ...promoting sustainable economic activities, primarily in the communal areas of Zimbabwe, and facilitating and assisting rural communities to develop their organisational, management and skills capacity. This 'capacity-building' or 'institutional development' role is the essence of the Trust's work" (Zimbabwe Trust, 1990:4).

Zimtrust was involved in the earliest CAMPFIRE experiments in Guruve, Nyaminyami and Binga and their role in training and institution development has continued in other CAMPFIRE Districts, expanding most recently into the South East Lowveld. Moreover, Zimtrust was instrumental in creating, staffing, and financing the CAMPFIRE Association.

Although the CAMPFIRE Association has grown in stature and prominence since 1989, Zimbabwe Trust continues to be the main

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CAMPFIRE implementation unit. To accommodate member's requests for implementation assistance, the Trust's staff compliment has grown from three to thirty, and now includes a projects manager, a monitoring officer, and more than one dozen specially-trained field workers. To fulfil their implementation role in Matabeleland, Zimtrust established an office in Bulawayo, with a project manager, training officer, women's officer (who later became the training officer) administrator, natural resource officer, and eventually (starting with only one) four area managers, one for each district. From the outset, the area managers performed an extremely demanding and comprehensive role in the project, especially since, unlike early CAMPFIRE initiatives, they were expected to implement the programme in all of the target wards simultaneously. This involved tremendous training and awareness raising responsibilities, institution building, monitoring, infra-structure development and promotion of CAMPFIRE activities and enterprises in an enormous geographical area.

An early report of ZIMTRUST's Matabeleland operations observed that the difficulty of their position was that:

> they are in the middle of the whole process and subject to the pressures of conflicting goals and purposes...They are implementing infrastructural developments for USAID. They are working with and through district councils. They are collaborating with Parks. They are carrying the CAMPFIRE philosophy to local people with workshops and training. Their staff work with CASS researchers in the project areas. Often the requirements of one of these tasks contradict those of the others...their job is probably more difficult than that of the rest of us (Hawkes and Madzudzo, 1991:15).

The difficulties which ZIMTRUST has experienced in implementing CAMPFIRE activities in Matabeleland have been exacerbated by the fact that the Districts view them as <u>the</u> implementor of CAMPFIRE- i.e., the provider of infra-structure, the holder of the purse strings and often, the people responsible for problem animals. As a response to these difficulties, ZIMTRUST decided to shift its role definition at the programme strategy workshop and concentrate on "training of trainers", "involving government extension services in CAMPFIRE", "information dissemination" and "facilitating intra-governmental coordination".

In dropping "institutional, capital, and administrative and financial support" roles, ZIMTRUST now appears to be moving into a network facilitation role, seeking the involvement of others through linkages, communication and information flows. Clarifying the rationale for this change in orientation, the ZIMTRUST General Secretary asserted that his organization is a "development", not a "conservation", agency, yet in many instances ZIMTRUST personnel have been called upon to implement <u>all</u> of the various aspects of

CAMPFIRE in the communities where they work. While ZIMTRUST would continue to assist in "securing assistance from others to facilitate or promote the collective capacity to manage common resources for collective goals", it would no longer accept blame for not supplying information about wildlife and resource management options, when they never took on that role.

ZIMTRUST's own internal review suggested three possible options: 1.) continuing things as they are; 2.) expanding the ZIMTRUST bureaucracy to handle new roles; or, 3.) becoming more strategic, identifying strengths and concentrating resources on those areas of demonstrated success. At present, indications are that ZIMTRUST has chosen the third option and will no longer agree to implement CAMPFIRE across the board.

2.3.3 Centre for Applied Social Sciences (CASS)

If the unexamined life is not worth living then the unexamined development project is surely not worth doing. Despite scholarly prescriptions to include social scientists in all aspects and phases of development projects which purport to "put people first", the participation of a social science research center, such as CASS, as an implementing agency in a development project, such as CAMPFIRE, however, continues to be the exception rather than the rule. While fellow CCG members expressed some confusion about what exactly CASS researchers were doing, all seemed to recognise the importance of social science research for the successful implementation of CAMPFIRE.

An academic unit of the University of Zimbabwe, CASS was originally constituted in 1970 as the Centre for Inter-Racial Studies (CIRS). The scholarly focus of the Centre gradually changed, and shortly after independence, the Centre changed its name to CASS, with a view to becoming the University of Zimbabwe's primary, multi-disciplinary, social science research and teaching unit. And, over the years, CASS has succeeded in achieving local, regional and international stature, funding, and connections.

The Centre's current focus on community-based natural resources management evolved quite naturally out of earlier activities in the area of socio-legal studies, tenure and common property management. However, direct involvement began when the CASS Director was asked to comment on rough drafts of the CAMPFIRE proposals being developed by DNPWLM. The Director saw in CAMPFIRE a rare opportunity to test hypotheses in a "natural successional experiment", and soon CASS researchers joined WWF and ZIMTRUST in setting up the Nyaminyami and Guruve CAMPFIRE programs.

In the process assisting in implementing CAMPFIRE, CASS researchers have become increasingly involved in community debates, and have, on occasion, been called upon to serve as community

advocates. As such, their work has contributed to establishing the legitimacy and importance of applied or action research, which contributes knowledge in the field while developing the capacity of communities to identify and solve their own problems.

CASS's role in CAMPFIRE is to conduct socio-economic baseline surveys, develop long-term research projects, monitor and evaluate program interventions, and produce post-graduate-trained scholars with expertise in social science research methods and natural resources management. Unfortunately, however, CASS's ability to fulfil its role has been hampered by chronic staffing problems, and in many instances CAMPFIRE implementors have criticized CASS for failing to provide little practical assistance. It must be recognized, however, that research, especially qualitative research, is a time-consuming endeavour, and that the product of such research may not always be immediately "useful", except as a vehicle for stimulating discussions, communication, raising different perspectives, and identifying problems and issues as they arise.

In the Programme Strategy Workshop, CASS dropped its advocacy role while adding to its list of responsibilities "conducting short-term training courses on environment and resource management", "developing accessible information", and "conducting social impact assessments". While CASS's inclusion among CAMPFIRE implementors was, perhaps, a fluke, it is one of those happy coincidences which merits continuation.

2.3.4 CAMPFIRE ASSOCIATION

The CAMPFIRE Association of Rural Communities, is "a voluntary body at national level representing and servicing those District Councils and their component communities which have implemented or intend to implement the CAMPFIRE concept" (Zimbabwe Trust, 1993). The Association was created after provincial and district workshops, held in 1988 and 1989, had identified the need for "a national organisation with a strong constituency base... to promote members' interests at national level and to coordinate services to members" (Zimbabwe Trust, 1993). The association was also a response to the CITES proposal to ban all international trade in ivory.

The CAMPFIRE Association lists as its responsibilities: "...research and documentation of natural resources in communal areas, marketing, institution building and training, lobbying, and information dissemination". To date, the Association has been supported financially (primarily though an ODA grant) by Zimbabwe Trust. The Association operates with a Board of Management consisting of representatives of those Districts Councils having appropriate authority status. The Association's public information function is handled by an information officer, funded

by Africa Resources Trust. In addition to donor funds the Association is supported financially by a council membership fee.

At the programme strategy workshop, the decision was made by members of the Collaborative Group to establish the CAMPFIRE Association as the lead agency in CAMPFIRE. The decision arose from "consensus that CAMPFIRE should be demand-driven by its intended beneficiaries or 'producer communities' and that the Association, as the legitimate representative of the participating District Councils, is best placed to ensure this". Moreover, in its capacity as "lead agency", the Association is recognized as the official representative of the CAMPFIRE programme, both locally and internationally.

At the Programme Strategy Workshop, it was also agreed that in this phase of consolidation and expansion, "...the CAMPFIRE Association...needs to broaden its membership base by including wards, as well as District Councils." Finally it was agreed that the Association would assume responsibility for convening and chairing the meetings of the Collaborative Group.

2.3.5 WWF - World Wide Fund for Nature

WWF/Zimbabwe, a founding member of the Collaborative Group, has played a critical role in the implementation of CAMPFIRE from its earliest days. Given the obstacles which DNPWLM faces in providing technical assistance to Districts in natural resource management, there is ample room for WWF to expand its CAMPFIRE implementation role.

Indeed, WWF was the Collaborative group member to revisit the Programme Strategy Workshop and elaborate its role clarification in a series of internal workshops. As a result, WWF is preparing to launch a new initiative, called "Support to CAMPFIRE". Under this new initiative, WWF will concentrate its resources in a number of geographical areas, where it has a comparative technical advantage.

2.3.6 Ministry of Local Government and Rural and Urban Development - MLGRUD

MLGRUD has been a member of the Collaborative Group since 1990, but, in spite of its critical importance, it has not really taken a very active role. After voicing initial opposition to CAMPFIRE, due primarily to its being overlooked as a CAMPFIRE implementor, MLGRUD has recently become a strong CAMPFIRE advocate. Indeed, Ministry officials have contributed very supportive speech in public gatherings, and the provincial Administrator of Matabeleland North has appointed a deputy with responsibilities for CAMPFIRE.

With its direct line through District Administrators and District Development Councils, MLGRUD should be able to assume many

of the roles which ZIMTRUST has abandoned.

2.3.7 District Councils, WADCO's, VIDCO's and CAMPFIRE Committee Structures:

All CAMPFIRE Districts contain a wide variety of individuals and organisations, including, at the District level, Councils (with amalgamation, the Rural District Councils as per the Rural District Councils Act of 1988) Councillors of CAMPFIRE wards, Conservation/ Natural Resource Committees, the district representatives of Local Government, the District Administrator and executive, members of the District Development Committee including representatives of line ministries such as Education, Health, and AGRITEX.

At the Ward and Village level, CAMPFIRE involves the Councillors, the Ward and Village CAMPFIRE/Wildlife Committees, WADCOs, VIDCOs, Wildlife/CAMPFIRE committees, village community workers, extension workers (AGRITEX, NRB and others) village health workers and others. Moreover, in some cases new levels have been created, such as the inter-ward committees observed in Bulilimamangwe, and the Zones and Board of Management in Binga. All of these structures can contribute effectively to the implementation of CAMPFIRE.

2.3.8 OTHERS

The players described above are only the major ones. It must be recognized, however, that CAMPFIRE touches, and is in turn touched by, many other actors including, very importantly, Safari Operators, traditional leaders - Chiefs, Headmen, Sabukus (Kraalheads), politicians, especially Members of Parliament, who have at times strongly influenced the implementation of NRMP.

It must also be recognized that Government Ministries and agencies other than Environment and Tourism and MLGRUD are also becoming increasingly important as CAMPFIRE extends its activities to include management of resources other than wildlife (e.g., forests, water, minerals) and recognises the importance of land-use planning, basic, primary and secondary education. Some of these agencies involved in these areas are supportive; some are already initiating CAMPFIRE-like projects; while others represent challenges to be overcome. Important actors on the periphery of CAMPFIRE include Department of Natural Resources, the Natural Resources Board, the Forestry Commission, the Ministry of Agriculture, Lands and Water Development, the Ministry of Mines, the Ministry of Cooperatives and Community Development, the Ministry of Health, and, of course, the Ministry of Education. While the CAMPFIRE Programme Strategy Workshop identified each of these agencies, and suggested, as a high priority, that attempts be made to bring them under the CAMPFIRE Program, there is much work that lie ahead in that area.

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Finally, we must mention those public interest groups such as women's clubs and youth groups, as well as those national and international NGOs (some of which have been very critical of CAMPFIRE in the past) and external actors, such as donors, bilateral and multi-lateral AID agencies, US and European environmental groups, CITES, and the US Fish and Wildlife service, which have all had some impact upon CAMPFIRE implementation.

3.1 DISCUSSION

CAMPFIRE continues to gain momentum. Although the pace has been slow and uneven in places, progress is clearly being made. The mood of CAMPFIRE implementors is positive, especially on the ground among the District Councils and community participants, and implementing organizations seem to have a much clearer picture of their own and each other's roles in the implementation process. Success to date may be attributed, in part, to the commitment, talent and tenacity of the program's implementors and participants; in part to the identification and discussion of problems in a number of fora; and, in part, to the robustness of CAMPFIRE concepts and principles. Above all, revenues and benefits are getting to communities, and as a consequence, there is great optimism about the program achieving its objectives.

In many ways, the implementation of CAMPFIRE provides a model for development practitioners. Some of the characteristics that make it so include:

1. explicit recognition that different agencies, and types of organisations, will bring different sets of skills, knowledge, goals, priorities, and methods, into the implementation process;

2. reliance upon indigenous technical capacities and, especially, the use of local NGOs possessing extensive local knowledge and experience;

3. inclusion of a social science research unit among the active implementors, and the integration of "sociological knowledge" into all stages of the project--from design to evaluation;

4. recognition of the need to coordinate activities across organisational boundaries, with explicit coordination structures to perform that function;

5. a cohesive set of implementors, which beings together powerful, carefully worked out and field-tested, ideas; charismatic leadership; and, effective structures and processes for communicating those ideas and leadership;

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6. a multi-disciplinary, adaptive, phased approach; and,

7. the development of an appropriate monitoring system to examine progress and, upon which, to base management decisions.

CAMPFIRE is a remarkable concept, particularly the decentralization and community-based natural resource management aspects. That the program should have been developed with a National Parks Department is even more remarkable. Indeed, CAMPFIRE represents a radical departure from traditional parks philosophy, defying the professional training of its authors, their values and organisational culture, their cultural heritage, and their bureaucratic structure and context.

In many ways, CAMPFIRE requires flexibility on the part of its implementors, who must be willing and able to change their approach to adapt to changing contexts. A few examples include:

1. DNPWLM's recent decision to relinquish their role as lead agency of CAMPFIRE and chair of the Collaborative Group in favour of the CAMPFIRE Association;

2. ZIMTRUST's change in focus of institutional development from the established model of building <u>new</u> institutions at village and ward level to building on existing structures, and incorporating traditional leadership;

3. ZIMTRUST's decision to modify its training strategy from training leaders (i.e., committee members) to public education/training at the grassroots level;

4. CASS's decision to become active participants in community debates, often taking on an advocacy role, and agreeing to offer short-term NRM training;

5. The development, often at grassroots levels, of new structures and processes to facilitate natural resources management (e.g., by-laws and constitutions for CAMPFIRE committees, ad hoc workshops, inter-Ward Committees, etc.); and,

6. The emergence of the CAMPFIRE Association as a representative body for communal wildlife producers.

CAMPFIRE has proven to be an extremely demanding and challenging enterprise. Although many of the difficulties which have impeded the progress of CAMPFIRE implementation are endemic to large scale, complex, natural resource management projects which rely upon a number of different organisations and actors, and its designers were familiar the potential pitfalls of such endeavours,

CAMPFIRE has not been able to escape all of them.

There has been conflict between, among and within the implementing organizations; problems in coping with donor financial management requirements; reluctance of communities to taken ownership of the program; and, failure on the part of some levels of government to allow the communities to take control of the program. But, to a large extent, these problems are being overcome.

The earliest CAMPFIRE experiments were very focused; much high level attention was brought to bear on one project in a small discrete geographical area (e.g., Kanyurira). This approach proved to be successful, but as CAMPFIRE grew the concentration of technical resources was not uniformly available to all who might require such assistance. In many cases the "Kanyurira Model" could not be replicated.

CAMPFIRE implementors, therefore, had to find ways to combine the focused experimental approach with a broader, "do it yourself" approach, in a manner which allowed the lessons of the focused experiments to be shared by all participating communities. Already, there is evidence that a handful of communities are requesting and beginning CAMPFIRE projects on their own, with little help from the outside (e.g., Chaminuka). These spontaneous, grassroots initiatives need to be encouraged and supported, perhaps through the vehicle of "look and learn" visits, printed materials, and newsletters, as well as technical input from implementing agencies. The CAMPFIRE Association has indicated that it intends to play a large role in this process.

CAMPFIRE implementors require donor assistance. Yet, the uneven distribution of donor funds can serve to isolate implementors, and communities from each other. Looking specifically at the experience of the NRMP in Matabeleland, we find that these communities were deprived of inputs from many of the original and experienced CAMPFIRE leaders who, faced with many demands on their time seemed, almost subconsciously, to adopt the attitude that "since Matabeleland has lots of money, they don't need our help".

Another problem related to funding, is that the outputs may tend to be driven by the availability of funds rather than driven by the actual demands of program beneficiaries. While this problem is evident in early stages of CAMPFIRE everywhere, (in the start-up phase CAMPFIRE is rarely a spontaneous, grassroots initiative, at least not until the benefits of CAMPFIRE have been demonstrated) the continuing availability of large sum of money tends to reinforce the supply-side nature of the program. Certainly, lessons need to be drawn for the future development of CAMPFIRE, and similar programs elsewhere.

Over the past five years, CAMPFIRE has steadily gained the support of most influential individuals and agencies. In fact, there is a noticeable "bandwagon effect", and it seems no longer to be in anyone's interest to openly oppose CAMPFIRE since most recognise that the program is supported by central Government. This, in itself, is a major achievement. However, despite CAMPFIRE's widespread acceptability, program implementors agree these changes will have to be made if CAMPFIRE is going achieve its objectives. And, many of the changes relate to the ways in which the individual and the individual's organisation relate to the other players in the process.

3.2 CHANGING ROLES - CHANGING PARTNERS

3.2.1 COORDINATION

It has been argued that projects with multiple objectives need to be designed to include the agencies, organisations and individuals who will fulfil and link those objectives. Such projects must be able to identify, at the outset, the right people and organizations to articulate, link, and incorporate all of those objectives. It would be extremely difficult, if not impossible, to incorporate all objectives in a single organisation, and, therefore, planners and managers must ensure the right mix and balance of actors. While embracing a common vision, each organisation should pursue its own focus, confident that the balance among different objectives is being achieved - through the efforts of all of the organisations and through monitoring by coordination bodies, such as the collaborative group.

One of the main objectives of coordinating mechanisms, therefore is to ensure that the right balance is being maintained so that one set of objectives does not overshadow or out-compete the others for resources. In campfire, the tension between the human dimension and the natural resource dimension is critical but at various points in the process the balance between the two (among others) has not been maintained. This is not so much a failure of any one organisation, but a failure of coordination. In general, balance is often disrupted by the absence of coordination, the presence of an influential individual, or shifting power or resource balances. To a large extent, this is an inevitable process, but problems arise when the balance is not re-examined or adjusted when gaps are identified.

Another role of coordinating mechanisms is to ensure communication between central project management and the field, and *vice versa*. In CAMPFIRE such a gap (i.e., the lack of connection between the coordinating groups and field levels) has been observed between the collaborative group and the village level projects. This is particularly evident in the relationships between ZIMTRUST's head office in Harare and its field offices in Bulawayo

and elsewhere. For example, it is rare that anyone working in the field attends Collaborative Group meetings and even rarer that people who are the regular members of the Collaborative group work in the field at village level. These gaps point out a need to develop better vertical and horizontal coordination, intra, as well as inter-organisational coordination and core-periphery coordination.

In general, CAMPFIRE coordination has been exceptional, given the broad scope, area, and complexity of the program, as well as the sheer numbers of people and organisations involved. Shared values and visions play a strong role in that coordination. Coordination is, however, still one of CAMPFIRE's major problems, and remains an obstacle to effective implementation. No level is immune from the problem. Most implementors recognise this shortcoming and are working hard to overcome it-through training, workshops, monitoring, and self-examination. Paradoxically, these efforts to develop coordination <u>require</u> coordination, and lest we fall into the trap of the small boy given a hammer and discovering that everything needs hammering, it needs to be added that coordination need not be attempted everywhere. As a first step, however, we need to identify the strategic points at which coordination should occur.

In CAMPFIRE, coordination is good at the Collaborative group level (although some improvements could be made) As many of CAMPFIRE's founding members have moved on, the collaborative group has seemed to have drifted, and distance from, and lack of knowledge of the field is sometimes a problem. Also, the loose structure that worked on a smaller scale may not be appropriate or adequate for the transition to a more inclusive group with a broader based constituency. The group, itself, recognises that relationships with other relevant central government agencies (eg. MLAWD) and NGO's may not be adequate for the current needs of the program.

Although it requires support and strengthening, coordination also appears to be reasonably effective in the field. The significant field-based coordination gap appears to be at the very diffuse middle level where coordination is required to link field with centre (vertically), as well as horizontally among different individuals and agencies who are often not located in the same geographical area and who tend to focus communication within their own agency. This is a very complex and demanding coordination task.

While coordination may be a mixed blessing, communication is most definitely something we can improve upon without fear of excess. As was said about democracy: there are few problems of communication that cannot be solved with more and better communication. Looking at the history of CAMPFIRE implementation

we can find several instances where problems arose, and then festered, due to a lack of communication. It is agreed, therefore, that better communication is required throughout the program, at all levels, and that more work and financial support will be required to achieve this.

Coordination, on the other hand, needs to be focused and occur at strategic points only. These strategic points or "critical coordination nodes" need to be defined by the program actors, and it is recognized that the points of interface will change over time. Program designers can not just set up coordinative structures at the beginning, and leave it at that. Coordination needs will change over the program's life time. Unfortunately, future needs can not be predicted with certainty, and so, ways should be found to ensure that evolving coordination needs are assessed at different phases of program implementation and as an ongoing management/monitoring function.

We also need to recognize that there are different goals of coordination. One of course is efficiency, but others such as monitoring, problem identification, opportunity investigation, and information sharing, may be more important, and may ultimately dictate different approaches than coordinating for improved efficiency alone. Coordination also needs to be balanced against other goals. For instance, coordination at some levels may actually be inimical to decentralisation, a central goal of CAMPFIRE. Also, a supply driven project may need to be coordinated at the highest levels, while a demand driven project coordination may only be needed where it occurs organically, perhaps spontaneously, from the local level, where the demand arises.

We also need to pay attention to <u>what</u> we are coordinating. Legislation, donors, funds, technical assistance, political action, infrastructure provision, may all need coordination but such coordination will probably need to occur at different levels and times, and by different mechanisms, and different people. Again, instituting a single structure and designating it <u>the</u> coordination body will probably not be effective for the different goals, things, phases, and actions that require coordination.

When designing coordination mechanisms, we should pay attention to the desired outcomes of the coordination-e.g., one or two way communication, shared resources, joint action, among others. Joint action may be seen as "overkill" if a simple information exchange was all that was required by the situation. Similarly, formal coordinative mechanisms which may be required at some levels and for some purposes and circumstances (e.g., when agencies would have no other reason or impetus to communicate, or may in fact have a history of hostility), may actually impede some coordination/communication tasks, which are handled more efficiently and effectively on an informal basis.

3.2.2 TIME AND TIMING

A special problem within coordination is that of time and timing. Activities being implemented under the CAMPFIRE program take a lot of time and patience. In fact, the point has been made that CAMPFIRE is less of a programme than a way of thinking, or a way of life. Although one District Administrator bemoaned the fact that it had taken a community 18 months to develop a constitution for a CAMPFIRE enterprise, he passed over the critical point that a product produced in less time might not have worked. Implementors, however, tend to be impatient, or perhaps over eager to demonstrate results.

We need to recognize that the development of institutional capacities almost inevitably works on a time scale which differs from implementors program cycles. It is distressing to find in many places claiming "advanced" CAMPFIRE programs that some people still do not understand the basic concepts underlying the program. However, while this may seem to be a problem, it probably inevitable, and certainly acceptable, because it teaches us that we can only move ahead by demonstrating concepts and reinforcing them with results over a long period of time, until the programme gains enough momentum of its own. And, only then will the programme be sustainable. Experience has shown that it takes a long time to establish natural resource management schemes, and even longer again to ascertain their impact on the resource base. CAMPFIRE is not a program which fits neatly into a five or ten year project cycle.

Similarly, to be sustainable, innovation cannot always come from the project implementors, even when it may appear to be less time consuming. It must be fostered from within the communities and has to happen at the scale and pace of those communities. CAMPFIRE, itself, is initially perceived to have been brought in from the outside. To promote "ownership" of the programme, adaptations and innovations must at least happen at the local level or the activities will assume static, uniform, "cookie-cutter" qualities which are irrelevant to the unique needs of the individual communities. Only through local adaptations will the program be able to grow, improve, and become self-sustaining. At the end of the day, every community will have probably have a different CAMPFIRE.

CAMPFIRE implementors also have different time schedules, and many of the problems observed in inter-organisational relationships can be attributed to mis-matches in schedules, planning, budgeting cycles, as well as expectations concerning progress to a goal in a given time frame. A research agency like CASS, for example, may have a much longer time scale for production, than a government agency, like DNPWLM, which operates repetitive functions on a yearly budget cycle. Similarly, a politician will have a different

view of time than an NGO.

Projects also go through different phases (i.e., initiation, institutionalisation, consolidation, adjustment, weaning from AID, outside assistance, independence, self reliance, active management of natural resources) with different requirements for funding, technical assistance, training and other inputs. These phases may be perceived differently by the collaborating partners, at which point actions that were once seemed in harmony are now out of joint or even in conflict.

3.2.3 STRUCTURE

Management/Coordination Structures

Coordination gaps have been identified above. Next we need to examine the extent to which new structures may be needed to bridge those gaps, or to what extent those existing structures can be modified to this end. Another important area to examine would be the management structures and processes which may be needed to fulfil the tasks and cover the gaps identified by respondents. For example, several respondents identified the need for coordination structures other than the collaborative group, and suggested that the collaborative group ought to re-examine its role. Others suggested that an inter-ministerial task force at the top levels of Government would be a useful modification, and that it would probably be a good idea to include Ministries which are not already involved directly with CAMPFIRE implementation. It was also suggested that an inter-Ministerial forum would be in a better position than the collaborative group to raise questions about the current legislation which impacts upon CAMPFIRE, especially with regard to extending the programme to resources other than wildlife and to coordinating the decentralisation of other services and functions of Government. Indeed, without Government's commitment to decentralisation, in general, CAMPFIRE will always be vulnerable to the inexorable tendencies of bureaucratic centralisation. There were also suggestions for new inter-District structures, similar to the new Lowveld Producer's Association or the Matabeleland CAMPFIRE Forum, which would offer new opportunities to include private sector producers in CAMPFIRE.

The collaborative group might be modified so that it could assume responsibilities for national, regional and international networking. Although the collaborative group has performed this role from time to time in the past, it was largely on an <u>ad hoc</u> basis, and then only in response to member's frustrations in organizing meetings and workshops. Here it should be noted that although the "Roles Clarification" workshop (which was organized by the collaborative group) addressed the individual roles of each CCG member, it did not specifically discuss the roles of the CCG, as a whole. However, if the CAMPFIRE Association assumes

responsibilities for lobbying, marketing, training, research, monitoring and public relations, and extending membership to wards and villages in addition to District Councils, there may be no need to modify the CCG to assume these regional communication functions.

Coordination gaps at the middle levels of the project also need to be addressed, perhaps through the development of regional collaborative groupings.

In the field, Zimtrust area managers and district CAMPFIRE personnel should consider developing an informal district/ward/village level working group, which would include Government extension workers as well as CASS researchers and DNPWLM staff, and interface with the CAMPFIRE committee structure and the Rural District Councils. To a large extent, ZIMTRUST personnel are already attempting to do this. Unfortunately, however, they have not been authorized to do this, and as such, cooperation has been difficult to achieve. While there are disadvantages to over-formalising these working groups, authority could be delegated through the inter-ministerial committee, suggested above, or perhaps, the collaborative group.

Attention also needs to be given to assessing the changing coordination needs of the programme as it enters new phases of institutionalisation, consolidation and bureaucratization, and as the collaborating agencies, themselves, change. In our attempts to re-structure old roles, and to add new structures, we need to be cautious about over-formalising, and over-clarifying roles, to such an extent that we end up with ossified structures which are incapable of changing to meet changing needs of the program.

There may also be a need to develop new management structures. Many implementors criticized the current lack of management structures and processes for handling day-to-day program management. Indeed, while individual organisations and people have stepped into the breach (such as by developing the monitoring system, POMS, in Zimtrust) many management functions which should have been carried out collaboratively by the implementing agencies have simply fallen through the cracks. One possible reason for this is the failure of the CCG to take on management roles. In many instances, reporting takes the place of management and it is often assumed that the program will be managed through the independent actions of each of the implementing agencies. However, the absence of an on-going planning, monitoring and management framework has been one of the largest failures of inter-organisational collaboration in the program.

Structures for Sustainability

It has become clear that CAMPFIRE will not be sustainable without a network of supporting organisations at all levels, local

to national and international, and more work will have to be done to develop such a network. Many implementors believe that sustainability is the biggest problem facing CAMPFIRE. This is extremely serious given CAMPFIRE's goals-i.e., to promote sustainable community-based natural resource management and to initiate and maintain viable rural livelihood strategies. There are hopeful signs that networks are being developed. We note, for example, the MP's "look and learn" trip (organised by Zimtrust), and the international public relations tours which have been carried out by the CAMPFIRE Association and Africa Resources Trust. However, more work needs to be done at Rural District Council executive and councillor level, and with other Ministries at central and Provincial levels, to ensure institutional and political, as well as economic and ecological, sustainability.

To ensure social and political sustainability, women and other traditionally powerless groups need to be included, as stake holders, in decision-making and management processes and receive benefits from their participation.

Local Institutions

One way to promote institutional sustainability at the local level is to integrate the CAMPFIRE structures within existing development and District Council structures, and to include, wherever possible, traditional leaders. ZIMTRUST has learned that CAMPFIRE committee structures, which do not incorporate traditional and/or Government structures, are effectively isolated and powerless because they have no authority within the community or in relation to legally sanctioned local government structures and processes. The lesson learned is that institutions cannot be created in isolation from existing community organisation, nor should they be created for their own sake. Institution-building should support, as far as possible, existing institutions (e.g., VIDCOs, WADCOs and RDC structures) rather than creating a competing set of structures which have no initial visibility, legality, authority, accountability or power.

On the other hand, committees need to be developed which are appropriate for the tasks assigned to them. Existing committee structures, formed for other purposes, may not be wholly appropriate, and if used, CAMPFIRE concerns may be marginalized. The effective management of common property resources depends upon the development of appropriate community institutions for managing access, resolving conflicts, and ensuring sustainability of the resource. Institution building in CAMPFIRE is, therefore, a critical activity. Institution-building also provides an opportunity for creativity and innovation in organisational development. The balance may be found in respecting existing institutions and the recognizing the need to interface with them, but not feeling bound and inhibited by their conventions when these

serve to undermine CAMPFIRE's goals.

Institutional development issues are fundamentally tied with definitions of "the community", particularly as it pertains to resource use and revenue entitlements. Martin (1986:11) warned that: "...in many ways both Council and central Government may be equally remote from the man in an isolated area", and the discrepancy between the CAMPFIRE "law" and the CAMPFIRE "principle" remains un-resolved. Under the law, the Rural District Council is defined as "the community"-i.e., the "appropriate authority". However, the CAMPFIRE principle suggests that smaller, territorially discrete, social units are the program's fundamental building blocks. While there is hopes that legislation will eventually allow "producer communities" to act as resource managers apart from RDC structures, this modification has not, as yet, been enacted.

The issue noted above relates directly to issues of proprietorship-i.e., Whose wildlife, and whose resources? Clearly, there is a structural problem in CAMPFIRE which will remain until communities (as defined by the CAMPFIRE principle) manage their resources, through their own management institutions, and observe, for themselves, the linkage between resource and management, and the benefits and costs of proprietorship. In some areas, communities are blaming Councils for their failure to manage problem animals. While this represents an advance over blaming National Parks for <u>their</u> failure to manage <u>their</u> animals, there is still an indication that communities do not see the animals as their own "problem".

The existing relationship between communities and the Council's Safari operator(s) is also problematic. Observers indicate that it has taken Safari operators a long time to figure out that they are employed by the RDCs, but they haven't yet acknowledged the fact that their real employers are the villagers or the "producer communities". But, to be fair, the producer communities haven't really figured that out yet either! In the meantime, the District Council is seen as the partner when it is, in fact, the community, village or ward, with whom a management relationship needs to be forged. Lacking this connection, the Safari operator, his clients, and the wildlife enterprise, as a whole, will continue to be seen as a distant "white" force, over which community has no control, rather than as a community-based and managed resource enterprise. To resolve this problem, District Councils need to get the Safari operators (their employees) involved in providing training and management advice, which communities will be able to use to manage their own future wildlife-based enterprises.

Structures and Processes for Learning

The next phase of CAMPFIRE implementation needs to develop explicit structures for learning, diffusion of innovation and creative problem solving which can be transferred from area to area. As opposed to traditional bureaucratic structures, structures with learning as their goal take on a very different form and operate through very different processes. While vertically structured networks often tend to lose their flexibility over time, horizontally structured organisations which seek to promote learning across organisational boundaries are likely to facilitate flexibility and adaptability. In CAMPFIRE, adaptive management will not just happen; it has to be structured into the process through such learning structures. Program designers can not anticipate all of the "wrinkles" which are likely to crop up in program implementation, and in many instances program implementation will be a simple case of trial and error. Nevertheless, the trial and error process needs to be institutionalized such that the experiences of field personnel are communicated to other implementors through innovation-dissemination and learning processes.

CAMPFIRE implementors need to identify potential networkers (i.e., persons who are suited to networking roles as opposed to those who are successful at intra-organisational activities) and support them in the creation of networks and network organisations. Too often networkers operate informally and go unrewarded and unrecognised by their own organisations whose reward structures are based on advancement of intra rather than inter-organisational goals. Some of the most valuable learning experiences witnessed in CAMPFIRE were the visits by CAMPFIRE committee members and others to other CAMPFIRE projects.

Problem-focused meetings, workshops and ceremonies to which people are invited from several different areas, are all important for learning. Ceremonies, such as revenue distribution, are also extremely important in developing community traditions related to natural resources, reinforcing basic program concepts, giving those concepts credence through tangible results, and promoting community cohesion. The CAMPFIRE Association, the CAMPFIRE Forum, and the CCG could serve the program more effectively by facilitating such learning processes.

3.2.4 PROGRAMME

The following discussion relates to the ways in which inter-organisational relationships have affected the CAMPFIRE program, and seeks to identify problems and pose remedies for them.

A question frequently encountered is, "Have we forgotten about Natural Resource Management?", and as stated earlier, one of the consequences of imperfect inter-organisational coordination is an

imbalance among the goals of CAMPFIRE. In some areas DNPWLM input has been primarily at the District Council level, through the provision of assistance with the tender and quota-setting processes. Unfortunately, there has been little natural resource input at village or ward level. At the same time, there has been little support offered by other natural resource specialists, such as WWF, resulting in an overall neglect of the program's natural resource dimension. Resource inventories, necessary for informed land use planning, are more noticeable in their absence.

As a consequence, the CAMPFIRE proceeds are rarely, if ever, channelled into natural resources management activities. Instead, revenues and dividends are used to build schools, or additions to schools, erect clinics, purchase grinding mills and/or food, construct or up-grade roads, sink bore holes, etc. Activities which do relate, even indirectly, to natural resource management are definitely in the minority, and include: payment of compensation for crop damage by problem animals; building fences around arable fields, grazing areas, or buffer zones along the park boundary; payment of village CAMPFIRE workers or fence minders; providing assistance to children orphaned by elephants; and, in one case, the development of a feasibility project for a non-consumptive tourism venture. As such, there is little evidence, at present, of sustainable community-based resource management or even of an awareness of what activities might be required to implement a sustainable program.

It remains clear to all that an integrated environmental, natural resource perspective is needed to unify and coordinate the activities of CAMPFIRE implementors. While this sort of integration occurs "naturally " at the community level, where people have always had an integrated perspective on resources and resource use, project implementors need a more integrated understanding of environment and development issues, environmental, natural resource planning, human ecology, environmental law, politics and economics. Among CAMPFIRE implementors, CASS may come the closest to integrating these perspectives. Unfortunately, it has no ground-level practitioners. The question remains, therefore, after the cash has hit the table what are communities doing about, thinking about, natural resource management?

Part of the problem might be attributed to DNPWLM, whose ability to assist communities' natural resources activities has been constrained by severe resource and manpower shortages, as well as their conviction that communities should take over natural resource management themselves once they have been awarded appropriate authority. Quite frankly, natural resources management appears to have slipped between the cracks in many areas, and although CAMPFIRE implementors include wildlife biologists and ecologists, there may not be sufficient resources within the CCG, as currently organized, to satisfy the program's NRM requirement,

and the fundamental issue of the sustainability of the natural resource base on which all development depends is still not adequately addressed. To resolve this problem it may be necessary to include natural resource specialists, trainers and extension officers from other government agencies, NGO's, or private consulting firms.

Another natural resource issue related to the difficulties of inter-organisational cooperation is the extension of the programme to resources other than wildlife. Since the CAMPFIRE rests on the provision of appropriate authority to manage wildlife resources only, extension of the program to include other resources demands that the Government agencies responsible for those resources will have to be involved in the program. Although some of these have expressed some interest in CAMPFIRE, their inclusion will involve changing their statutory instruments and frameworks, developing guidelines for their participation, and providing manpower and resources to that end.

There is a clear rationale for including other resources within the CAMPFIRE program which includes, among other thing, the following components:

1. Practical Reality - communities and households do not deal with resources on a piecemeal basis. Only Government bureaucracies and Universities have chosen to view the world in a fragmented way. In reality, CAMPFIRE communities have already included, on their own initiative, other resources in their program's purview;

2. Management - including other agencies presents an opportunity to extend ownership of the program to other agencies, and thus build commitment and expand the existing support network;

3. Inclusiveness - using other resources means that more, and different types of people will become involved in the program (e.g., women, who are not traditionally involved in the wildlife resource, may be much more active in activities involving forest resources). Moreover, by involving different groups based on different resources of concern to those groups, CAMPFIRE can take advantage of a broader range of indigenous knowledge to promote the social, cultural, and political sustainability of the program;

4. Sustainability - the program will become more flexible and less vulnerable to external forces, if it moves away from its dependence on a single resource; and,

5. New Partners - by including other resources, and different sets of resource managers, the traditional

negative connotations of National Parks, anti-poaching, relocation of people, and problem animals control, can be ameliorated.

The program's community focus demands bringing resources together, at all levels, by including: non-consumptive tourism; bird-watching; collection of crocodile eggs, thatching grass, mopane worms, Ilala palm, and other forest resources; handicraft production; water development; soil control; and mineral exploitation. However, as stated above, the accomplishment of this objective will require the establishment of enabling legislation and guidelines and the participation of other agency personnel.

District Councils and Decentralisation

CAMPFIRE, in law, differs from CAMPFIRE, in principle, mainly due to the failure to devolve decision-making, planning and management authority, from the Rural District Council level to sub-District (ward and village) "producer community" level. One way to resolve this problem would be to educate District councillors about CAMPFIRE principles. It has been argued that if councillors had better information about the program and more incentive for involvement, decentralisation would occur "naturally", and would not provoke so much conflict between communities and councils. CAMPFIRE education might also served to address the power relationships between Councillors and the executive, enabling councillors to play more of an advocacy role for their constituents in terms of CAMPFIRE's benefits.

It is clear that all of the CAMPFIRE players, including the Councils, need to have a stake in the process. Nevertheless, where Councils have not devolved authority quickly enough; failed to distribute a large enough proposition of revenues to producer communities; spent revenues on Council's projects rather than community projects; and decided to include all Wards in their revenue distribution schemes; some action needs to be taken.

In such instances, it seems prudent to facilitate council's management of the programme in the ways they see fit until education and the rewards of the project are perceived to be sufficient, and community demands make it worthwhile, politically, for Councils to devolve authority to the sub-District level. It may, however, also be necessary to promote devolution of authority through grassroots demands, and through policy direction from MLGRUD.

Donors

The new "scramble for Africa" of the 1990's is the scramble of aid agencies and donors for projects which will bring them credit, fulfil their legislative mandate, and enable them to dispense funds

without incurring criticism at home. For donor money to support the goals of the recipient, donors must be coordinated, diversified, directed, and their inputs planned according to region, country, beneficiaries needs, and priorities. Aid agencies, as experienced development professionals with a large stake in project outcomes, should be valuable partners in development. Too often, however, they become cast in the role of enemy, or watchdog, distrusted, misunderstood, and forever in conflict with the communities and agencies they are in the business of helping. This is not always the fault of the aid agency but is often related to the failure of the beneficiaries and implementing agencies adequately to manage donor inputs and to understand and manage the inter-organisational dynamics of the project. The relationship with the donor is one of the most important inter-organisational relationships determining a program's success or failure, and more attention needs to be paid to it.

Looking at USAID's support program for CAMPFIRE, we find that the original design of the Natural Resources Management had two purposes-i.e., 1.) demonstrate, through practical examples, the technical, social, economic and ecological viability of community-based natural resources management for increasing household and community incomes; and, 2.) improve, through training, education, protection, communication, and technology transfer, Zimbabwe's national and local-level capacities to sustainably develop, manage and utilize indigenous natural resources.

It would appear that the project designers were hedging their bets by designing a dual-purpose project which supported community development, through natural resources management, and preservation of biodiversity through DNPWLM's anti-poaching program. Unfortunately, the dual nature of support may have undermined both activities. As it turned out, Parks was unable to expand its CAMPFIRE activities, while its "enhanced" anti-poaching activities often impacted negatively upon participating CAMPFIRE communities. Unfortunately, a mixed message was conveyed-i.e., that CAMPFIRE is a promising alternative to the traditional policing/protecting park ideology but if this alternative fails, the traditional model will be there as a backup. Although such an approach may have made sense in the design stage, during implementation the coexistence of opposing ideologies resulted in recurring "parks vs. people" problems-e.g., arresting poachers while at the same time trying to turn them into resource managers!

Certainly, this paradox needs to be untangled in theory and in practice.

Research and Monitoring

Program-wide research and monitoring (as opposed to each organization separately monitoring fulfilment of its own goals and

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plans) should to be done on a much more comprehensive basis. While CASS is responsible for conducting research and Zimtrust for monitoring most of the community interventions, neither organization has sufficient resources or mandate to accomplish these responsibilities in a comprehensive way. The collection of baseline socio-economic survey data, and the creation/execution of an in-house monitoring system have stretched each organization's resources to the limits, and raised expectations which can not be fulfilled.

Although monitoring and research activities are vital to the progress of CAMPFIRE; they are also management activities which should be carried out collaboratively, within a comprehensive framework, where each implementing organisation assumes responsibility for investigating and monitoring its own activities. In this way, results are likely to be more relevant to program implementors, and we should be able to get a clearer picture of the way the CAMPFIRE principles are operating in the field. In turn, each organization should then be able to quickly identify innovations and necessary adjustments, and disseminate them among their implementation personnel.

Most implementors feel there is a need for more research, supported by more funding and personnel, and that project participants, especially at district and grassroots levels, need to participate in designing research questions. Suggested topics include: benefits of wildlife and other resources ("because people just don't know what they are worth"); PAC; viability of exploitation of different resources; sustainability; developing community enterprises; designing and implementing land use plans; assessing the impacts of training; and, gender issues in natural resources management.

Devolution of Authority

As mentioned above, District Councils need to devolve authority to Wards and villages (i.e., "producer communities") and until this happens, CAMPFIRE will not be a truly indigenous, grassroots, initiative. To most villagers, CAMPFIRE remains someone else's; it is not yet owned by them. And, the only people who should be possessive about CAMPFIRE are the people in the villages, each of whom owns a unique, locally-tailored, programme, which reflects the needs and problems of that community.

The issue of devolution can not be considered apart from its legislative context, and the requirement for legislative reform to reflect CAMPFIRE goals. Concepts of appropriate authority, legal accountability, CAMPFIRE committee authority, and membership in the CAMPFIRE association, need to be clarified at district and sub-district levels. Similarly, the impacts of amalgamation, and particularly the opportunities for treating commercial and communal

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farmers the same in terms of appropriate authority; the local tax base and sources of Council revenues; and, the issue of wildlife and other CAMPFIRE resources subsidising local government, all need to be addressed collaboratively with MLGRUD and Councils.

Problem Animal Control (PAC) is also linked with the issue of devolution of authority. At present, PAC is a serious problem which requires research, consultation, communication and collaborative action. PAC poses a serious threat to CAMPFIRE in itself, but it is also symptomatic of a much deeper problem-i.e., a perception that policy-makers, and outsiders, hold animals in higher regard than people. While communal lands dwellers believe they are instrumental in wildlife conservation, they feel their interests are being administered by outsiders, who still arrogantly believe they are the only ones who know how to look after wildlife. Such profoundly different world views threaten the very basis of CAMPFIRE.

Communication and collaboration to solve PAC problems is the only solution for this impasse. There is room for many different motivations, goals and perceptions in an undertaking such as this, and communal residents can use the conservation community for their own ends, there is a need for synergy in those differences. As noted earlier, PAC is strongly related to the issues of devolving authority, and in the absence of CAMPFIRE benefits, it is impossible for people to see animals as anything but problematic. However, when benefits outweigh costs there will be a re-definition of problem animal, since an animal of great value (aesthetically, spiritually, financially, ecologically) can hardly be viewed as a problem.

PAC is also linked with other issues such as settlement patterns, land use planning, relationship with DNPWLM, quota-setting, relationships with Safari hunters, amount of benefits, decision-making concerning benefits, distribution of dividends, compensation, and attitudes to other resources and resource management. As noted earlier, DNPWLM is quite right to assume that PAC is now in the hands of the communities who have been granted appropriate authority. Unfortunately, however, the communities who suffer from the depredations of problem animals (in some areas 60-80% crop losses this year) are still not those who have been granted appropriate authority and who make the decisions and derive the benefits from it. PAC can only be solved at the local level, and those solutions must be part of a comprehensive natural resource/ land-use planning and management strategy designed and implemented by the community.

Historical Contexts

The implementation of CAMPFIRE can not be separated from the particular social and historical contexts in which it has been set.

This is no clearer than in Matabeleland, where Government and outsiders are not trusted; where political and social conflict, personal danger and perceptions of discrimination, marginalisation and alienation have all had a profound impact on the implementation of CAMPFIRE. The tendering process, PAC, re-location of people, membership in the CAMPFIRE Association, attitudes of central political figures, relationships between communities and DNPWLM, are all affected by the history of ethnic tension between Shona and Ndebele tribesmen. Certainly these problems need be addressed at all levels.

4.3 PROGRAM DEVELOPMENT RECOMMENDATIONS

The follow recommendations are drawn from the discussions and conclusions presented above.

1. Convene a program-wide re-orientation meeting.

   Program participants should meet to re-assess, re-orient, re-design and re-plan the program activities; and, to re-assign program responsibilities.

2. Focus on local experiments.

   Implementing agencies with other potential players, should investigate the potential for selective collaborative experiments in a limited number of communities (one or two from each district). These focused village level experiments should not compete for resources with the comprehensive programme. In fact it would be dangerous and unfair to neglect existing struggling projects. Results from the experimental projects must be fed into existing projects to help them develop. This is one way of combatting the threat of mediocrity throughout the program and to assess the potential of the programme when resources and talent are focused in a few areas to apply the lessons learned from five years of practice. These experiments would not provide models to be applied generally in other areas but would be an opportunity to test ideas coming out of other projects and then to disseminate the learning to other projects.

   This would be a shift in focus from a broad brush approach and would be satisfying to many participants who have had their energy and commitment dissipated by being spread too thinly across an enormous geographical area. It would also be an opportunity to re-establish relationships with district councils, and others, repairing bridges when needed, and to forge new alliances. It would enable agencies who, for reasons of personnel, resources, and time, have been unable to collaborate effectively in the comprehensive approach, to work together on a smaller scale to implement the original, inter-

organisational design of CAMPFIRE.

Field-level, inter-organisational teams of villagers, researchers, wild life and other resource managers, trainers, extension workers, and others could be established at the outset with support and links to all levels of the project. This would recapture the idea of pilot projects from which others could learn, but they would be on-going projects where new ideas could be tried, rather than something which would only happen at the beginning, to be later phased out in favour of comprehensive application.
Such projects could also reinforce the local focus of CAMPFIRE. (WWF has already ventured such an approach with their Support for CAMPFIRE project, and would be a valuable ally.)

3. Reassess the management structure.

The management structure of the program should be reviewed with emphasis on collaborative management and planning, administration and use of funds, as well as research and monitoring. All implementors desire to see changes in funding and management. The meeting suggested above could be used for the initial re-examination of management and to identify management problems. Suggestions for new or adapted management structures (such as regional fora involving private sector representation) could also be sought.

4. Build in explicit structures for learning.

5. Develop and use regional fora.

Regional fora could be used to coordinate activities and discuss issues such as PAC, de-centralisation, devolution of authority, institutional development, involvement of new players, and others.

6. Work on Inclusiveness

Identify areas and levels where increased representation from other agencies and levels may be required. As stated above, more work needs to be done with Rural District Councils to try to overcome the sometimes adversarial relationships observed. As stated by the Secretary General of Zimtrust, for CAMPFIRE to be a success "all the people in CAMPFIRE .. need to promote the involvement and support of other agencies we know can contribute to CAMPFIRE" (1993) We need to address the accusation that collaborative group members and others have "jealously guarded" CAMPFIRE from the advances of other agencies who might have contributed to its development.

7. Investigate the feasibility and funding potential for a Research/interpretation/environmental education facility.

   More collaborative research needs to be done with funding for participative research which tests CAMPFIRE principles and concepts.

8. Provide more environmental and natural resource education and outreach extension by all agencies working together.

   The CAMPFIRE Association, perhaps with the support of CASS and DNPWLM should consider providing CAMPFIRE courses for other agencies, community workers, safari operators and people from other African countries. Training should be given in areas of joint ventures in ecotourism, cultural tourism, and enterprises based on other resources. The Association needs to encourage communities to spend CAMPFIRE revenues on natural resource planning and management, including land-use planning and natural resource inventories, as well as projects which enhance the local natural resource base. Environmental audits should be conducted, and environmental, economic and social impact assessment should be conducted for all CAMPFIRE projects, especially those involving dams, fences, water points, etc. Such projects should be conducted within the framework of community land-use plans, and there should be more input and research from natural resource specialists.

9. Facilitate more communication and exchanges among and between CAMPFIRE projects.

10. Promote participatory land-use and resource planning at the community level.

    Land use planning doesn't need to be a big formal exercise. It can be done in stages at village level as a community participation exercise with people developing visions of their community, conducting resource inventories, and planning uses for their land and resources. Agritex should be involved, but should not be allowed to usurp the community process. Formal, legal plans can be done at a later stage. Local land-use plans should be linked to planning at other levels, district to national.

11. Revisit the local CAMPFIRE committee structures.

    Address the problem of linking with and strengthening existing structures, incorporating traditional leadership as well as the local government and development structures, while ensuring the development of institutions capable of managing

common property resources for the appropriate constituency. Work with the statutory Natural resource committees (Rural District Councils Act, 1988) and with the Department of Natural Resources and the Natural Resources Board. Councils also need policy direction from the Ministry of Local Government regarding the implementation and management of CAMPFIRE, particularly regarding their accountability and liability given the devolution of authority to sub-district levels. CAMPFIRE implementors need to work more closely with their associate in MLGRUD to develop guidelines or directives to Rural District Councils regarding CAMPFIRE.

12. Work on local sustainability.

Sustainability at the field level is one of the program's biggest problems. If this is an inter-organisational problem, then it will demand the focus and cooperation of all of the agencies involved. Almost all of the recommendations made above will enhance the local sustainability of CAMPFIRE. Local sustainability should become the focus of all CAMPFIRE activities. This focus should reinforce and support the individual goals of the agencies involved, whether these are ecological sustainability, community empowerment and self-sufficiency, institutional development, the promotion of viable livelihoods and income generating strategies, devolution of authority, or, development of local democracy and participation in the political processes.

5 Postscript

In closing, and on a more subjective note, I should like to place CAMPFIRE in a wider context. A great inducement to inter-organisational cooperation in CAMPFIRE has been the growing realisation that the programme provides a model, not just for community-based natural resource management but for self-governance--participatory local democracy, in general. If this is true, such a programme could provide the anti-dote to what Basil Davidson and others call the strait-jacket, the "shackle on progress" of European imposed nation-statism in Africa, with its "uncompromisingly top-down" strategies of development. (Davidson, 1993, Kodjo, 1987, Ake, 1989)

Davidson concludes that the only "escape route" is mass participation in the political process at the local level. He finds roots of such local participation in the pre-colonial past: "For 'mass participation'...was at the heart of all those African societies which had proved stable and progressive before the destructive impact of the overseas slave trade and colonial dispossession had made itself felt." (Davidson, 1993:295) This view is supported by many African writers including Dele Olowu: "what will get Africa out of her present food and fiscal crisis is not

the clamping down of more government controls, but the release of the people's organisational genius at solving their community problems". (Olowu, 1989:13)

In spite of the many obstacles to local democracy ("the route of escape into participation.. has been barricaded with snags and pitfalls, and travel along it made much less than safe") Davidson finds evidence to support the contention of Roland Oliver that in the 1990's the "era of mass participation in the political process was about to begin". Some of this evidence he finds in a "post-apartheid, integrated southern African region", where "...almost two centuries of foreign imperialism and dispossession in this southern 'half' of Africa might be within sight of its end". (Davidson, 1993, 318.)

It has been demonstrated here and elsewhere that natural resources are best managed in an integrated way and that the people most capable of managing them are those who live with and depend upon them. This report reveals the need for an integrated network of support for community-based initiatives. CAMPFIRE is one example of an approach to solving the widespread and deeply-rooted problems of development and governance in Africa. It addresses the failures of development and the failures of the nation state in Africa, both of which share the same causes and the same cure-i.e., participatory local democracy.

With all of the forces lined up against it, local democracy and local initiatives will need networks of support throughout society. This is the wider significance of inter-organisational dynamics. Local institutions must have that network of support to break the stranglehold of external economic and political forces, as well as central bureaucracies and their executives. In part, this will require harnessing those forces and developing a supportive, as opposed to conflicting relationship between center and periphery. Many converging developments in Zimbabwe, such as the reform of local government and the struggle for more equitable land and resource distribution, point in that direction and reinforce the nascent growth of local democracy. Those forces need to be captured through inter-organisational cooperation at the grassroots level, and through inter-organisational support for grassroots initiatives at all levels.

Thus, there is increasing recognition that CAMPFIRE, as an experiment in local community-based governance, has wider significance for region, and for Africa as a whole. Yet, we who work in the program have to go beyond the rhetoric and the ideology to ensure support on the ground. Together, we need to transcend organisational strictures to listen, attend to, describe accurately and support what is happening in the communities in which we work. The sooner people in those communities start directing us and upper levels of government about what support they would like us to provide, as well as their own destinies, the better.

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SOCIAL SOUNDNESS ANALYSIS

Introduction

In 1989, the Natural Resources Management Project was deemed to be socially sound across the spectrum of relevant considerations. More specifically, it was determined that:

> The socio-political context is favourable and the socio-legal structures are in place. No major cultural impediments exist and the project components are responsive to the economic and self management interests of the target populations...Administrative and institutional structures are present which provide a foundation for the management objectives of the programme. The project impact is considered to be consistent with the equity principles of the donor. The project has high potential for diffusion to other communal lands, and its potential impact is polyvalent, going beyond sustainable wildlife utilization to encompass broader and holistic natural resources management programmes" (1989, Vol. 1:93).

Some five years later, the Project's mid-term evaluation concluded, above all, that: "The project is providing meaningful benefits to residents of the project area" (1994:vi), and, to a large extent, the project's successes are attributable to the virtues of the CAMPFIRE Programme, and the social, cultural, political, legal and economic context in which the programme has blossomed and matured.

Background

CAMPFIRE (Communal Areas Management Programme for Indigenous Resources) set out in 1986 to:

1. obtain the voluntary participation of communities in a flexible programme which incorporates long-term solutions to resource problems;

2. introduce a system of group ownership with defined rights of access to natural resources for the communities resident in the target areas;

3. provide the appropriate institutions under which resources can be legitimately managed and exploited by the resident communities for their own direct benefit; and,

4. provide technical and financial assistance to communities which join the programme to enable them to achieve these objectives.

Political and Legal Context

CAMPFIRE has remained consistent with Government of Zimbabwe (GOZ) policy regarding the decentralization of governance, planning and administration. Moreover, the programme is firmly placed within the policy context of the National Conservation Strategy which states that:

> ...people...(need)...to be given increased control over the resources to be able to benefit from its (sic) proper use. The communal people cannot afford the social cost of having animals on their land or of setting land aside for wildlife unless this results in a direct economic advantage (1987:11).

Zimbabwe's National Conservation Strategy concludes, therefore, that:

> A community approach to the management of natural resources is to be strongly encouraged such that the people using those resources also accept full responsibility and accountability for their conservation. A model along the lines of the CAMPFIRE programme...is recommended (1987:23).

While the Parks and Wildlife Act (1975) provided the legal means to confer proprietary rights (i.e., "appropriate authority") over wildlife to all land holders, prior to 1989 the Act had only been used to confer such rights to "private" land holders. Then, in 1989, the Act was used to confer rights over wildlife to two District Councils, and CAMPFIRE became a reality. Thus began a ground swell, and over the past five years an additional twenty (20) District Councils have been gazetted as Appropriate Authorities under the 1975 Act.

While CAMPFIRE continues to be implemented within a favourable political and legal context, debate has arisen over "decentralization" (as defined in the Local Government Act) as opposed to "devolution of authority" (as defined in the Parks and Wildlife Act). Indeed, whereas Government decentralization is envisioned within a vertically integrated, hierarchical, framework, where the State retains some measure of control over subordinate and intermediate-level decision-making processes, in "devolved" scenarios, authority is effectively surrendered to subordinate or intermediate-level institutions.

Thus, while the Department of National Parks, through the Minister of Environment and Tourism, has surrendered authority over wildlife resources to District Councils, and fully expects that District Councils will eventually surrender control over wildlife resources

to "producer communities", many District Councils have persisted in their de-centralized orientation, allowing "producer communities" to make some decisions (under supervision), while defining others as the exclusive domain of District Government.

According the NRM Project mid-term evaluation:

> ...implementation is rarely from the bottom-up....Instead, action is often initiated through the rural district councils acting on behalf of wards. The issue becomes particularly acute when it causes dilution of the financial benefits which households view as their due, and the exclusion of some wards...from project investment (1994:vii).

To remedy this problem, or at least bring the parties closer to agreement on the subject, the project amendment proposes that Ministry of Local Government officials will join National Parks, NGO and CAMPFIRE Collaborative Group (CCG) personnel to collectively "steer" the implementation of the Project's CAMPFIRE Development Fund (CDF). It is anticipated that this intervention will serve to buttress the programme's existing political and legal soundness.

Social and Cultural Context

CAMPFIRE is politically correct, and it is legal. Yet, as the original analysis pointed out, the soundness of CAMPFIRE rests fundamentally in the social and cultural context of those communities which participate in the program.

By and large, the incentive for communities to participate in CAMPFIRE remains an economic one. Quite simply, CAMPFIRE promises financial benefits to communities who agree to have wildlife production as a central component in their local economy. Since there are few agricultural production alternatives in most of CAMPFIRE's targeted areas, and residents are among the "poorest of the poor", the economic argument has been fairly successful in mobilizing local support for the programme.

Nevertheless, the programme requires not only that communities benefit from wildlife resources, but that they also assume responsibility for managing those resources, and making decisions which will sustain the resource.

Given the history of wildlife management in Zimbabwe, and the fact that until quite recently wildlife belonged exclusively to the State, most communities possess little or no wildlife management skills. While it is true that wildlife resources always had some value to a limited set of actors in the local economy, and illegal offtake often supplemented household food requirements, the manner

of wildlife exploitation was, by and large, "private", covert, and in many ways, random and unplanned. For a program, such as CAMPFIRE, which seeks to develop community-based, public, and rational/planned exploitation of its wildlife resources, this sort of indigenous technical knowledge many not be entirely appropriate. There is, therefore, a need within communities to utilize existing wildlife expertise, develop collective management skills and capacities, while at the same time controlling individual management and/or offtake strategies.

Local-level Regulation

CAMPFIRE recognizes that programme sustainability requires communities to effectively control and regulate the management and exploitation of their resources. In small homogenous communities, traditional socio-legal mechanisms work fairly well to regulate inter-personal relationships. Although informal sanctions have operated mostly to control marriage and family relations, there is increasing evidence that property relations, and regulation of commonly-held property relations (e.g., waterholes, forests, rangeland, etc.) have also been controlled rather effectively through traditional socio-legal mechanisms. In such situations, it is reasonable to expect communities to be able to regulate and control illegal offtake, and "...when genuine authority and proprietorship of natural resources has been introduced...local leaders have responded with environmental insight and considerable skill in the handling of micro-political processes" (1989, Vol. 1:90).

Problems arise, however, in situations where outside agents, who owe no particular allegiance to traditional political or legal authorities, compete for their share of "the commons". And, it has become clear that many of the areas targeted for CAMPFIRE activities have been regarded as convenient areas for settlement expansion. To make matters worse, many of the re-settled families bring with them agricultural, and cattle-based, production ideologies which may not be environmentally sound given the fragile nature of soils and vegetation in these "marginal" areas.

While the original analysis indicated that CAMPFIRE could resolve these issues, by instilling a sense of resource finiteness, most communities and councils have demonstrated ineffectiveness in regulating access to uninhabited areas within their jurisdictions. CAMPFIRE communities are particularly attractive to outsiders, seeking to share in dividend distributions, improved public health and education facilities, and where communities have allowed new migrants, population has boomed. Internal household dynamics in some CAMPFIRE communities have also contributed to growth and expansion. It has been observed, for example, that as out-migration of males has decreased, conception rates among married couples have increased. Moreover, there are instances where

household dividends have been used to subsidize polygynous unions, which have, in turn, contributed to increasing numbers of household offspring.

It is clear, therefore, that population growth (internal and external) poses one of the most serious threats to the continuing success of the CAMPFIRE programme, and while communities must seek ways to control natural resources exploitation, they will also need to seek ways to discourage, or counteract the effects of, population growth.

Social Soundness Assessment

After five years of implementation experience, and lessons learned, CAMPFIRE remains socially sound. The local-level political context continues to be favourable for developing community-based activities, while the state-level political context remains tolerant of activities which seek to empower communities. The legal context remains favourable, although debate has recently arisen over the meanings of "devolved", as opposed to "decentralized", authority within a local Government framework. Socially and culturally, the people residing in targeted CAMPFIRE remain receptive to the economic motivations which underlie the CAMPFIRE Programme. It has been noted, however, that additional emphasis will have to be placed upon the development of "public" resource management skills, and the control of "private" utilization strategies.

While traditional institutions have demonstrated a fair degree of success in dealing with community "insiders", in-migrants, and especially those possessing inappropriate cattle-based agricultural mindsets, pose a threat to programme sustainability. Internal population growth has also been cited as a potential problem for CAMPFIRE, even in those communities which have been able to restrict the flow of in-migrants. Nevertheless, these problems should be viewed as challenges for the programme, rather than inherent defects in its design.

In conclusion, the project's mid-term evaluation reports that, "...where the programme has been implemented in communities over a period long enough for us to make informed judgments the following results are discernable: a re-awakened appreciation of wildlife; poaching eliminated or drastically reduced; fewer complaints of problem animals; the emergence of local environmental management structures; improved environmental conservation practices; the use of wildlife for food security in times of drought; the local initiation of land-use planning; an increase in household revenues; and, community-funded local development for schools, clinics, grinding mills and other community infrastructure" (1994:12).

CERTIFICATION PURSUANT TO SECTION 611(e) OF THE FOREIGN ASSISTANCE ACT OF 1962, AS AMENDED

Rural District Councils throughout Zimbabwe will undertake the construction of community-level infrastructure associated with the Natural Resources Management Project (NRMP). Of the counterpart funds contributed to the Project by the CAMPFIRE Program, 35% have been specifically earmarked for management, administration and maintenance.

I, Peter Benedict, the prinicipal officer of the Agency for International Development in Zimbabwe, having taken into account among other factors the maintenance and utilization of projects in Zimbabwe previously financed or assisted by the United States, do hereby certify that in my judgement, Zimbabwe will develop through the project the financial capability and has the requisite human resources capability to effectively maintain and utilize the capital assistance elements within the NRMP.

Peter Benedict
Director, USAID Zimbabwe

International Development
Mbabane - Swaziland
P.O. Box 750, Mbabane, Swaziland

Fax Number.....: 268 - 44770
Telephone Number.: 268 - 46430
Telex Number.....: 2016 WD

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ADDRESS: USAID/Harare

Zimbabwe

FAX NO: 00263-4-722418 or 720722

SENDERS NAME : Margaret Alexander

OFFICE SYMBOL : RLA

TOTAL NUMBER OF PAGES: 25
(Including this transmittal lead sheet)

MESSAGE:

Here are hard copies of the three e-mails and attachments on NRM. Many of the issues discussed in the e-mails are minor (like code 935 procurement) or clear-cut (like the Section 660 exception). Other issues should be discussed at your mission review. I've given my legal views but there may be other policy questions or my facts may be screwed up. This has been an awfully hasty review and I would welcome others' opinions.

Main issues:

- Relationships of the 2 projects/funding sources -- DOA 551 authorities
- Sec 611 (e) certification and AA/AFR review.
- PD 20
- Country Contribution/Project Income
- Incorporation of Environmental Assessment Recommendations

Good Luck! Cheers, Margaret

Oh yes, GC/AFR phone no is (202) 647-9218
Fax no. is (202) 647-8557 I'll be there Monday the 19th and Thursday the 22nd.

If you did not receive all pages please phone 268-46430 as soon as possible

For USAID Use Only Official: ✓ Personal: Project No: 213
Authorized By:

ANNEX J

ANNEX J IS SUPPORTING FINANCIAL INFORMATION TO THE COST ESTIMATES SHOWN IN SECTION IV.

THE FOLLOWING BUDGETS ARE ILLUSTRATIVE ONLY AND MAY BE TAKEN FROM PROPOSALS RECEIVED. IT IS LIKELY THAT THERE WILL BE SUBSTANTIAL MODIFICATION TO THE AMOUNTS AND BUDGET ITEMS PRIOR TO EXECUTION OF SUBGRANTS.

SUPPLEMENTARY BUDGETS

/tabud1

INSTITUTIONAL CONTRACTOR

I. Project Staff						$995,625
A Chief of Party (Local)	54 person months	@	3,000 per	month	162,000	
Benefits			25% salary		40,500	
B Grants Administrator	54 person months	@	2,700 per	month	145,800	
Benefits			25% salary		36,450	
C Financial Manager	54 person months	@	2,700 per	month	145,800	
Benefits			25% salary		36,450	
D Program Assistant	54 person months	@	2,200 per	month	118,800	
Benefits			25% salary		29,700	
E Accounts Clerk	54 person months	@	1,750 per	month	94,500	
Benefits			25% salary		23,625	
F Project Secretary (2)	54 person months	@	1,200 per	month	129,600	
Benefits			25% salary		32,400	
II. Short Term Technical Assistance						442,150
A Expatriate TA						
Salary	30 person months	@	331 per	work day	228,390	
Benefits			25% salary		57,098	
B Local consultants	30 person months	@	4,167 per	month	125,000	
Benefits			25% salary		31,663	
III. Travel and Per Diem						307,150
A International Travel						
	10 Washington–Harare	@	4,000 RT		40,000	
	450 days in Harare	@	145 per diem		65,250	
	10 days in Washington	@	150 per diem		1,500	
B Local Travel						
	240,000 miles	@	0.25 per mile		60,000	
	1,080 days outside Harare	@	130 per diem		140,400	
IV. Commodities						
Office Equipment						250,000
Computer & peripherals					75,000	
Furniture					40,000	
Photocopiers					15,000	
Project vehicle/spares (4)					120,000	
V. Office Costs						167,400
Rent	54 months	@	1,000 per	month	54,000	
Utilities	54 months	@	450 per	month	24,300	
Communciations	54 years	@	1,300 per	month	70,200	
Consumables	54 years	@	350 per	month	18,900	
V. Training/Workshops/Meetings						
Workshops (Venue, meals, per diem)	10 workshops	@	2,500 per workshop			25,000
VI. Audit	4 audits	@	25,000 per audit			100,000
VII. Estimated Overhead						
Overhead @ 35% of Salaries and Benefits						503,221
TOTAL						$2,790,546

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ZIMBABWE TRUST
STRATEGIC INSTITUTIONAL SUPPORT TO THE COMMUNAL AREAS MANAGEMENT PROGRAMME FOR INDIGENOUS RESOURCES (CAMPFIRE)

FIVE YEAR BUDGET SUMMARY

EXPENSE DETAILS-:	MAT. Br.P.	SELOW Br.P.	MIDZAM. Br.P.	TOTAL Br.P.
MANAGEMENT SUPPORT SERVICES & TRAINING	727571	584023	328926	1640520
INSTITUTIONAL DEVELOPMENT UNIT SERVICES	373089	232072	109215	714376
ORGANISATION, AWARENESS & TRAINING WORKSHOPS	202706	162710	91639	457055
VEHICLE OPERATIONAL COSTS	223975	179783	101254	505012
OTHER OPERATIONAL COSTS	308926	247973	139658	696557
COMMUNITY ENTERPRISE DEVELOPMENT FUND	72221	72221	43342	187784
REGIONAL & INTERNATIONAL COMMUNICATION AND EXCHANGE	128134	102851	57929	288914
GENDER ANALYSIS & PRA. TECHNIQUES	0	51020	0	51020
TOTAL RECURRENT COSTS	2036622	1632653	871963	4541238
CONTINGENCY AT 4%	81465	65486	34879	181830
SUB-TOTAL	2118087	1698139	906842	4723068
CAPITAL COSTS	187245	116326	136734	440305
TOTAL PROJECT COSTS	2305332	1814465	1043576	5163373

SUMMARY OF BUDGET ITEMS:

ITEM	Year 1	Year 2	Year 3	Year 4	Year 5	TOTAL
1. Ecological Monitoring	45,000	45,000	45,000	45,000	45,000	225,000
- Aerial surveys				65,000	65,000	130,000
2. Economic Monitoring	25,000	25,000	25,000	25,000	25,000	125,000
3. Resource Surveys/Consulting	50,000	50,000	50,000	50,000	50,000	250,000
4. Landuse/Biodiversity	150,000	150,000	150,000			450,000
5. Wildlife Mgmt Training	225,000	225,000	225,000	225,000	225,000	1,125,000
6. Small scale projects	25,000	25,000	25,000	25,000	25,000	125,000
7. Core staff salaries				200,000	200,000	400,000
8. Capital Costs	75,000	75,000		50,000		200,000
SUB-TOTAL	595,000	595,000	520,000	685,000	635,000	3,030,000
9. Management Fee	89,250	89,250	78,000	102,750	95,250	454,500
TOTAL	684,250	684,250	598,000	787,750	730,250	3,484,500

WORLD WIDE FUND FOR NATURE

ANNEX J

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P.O. BOX HG 690. HIGHLANDS.
HARARE. ZIMBABWE
Tel/Fax: (263-4) 739163 Fax: 795150

26th July 1994

Africa Resources Trust

PROPOSED BUDGET TO USAID FOR INFORMATION, COMMUNICATIONS AND POLICY INPUTS TO THE CAMPFIRE PROGRAMME[1]

Within CAMPFIRE, The Africa Resources Trust (ART) is divided into two programmes. The first, under the title of "ACTION", focusses on environmental education in CAMPFIRE Districts. The requirement of this programme have been outlined by the manager of ACTION.

The second programme deals with issues of information and communication - both within and outside Zimbabwe - including the analysis of and inputs into policy and also networking in the region amongst those interested in Natural Resource Management. ART currently funds, staffs and manages cooperatively with the CAMPFIRE Association the CAMPFIRE Information and Communications Office at the Mukuvisi Woodlands, is establishing a regional network in cooperation with the IUCN Regional Office and has a well developed project to monitor international policy and markets that directly affect the communities involved in CAMPFIRE.

The following budget refers to the information and communication needs of CAMPFIRE only:

Capitial costs (all year 1)	US$	
4WD Vehicle (Kasere/Siamachira) x2	50 000	
2WD Vehicle (Chitsike/Chingwendere) x2	20 000	
Base Radio and 3 x2-way radio	6 000	/or CA
Computers		
HP Vectra x2	5 000	
HP Omnibook 530 x1	2 000	
HP Printer x2	3 000	
HP Colour Printer	5 000	
HP Scanner	3 000	
Software	4 000	
Photocopier		
Xerox Heavy Duty	15 000	
Xerox lighweight x2	7 000	
Fax/Answer Machine	2 000	
Office Building (Mukuvisi)	32 000	Need 2 offices
TOTAL capital costs	**154 000**	

[1] Excludes ACTION's inputs into the provision of education materials, training and curriculaum development within the CAMPFIRE Districts of Zimbabwe

Research Grants	50 000 e.g marketing, externalities
Training	20 000 in-house (mgmt training) Reddie Mgmt Robin Gilman
Workshops - local, regional and international	90 000 Policymaker Regionals. May need more $
TOTAL Research and Training	*160 000 per annum*
Staff	
2x Information officers Steve, Johnson	25 000 (inc by 10%/annum)
1x Senior policy analyst Hudson	30 000
1x Network manager/communicator Regional person (Tanzanian)	30 000
1x Market researcher	25 000
1x Adminstrator	20 000
2x Secretary	20 000
Consultants 400 person days/annum at US$200	80 000 Ability to monitor law/policy in US/Europe
Total staff/consultants	*230 000 per annum*
Operational costs	
Vehicle expenses	
(Fuel, insurance, maintenance)	20 000
Printing and stationery	60 000
Printing - professional costs	20 000
Airfares - Regional	40 000 Contract to Action
- International	80 000
Per diems for regional and international travel	20 000
Tel/fax	18 000
Postage	10 000
Total operational costs	*268 000 per annum*
Total Recurrent Costs	**658 000 per annum**
Total costs Year 1	812 000
in each of years 2-5	658 000
FIVE YEAR TOTAL	**3 444 000**

(Assoc - budget line for marketing, etc

Personal relocating, E-mail etc