

**EVALUATION OF WILDLIFE CONSERVATION SOCIETY'S
ADMINISTRATIVE MANAGEMENT DESIGN PROJECT
(WCS/ADMADE)**

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**PREPARED BY
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ARD-RAISE

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by

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**Presented to
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USAID/Zambia**

under the Rural and Agricultural Incomes with a Sustainable Environment (RAISE)
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EXECUTIVE SUMMARY

A final evaluation was made of the USAID/Zambia's Wildlife Conservation Society's Administrative Management Design Project (WCS/ADMADE), Contract PCE-I-00-99-00001-00, between 3 April and 7 May 2000.

The Project ran from 1989 to 1999. Its purpose was to support the growth of community-based natural resource management (CBNRM) through Zambia's ADMADE program, and to contribute towards Strategic Objective S.O.1. Total allocation was \$4.8 million. ADMADE is a CBNRM program—Zambia's official policy for wildlife management in game management areas (GMAs)

From 1989 to 1994, USAID helped the Ministry of Tourism (MoT) set up and establish ADMADE through the provision of commodities and technical assistance. From 1994 to 1995 USAID gave non-operational support under the terms of a co-operative agreement with World Wildlife Fund—US. From 1996 to 1998, MoT was provided with direct financing via project implementation letters. From 1998 to 1999, technical assistance was provided under the terms of a co-operative agreement with the Wildlife Conservation Society (WCS). During the latter phase, what had begun life as a wildlife management program took on a greater food security role.

USAID investments in the Project have been worthwhile. Being the major source of support, they are responsible for much of the success recorded in this report.

The Project strengthened ADMADE; USAID investments were well used. Through research and trial, the Project developed a set of community institutions—democratically elected Village Area Groups (VAGs) and Community Resource Boards (CRBs)—that show signs of being able to take responsibility for, and make decisions about, wildlife management, including setting quotas for off-take, and community development. It showed limited success in expanding women's participation.

The Project has also

- shown that CBNRM is a workable system for wildlife management in at least some GMAs, and may be applicable to others
- shown that safari hunting is a profitable use of wildlife in GMAs, the revenue from which can be used to improve household living standards
- defined the criteria needed to create sustainability of ADMADE programs
- established CBNRM programs that are probably self-sustaining in some Luangwa Valley GMAs where ADMADE is active
- shown that ADMADE can produce local employment opportunities and raise incomes
- set up monitoring programs that may demonstrate a positive link between living standards and optimal sustained wildlife yields

- influenced Government wildlife policy resulting in CBNRM provisions being included in the new Zambia Wildlife Act
- begun testing the linkage between wildlife management and food security

Problems regarding management of the Wildlife Conservation Revolving Fund, noted by mid-term evaluations, have been rectified insofar as the new Zambia Wildlife Authority (ZAWA) maintains accurate computerised records of revenue received from hunting. Management and disbursement of finances intended to fund community resource management and community development are still flawed in so far as remittances are either not being paid in full or on in a timely manner. Faults appear to lie with financial control in the ADMADE Units as much as with ZAWA.

Ways in which the Project has contributed significantly to S.O.1 are identified.

The way forward for ADMADE is dependent upon the role that ZAWA will play, its capacity to manage and its commitment to CBNRM. These will remain unknowns until the interim period of uncertainty is ended and ZAWA becomes fully operational.

LIST OF ACRONYMS

ADC	Area development committee
ADMADE	Administrative management design for game management areas
AMCA	ADMADE management contract agreement
CBDA	Community-based delivery agent
CHA	Controlled hunting area
CLUSA	Co-operative League of the USA
CRB	Community resource board
CBNRM	Community-based natural resource management
EDF	European Development Fund
ESRI	Environmental Systems Research Institute
EU	European Union
GIS	Geographical information systems
GMA	Game management area
GRZ	Government of the Republic of Zambia
LFSP	Livingstone Food Security Program
MoE	Ministry of Environment and Natural Resources
MoEd	Ministry of Education
MoT	Ministry of Tourism
NGO	Non-government organisation
NPWS	National Parks and Wildlife Service
NRG	Northern Rhodesia Government
PHAZ	Professional Hunters Association of Zambia
PRA	Participatory rapid appraisal
RGBP	Rural Group Business Program
RNFE	Rural non-farm enterprise
RNRMP	Regional Natural Resource Management Program
SADC	Southern Africa Development Community
SIDA	Swedish International Development Program
TEVETS	Technical Education, Vocational and Entrepreneurship Training Secretariat
UNDP	United Nations Development Program
USAID	United States Agency for International Development
US\$	United States dollar
VAG	Village Area Group
WCRF	Wildlife Conservation Revolving Fund
WCS	Wildlife Conservation Society
WMA	Wildlife Management Authority
WWF-I	Worldwide Fund for Nature-International
WWF-US	World Wildlife Fund-US
ZAWA	Zambia Wildlife Authority
ZESCO	Zambia Electricity Supply Company
ZMK	Zambian kwacha

TABLE OF CONTENTS

1.0 Introduction.....	1
2.0 Objectives of the Current Evaluation.....	2
3.0 Background	2
ADMADE	2
Rationale behind ADMADE.....	5
The Origins of ADMADE.....	6
An ADMADE village land use meeting	7
USAID Support for ADMADE.....	8
4.0 Associated Institutions	9
Ministry of Tourism: National Parks and Wildlife Service	9
Wildlife Conservation Revolving Fund	10
African College of Community-based Natural Resource Management.....	11
Other Public Institutions.....	14
Non-government organizations.....	15
Community-based institutions.....	15
Private sector	15
5.0 Evolution of the Project	16
Main phases	17
Project evaluations between 1989 and 1995	18
6.0 The Project 1996 To 1999	20
Focus of resources	20
Project evaluations 1996-1999.....	22
7.0 Community-Based Institutions	23
Wildlife Authorities and Sub-authorities	23
Village Areas Groups and Community Resource Boards	24
Participation by women.....	26
8.0 Project Results and Achievements.....	27
Results identified in the project paper supplement, September 1993.....	27
Results identified in the WCS co-operative agreement, October 1998.....	33
9.0 Monitoring Impacts On Wildlife and Communities	36
Monitoring Systems.....	36
The ADMADE Data Manager	38
Wildlife populations	38
Hunting quotas.....	39
Household incomes	40
Rural family quality of life	40
Community capacity building	41

Land use planning.....	42
Investment in GMAs from outside sources.....	42
Comments on monitoring.....	44
10.0 Beneficiaries.....	44
Inhabitants of chiefdoms inside and bordering GMAs	44
NPWS (and thus ZAWA).....	46
NGOs	46
Central and local government departments.....	46
Safari companies.....	46
11.0 Income Earning Opportunities.....	47
Opportunities pursued by community groups.....	47
Opportunities not pursued	48
12.0 Supports and Constraints	48
Major supporting factors	48
Major constraints	49
13.0 Relevance of CARE/LFSP and CLUSA/RGBP.....	51
14.0 Contributions to USAID/Zambia’s SO.1.....	52
Performance Indicator a): Land and labour productivity.....	52
Performance Indicator a): RNFE sales and service revenue.....	53
Performance Indicator b): Improved RNFE access to finance	53
Performance Indicator: Improved trade and investment environment	54
15.0 Findings and Lessons Learned for Future Application	55
16.0 Bibliography	63
Annex 1	Principal contacts
Annex 2	Papers produced by the African College for CBNRM from October 1998 to December 1999
Annex 3	The Zambia Wildlife Act, 1998. Full text of Sections 40-42, which provide for the issue of special licences
Annex 4	Scope of work

1.0 INTRODUCTION

Formation of the Southern Africa Development Community (SADC) in Lusaka on 1 April 1980 provided a basis for co-operation between countries in the southern half of the continent, and for donor support to be co-ordinated and organised more effectively. Seeking appropriate activities for funding under the SADC umbrella, USAID identified natural resource management as a suitable candidate and established the Regional Natural Resource Management Program (RNRMP) on 20 August 1989. The regional office for RNRMP, at first in Harare, Zimbabwe, was later transferred to Gaborone, Botswana. Having decided that the recently initiated ADMADE program in Zambia was an appropriate initiative for USAID support, RNRMP/ADMADE (the Project) was set up.

The Project, originally authorised on 16 January 1990, provided the Government of Zambia (GRZ) with \$3,000,000 for the period January 1990 to 31 August 1995.¹ Its purposes were:

- to demonstrate the technical, social, economic, and ecological viability of community-based natural resource management programs on marginal lands for improving household and community incomes while sustaining natural resources
- to improve national and local capability to halt the decline in the wildlife and natural resource base through training, education, wildlife protection, communication, and technology transfer.

Specific objectives included:

- demonstrating that wildlife utilisation could be a preferred and profitable land use in four command areas of the National Parks and Wildlife Service (NPWS) and, through building local capacity for sustainable management, influence change in national policy to confer proprietorship on local communities
- establishing self-sustaining resource management programs in nine target Game Management Areas (GMAs) that would increase local employment opportunities and incomes, result in optimal sustained wildlife yields and provide the communities with access to a renewable source of revenues for development projects
- establishing and strengthening institutions and decision-making procedures involving local communities in sustainable resource management and distribution of economic benefits from the wildlife resource base
- enhancing social and rural welfare through increased income and access to protein, community development projects, and expanded participation of women in the development process
- building the ability of development sub-authorities to capture returns from wildlife utilisation and to influence policy changes supporting direct return of economic benefits to communities

On September 30, 1993, USAID/Zambia authorised an additional \$1,800,000, as the first amendment to the Project. The following additional outputs were identified.

¹ In the previous year, USAID provided \$40,000 in a matching agreement with World Wildlife Fund-US (WWF-US).

- Improved management and operations of the Wildlife Conservation Revolving Fund (WCRF).
- The existence of policy statements and legislative changes that would provide a legal basis for community based participation in natural resource management and utilisation.
- Assistance continuing in land use planning and resource management planning at the level of GMAs.
- The existence of trained project participants and research into relevant policy and institutional matters.

2.0 OBJECTIVES OF THE CURRENT EVALUATION

This report is the final evaluation of the Project, which took place between 3 April and 7 May 2000. Its objectives were:

- to determine whether USAID investments achieved their desired impacts
- to generate ideas on how the impact of USAID investments in community wildlife management might have been improved
- and to generate ideas on how RNRMP/ADMADE (the Project) experiences can influence ongoing or future USAID and other institutional investments in natural resources conservation, increasing rural incomes or improving food security

Methods used were searches of relevant documents, and interviews with relevant persons working on the Project, GRZ, non-government organisations (NGOs), the private sector and community representatives.

Interviews took place in Lusaka, Chilanga, the African College of Community-based Natural Resource Management (the College) at Nyamaluma, and at Nalusanga on the border of Mumbwa Game Management Area and in villages nearby. A list of persons interviewed is the subject of Annex 1.

The evaluation took place during a time of flux. ZAWA had replaced NPWS four months earlier but its senior management team had not been appointed. Changes had been agreed upon administratively concerning the nature and role of community institutions but none had been formally approved and or adopted by the Board of ZAWA. Changes to the system for distributing revenue earned from hunting had been proposed but had not been implemented because no remittances had been made. Furthermore, ZAWA faced financial problems arising from a misunderstanding over whether ZAWA or GRZ would pay staff salaries. An air of uncertainty persisted up to the final day of the evaluation mission.

3.0 BACKGROUND

ADMADE

ADMADE is a complex program that seeks to link wildlife conservation with the well being of people who live in close proximity to large wild animals. Its complexity makes it difficult for newcomers to comprehend.

ADMADE is an acronym for Administrative Management Design for Game Management Areas, a program now 10 years' old, managed by the former National Parks and Wildlife Service (NPWS), now renamed Zambia Wildlife Authority (ZAWA) and currently undergoing reorganization. The three factors foremost in precipitating its development were:

- the drastic rise in poaching, from about 1975, of commercially valuable wild animals—in particular elephant and black rhinoceros
- an increased access to firearms, especially automatic and semi-automatic weapons
- drastic reductions in resources available to NPWS to carry out its mandate during the 1980s

Coupled with these factors was the continued rise in human populations, which placed increasing pressures on finite agricultural land in the GMAs. During the second half of the 20th century, Zambia's population rose from about 2.5 million to 10 million.

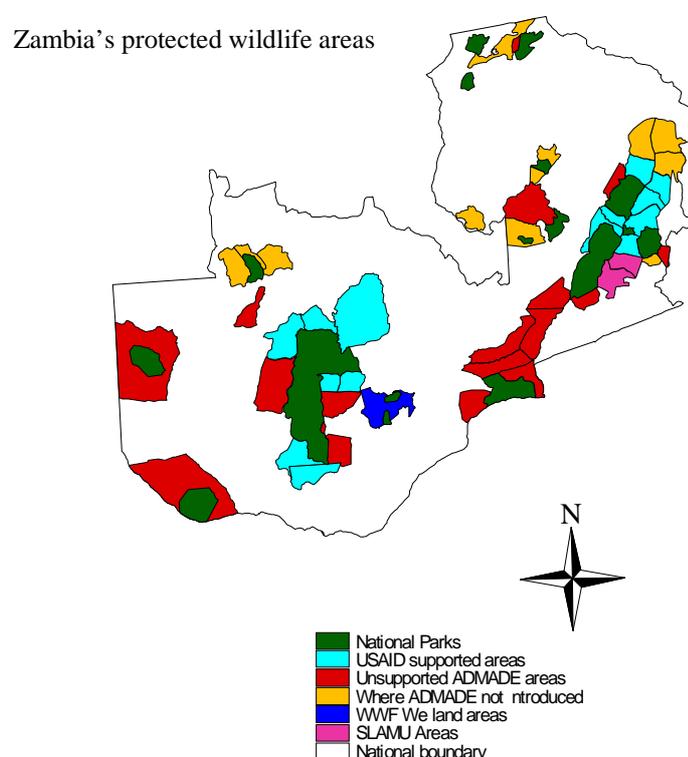


ADMADE aims to administer wildlife management through participation and leadership of residents living in GMAs. It seeks to ensure that a portion of revenue earned from wildlife management is shared between residents of GMAs *'in the form of employment, community development and the resource itself by meeting basic wildlife management costs.'* (Mwenya *et al*, 1990). It is a type of program that has become known as community-based natural resource management (CBNRM). Another aim of CBNRM has been to take better advantage of the unique megafauna that occurs in Southern and Eastern Africa, which is potentially a major source of income and foreign exchange from sport hunting.

Variations occur elsewhere in the Region and beyond. One of the best known is the CAMPFIRE program in Zimbabwe; others are practised in Botswana and Namibia.

Game management areas

Zambia's protected wildlife areas comprise national parks and GMAs. The system has evolved greatly during the course of the 20th century but the total area under legal protection has altered little over the past 50 years. By the early 1950s, most of today's national parks were game reserves under earlier legislation; the only national park was Kafue. Most present-day GMAs were called Controlled Hunting Areas (CHAs), divided into first and second class CHAs. In 1972, the National Parks and Wildlife Act of 1968 came into force, replacing previous statutory laws. Most game reserves² were re-gazetted national parks; most CHAs became GMAs. Lower Zambezi National Park was added to the system several years' later.



Game reserves had largely been managed for tourism and biodiversity conservation, as were the national parks that replaced them. Most CHAs had been managed for higher quality licensed hunting, which continued after they became GMAs. Second class CHAs were allocated for hunting only by residents of those areas; first class CHAs allowed for hunting by residents and non-residents, including safari hunting by foreigners. The National Parks and Wildlife Act of 1991, which replaced the 1968 version, did not alter the broad management objectives; neither, in respect of national parks, did the Zambia Wildlife Act of 1998.

The extant protected wildlife area system managed by ZAWA consists of 19 national parks, totalling 63,500 km² (8.4 per cent of the country) and 34 GMAs totalling 164,000 km² (21.8 per cent). National parks are established by presidential statutory

² Including the Litunga's game areas in Western Province, formerly Barotseland.

order for *'the conservation or protection and enhancement of wildlife, ecosystems, biodiversity and natural beauty'*³. All other forms of land use are forbidden except that minerals may be exploited, subject to the findings of environmental impact assessments made in accordance with the provisions of the Environmental Protection and Pollution Control Act. GMAs are also declared by presidential order⁴ but all forms of land use are subject to the provisions of management plans developed by community resource boards.⁵ Realistically, however, wildlife management in GMAs is to be pursued in a manner commensurate with other forms of land use, including crop production, livestock husbandry, fishing and forestry.

Rationale behind ADMADE

The basic principle of CBNRM projects in Zambia and elsewhere is that, *'for a community to manage its resource base sustainably it must receive direct benefits arising from its use. These benefits must exceed the perceived costs of managing the resource and must be secure over time'* (Stiener & Rihoy 1995)

The rationale for ADMADE was described by Mwenya *et al* (1990), who presented cogent reasons for participatory management of wild animals and described the development and way in which the program works. However, on page 1 under the heading *'Giving back what was taken'* the authors proffered views that have not gone unchallenged. They asserted that *'game laws enacted by the colonial government discriminated against Africans'* and implied that a system of traditional, benign local management was already a feature of pre-colonial days although they acknowledge that laws similar to those of the colonial era were still in force 26 years after the colonial government had disappeared. Astle (1999) has challenged both submissions, and cites numerous well-documented sources showing that British colonial policy on wildlife (or 'game' as it was generally known) recognized the importance of wild animals to rural people and mandated that it be managed for their benefit. He also refutes the 'romantic' view of benign, wise management by local peoples, and points out that wildlife in what is now Western Province (formerly Barotseland) was not subject to GRZ control until 1970, at which time its status was found to be in much the same condition as elsewhere in Zambia.

The principle of CBNRM has its critics. MacKinnon (1994), writing in the Asia-Pacific context, observed that, *'Rich and powerful individuals and organizations are far more capable of protecting their own resource bases than are rural communities. For example, there is little illegal cutting of timber or even poaching in Indonesian timber concessions compared to what happened in (government) nature reserves.'* To these examples might be added the large, privately owned conservancies of Zimbabwe, whose owners (some of them very rich) protect and manage their wildlife efficiently and profitably. A conclusion is that people can best be relied upon to safeguard resources if they feel that they own them.

³ Zambia Wildlife Act, 1998 section 10.

⁴ Ibid., section 26.

⁵ Ibid., section 7.

A commonly expressed opinion concerning ADMADE (and similar CBNRM programs such as CAMPFIRE) is that it was started by biologists as a strategy for saving wildlife by hypothesising a link with human welfare. Astle (1999) worked in Zambia first as an Agricultural Officer, later as a Biologist in the Luangwa Valley, and ended his service with GRZ as Chief Wildlife Research Officer. He maintained, first, that urban people have no interest whatsoever in wildlife, and, based upon his personal experiences, that most rural people view wildlife as pests that should be eliminated. He does not question the possibility that community-based wildlife management *may* be a valid concept, given suitable conditions *and provided that it is demonstrably an economic asset*. However, in order that it can be judged an economic asset, the needs of people and available resources in an area must be judged on socio-economic terms, not by biologists. Community-based wildlife management programs, Astle (1999) argues, are no more than special pleading on behalf of wild animals by biologists. Given the history of ADMADE's origins, this is a valid point, whatever changes the program may have undergone since then.

Other critics accept the principal of CBNRM but argue that ADMADE is not achieving its objectives: recent ones include Matenga (1999) and Hachileka *et al* (1999). Matenga (1999), in particular, claimed that ADMADE, far from empowering people, was disempowering them. This claim was based on the Sub-authority system⁶ of CBNRM that was in force at the time, and he acknowledged that the new system that was to replace it gave cause for optimism. During this evaluation, the main practitioners of ADMADE claimed not to have been approached by either critic, and to know nothing of their reports until they were shown copies by the evaluating team.

ADMADE's practitioners have also been accused, in their eagerness to implement the program, of overstating its potential benefits and creating inflated expectations that could not be met. Some criticism may stem from rivalry between protagonists, who perceive each other as competitors (a common feature of wildlife management).

A final point concerns law enforcement. ADMADE reports and papers have stressed the ineffectiveness of law enforcement as a method of conserving wildlife. This is rich seeing that ADMADE puts considerable resources into law enforcement; the 600 Village Scouts it has trained and deployed have doubled the patrolling capacity in many GMAs, and been very supportive of NPWS and ZAWA.

There will always be circumstances where firm control and law enforcement are valuable strategies: better still, of course, is professional management backed by adequate financial and manpower resources. No matter how successful other strategies may be, it will always pay the law-breaker to flout the law provided he can get away with it. His personal gain is greater than his share of the communal loss.

The Origins of ADMADE

ADMADE's roots lie in the Lupande Research Project (1979-84), in which NPWS and the New York Zoological Society⁷ conducted joint studies into relationships

⁶ Described in Section 7.

⁷ Now the Wildlife Conservation Society (WCS).

between elephants and human activities (Mwenya *et al*). The most significant conclusion that emerged from this project was that conservation should be based, at least in part, on the needs of local residents. In September 1983, the Lupande Development Workshop was convened and attended by a multidisciplinary audience of natural resource and rural development specialists, who concluded that the inhabitants of the Luangwa Valley's GMA's should be enabled and encouraged to participate in development and management of the Valley's natural resources. Upon this basis was established the Lupande Development Project (LDP), which ran from 1984 to 1987. In the final year of LDP, NPWS extended the principle of CBNRM to 10 of Zambia's 34 GMAs: this was ADMADE.

Although participants at the workshop were generally agreed on the principle of CBNRM, two factions emerged. One, favoring a large-scale program that embraced several natural resources, gave rise to the Luangwa Integrated Rural Development Project (LIRDP)⁸. The second, which led to ADMADE as described above, focussed on wildlife (to be precise, game animals), which were to remain NPWS's responsibility, but allowed for participation by members of local communities.



An ADMADE village land use meeting

⁸ LIRDP was independent of NPWS, financed by Norway and enjoyed President Kaunda's patronage. After 1991's general election, it was placed under NPWS, was shorn of non-wildlife functions (e.g., agriculture and transport) and renamed South Luangwa Administrative Management Unit (SLAMU).

USAID Support for ADMADE

USAID has been the major source of outside funding for the ADMADE program; \$4.8 million has been allocated in two tranches as outlined above. The Project has supported the development and operations of ADMADE from 1989 to 1994, and selected aspects of development from 1994 onwards. At present, 29 GMAs are included in the ADMADE program: 21 where safari hunting takes place and local peoples benefit from this activity, and eight depleted areas that have been leased to private companies to rehabilitate over 15 years

Areas supported by USAID are listed in Table 1 and illustrated in Map 1. Confusion over the number of areas supported by USAID is evident in written reports and oral evidence: the current evaluation team found they ranged from nine to 12. Confusion arises from lack of clarity in distinguishing between GMAs, hunting blocks and ADMADE management units, and this is compounded by the absence of an easily located, definitive map showing the layout of protected areas in Zambia; those at ZAWA's Chilanga office varied from one another. Table 1 attempts to allay this confusion by proposing that USAID supported ADMADE in 11 GMAs and 13 hunting blocks that involved 10 Community Resource Boards (CRBs). The latter are described below under Section 7.

Table 1. ADMADE Management Units supported by USAID 1989-1999.

<i>Names of Units</i>	<i>Notes</i>	<i>Location</i>	<i>CRBs elected</i>
Chanjuzi + Mwanya	One GMA (Lumimba) with two hunting blocks and two CRBs	Luangwa	1999 (2)
Chifunda	One GMA and hunting block with one CRB	Luangwa	1999
Chikwa + Fulazi	Two GMAs combined into one hunting block with one CRB	Luangwa	1999
Kasonso	One GMA and hunting block with one CRB	Kafue	
Lunga-Busanga Lunga-Luswishi	Two GMAs and hunting blocks that share one CRB	Kafue	1999
Luawata +Nyampala	Two hunting blocks in Munyamadzi GMA that share one CRB	Luangwa	1999
Mulobezi	One GMA and hunting block and one CRB	Kafue	2000
Mumbwa East + Mumbwa West	One GMA divided into two hunting blocks, and one CRB	Kafue	1999
Sichifulo	One GMA and hunting block and one CRB	Kafue	1999

Source: Based upon information in ADMADE and WCRF reports

The original project agreement supported three activities, intended to contribute towards USAID Strategic Objective 1 (S.O.1), 'increased rural incomes of selected groups'.

- Community-based use of natural resources, wildlife management and community development.
- Conservation of the resource base, elements of which included ecological monitoring, resource management and wildlife protection.
- Regional communications and exchange of information.

4.0 ASSOCIATED INSTITUTIONS

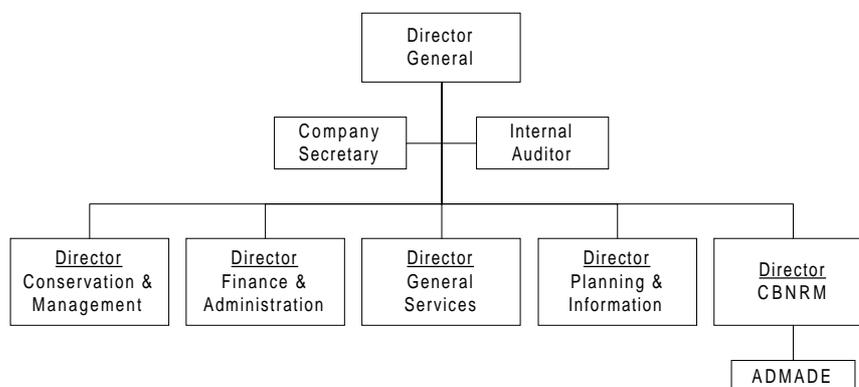
Three institutions were intimately bound up with the Project: the Ministry of Tourism (MoT), WCRF and the College.

Ministry of Tourism: National Parks and Wildlife Service

The Project was based in MoT, with which it had a close and generally harmonious working relationship. This association allowed the Project to have direct access to, and the protection of, GRZ. MoT was always represented at Project workshops, and the Technical Assistant employed by WCS has long been NPWS's (and now ZAWA's) technical adviser on ADMADE and other aspects of wildlife and protected area management. Through the work of the Project, ADMADE emerged as MoT's official strategy for managing GMAs, and one of its most important programs.

Close relations with a GRZ ministry enabled WCS to gain a 10-year memorandum of understanding, giving formal approval of a relationship under which funds can be raised and plans produced.

NPWS was the largest department in MoT, with a civil service establishment of about 1,480 and 450 daily paid staff. It was formed in 1974, when the former Department of Wildlife, Fisheries and National Parks was divided, and continued under that name until ZAWA's commencement in November 1999. At the time of this evaluation, the transformation is incomplete, and recruitment for the senior positions not yet started. The upper management structure is expected to resemble that illustrated below.



The Director General will be responsible to the ZAWA Board; 18 members were appointed in October 1999 and the Chairman in May 2000. The Board is answerable to the Minister of Tourism. At present there is an Interim Management Team that includes members of ZAWA and the management consultants Deloitte Touche. The field structure of ZAWA is expected to comprise four management units: see Box.

Proposed field structure for ZAWA
 Northern Wildlife Management Unit, Mpika
 Southern Wildlife Management Unit, Kafue
 Eastern Wildlife Management Unit, Chipata
 Western Wildlife Management Unit, Mumbwa

Wildlife Conservation Revolving Fund

Starting in the early 1980s, GRZ allowed departments to hold revolving funds, enabling them to retain a proportion of the revenue they earned to support management costs. The Ministry of Finance set up the Wildlife Conservation Revolving Fund (WCRF) in 1983 as a means of supplementing government funding to wildlife management. It was controlled by a Board of Directors whose Chairman was the Permanent Secretary of Tourism. The WCRF enabled additional manpower to be recruited for Lupande GMA, in the form of Village Scouts who were daily paid employees rather than civil servants.

With the appearance of ADMADE in 1989, the Fund's objectives were modified so that revenue was shared between GRZ and WCRF in the following manner. Revenue collected from sale of hunting licences was divided equally: and of WCRF's share, 40 per cent was to be used for wildlife management within GMAs, 35 per cent for local community development and 25 per cent retained by ZAWA to cover management costs and subsidise depleted GMAs. Revenue collected from sale of hunting rights or concessions went entirely to WCRF, where it was subject to the same 40-35-25 pattern of distribution.

WCRF had a chequered career, as did other revolving funds set up after 1980. The first two mid-term evaluations criticised it for its lack of transparency and incompetent management. Matters improved in 1994, with the appointment of a Financial Manager, who introduced computerised accounting.

WCRF was absorbed into ZAWA at the latter's commencement in November 1999. Its Controller will be the yet-to-be-appointed head of the Directorate responsible for Finance and Administration. Since then, the arrangements have, in theory, been that *all* revenues (licence and hunting rights) accrue to ZAWA to be shared out as before⁹.

'Due to a lack of oversight many of these revolving fund managers became wealthier.'

Quote from a Ministry of Finance official, cited by Astle (1999)

⁹ A current proposal is that shares be 40 per cent to community development (5 per cent of which would be paid to the Chief), 40 per cent to resource management and 20 per cent to ZAWA.

However, complications arose. Due to an apparent breakdown in communication, ZAWA assumed that GRZ would continue to pay salaries after commencement but GRZ had planned to stop payments because ZAWA staff would no longer be civil servants. When January 2000 salaries failed to appear, ZAWA used funds earmarked for communities from the former WCRF to pay them. Eventually an interim arrangement was made, in which GRZ agreed to pay salaries from February to June 2000, and reimburse the Fund for the January salaries. Reimbursement had not occurred at the time of this evaluation. As a result, disbursement to support community resource management and community development for 2000 has been delayed although Community Resource Boards (CRBs)¹⁰ were anticipating payment in November 1999.

Members of CRBs are understandably dissatisfied. A CRB Chairman interviewed during the evaluation reported that newly elected members were becoming disillusioned. At present their needs are modest: minor office equipment and stationery to allow for a local publicity campaign; pay off former members of Sub-authorities; and cover costs of convening meetings.

Accurate book keeping (at Unit Leader level) has been, and continues to be, a weak point in administration of the Fund. Abuses are reported chiefly with the 40 per cent share for resource management. The 35 per cent share for community development is controlled more effectively.

To the outside observer, problems experienced in getting both the 40 and 35 per cent shares disbursed seem to warrant a simple solution: arrange for the safari companies to remit direct to CRBs' bank accounts. However, until levels of competence in book keeping and accountability can be raised sufficiently this will remain impracticable. It was also reported to the evaluating team that there are legalistic barriers, and safari companies would feel uneasy about security if payments were made directly to CRBs.

African College of Community-based Natural Resource Management

The African College of Community-based Natural Resource Management is a cumbersome and somewhat pretentious title for what was previously known as the Nyamaluma Training and Research Centre. It was founded in 1987 on the site of the former Nyamaluma Schools' Camp, a gift of the Beit Trust in the 1950s. The College was established as a means of starting the ADMADE program by training Village Scouts. Since then it has expanded to include training across a range of other courses. In 1999, it was registered with the Technical Education, Vocational and Entrepreneurship Training Secretariat (TEVETS) and renamed. It claims to be the only institute in the SADC region that focuses exclusively upon community based management and aims its curricula at fulfilling village level needs.

Controversy surrounds the siting at Nyamaluma. Two arguments are leveled against the present location. One, that it favors development of CBNRM in the Luangwa Valley GMAs to the detriment of GMAs in the Kafue area. This is evidently true but

¹⁰ Described in Section 7.

the research and training facility must be based somewhere, and were it to be in the Kafue area, the same shortcoming would apply in reverse. And if had been sited centrally, say in NPWS headquarters at Chilanga, CBNRM personnel would have been under constant pressure to take on other roles detracting from the focussed attention that they were able to give ADMADE in a remote rural setting.

The second is that ADMADE, as a program of NPWS, should have been at a location where NPWS could have exercised greater control over it. Being at Nyamaluma, over 700 km from Chilanga and poor communications linking them, the College enjoyed a large helping of independence, which may not have been to NPWS's or ADMADE's advantage. The 1995 mid-term evaluation (see section 5) observed that NPWS '*had allowed technical leadership to be controlled at Nyamaluma*'.

The College supports a program of integrated research and teaching, in which training is based upon research findings. USAID and WCS have been its major supporters. Research has included:

- needs research to establish the needs of people in and around GMAs in terms of food security and survival, and in skills presently lacking but needed to develop strategies for problem solving
- wildlife management including population estimates or trends and levels of law-breaking
- broad based PRA studies of communities in and around selected GMAs
- use of GIS techniques and database management

In its earlier years, courses for Village Scouts predominated but the proportion dropped as vacancies were filled. During the period 1987 to 1996, out of 986 trainees, 565 were on the Village Scout Basic course, 34 Village Scout Advanced and 132 Advanced ADMADE Scouting (74 per cent). In contrast, from April to September 1999, Village Scout courses in total accounted for 75 out of 357 trainees (21 per cent). From 1987 to 1999, an estimated 1,500 trainees have passed through the College at an average rate of about 125 a year. The rate in recent years has risen to nearer 450.

Courses taught at the African College of CBRNM

Village Scout Basic	Village Scout Advanced
Unit Leader	Advanced CBNRM
Leathercraft & Tanning	Basic Mechanic
Community Liaison Officer	Community Health Worker
Community Book-keeping	Community Development
Resource Management	Financial Management
Traditional Rulers' Executive	Food Security
Agroforestry	Bee-keeping
Outpost skills	Drama
GIS skills	Computer skills

The extent to which skills taught at the College reach into the GMAs of the Luangwa and Kafue areas is shown in Table 2. Skills have been imparted more widely in the former areas, due to the presence of the College in the Luangwa Valley.

Table 2. ADMADE Units whose communities have benefited from 10 selected skills taught at the College.

Luangwa Units										
	<i>CDC</i>	<i>FMC</i>	<i>RMC</i>	<i>Bookkeeper</i>	<i>Chiefs' leadership</i>	<i>Quota setting</i>	<i>Drama skills</i>	<i>Land use planning</i>	<i>Bee keeping</i>	<i>Family planning</i>
Chikwa	X	X	X	X	X	X	X	X	X	X
Mwanya	X	X	X	X	X	X	X	X	X	X
Chifunda	X	X	X	X	X	X	X	X	X	X
Chanjuzi	X	X	X	X	X	X	X	X	X	X
Munyamadzi	X	X	X	X	X	X		X		X
Kafue Units										
	<i>CDC</i>	<i>FMC</i>	<i>RMC</i>	<i>Bookkeeper</i>	<i>Chiefs' leadership</i>	<i>Quota setting</i>	<i>Drama skills</i>	<i>Land use planning</i>	<i>Bee keeping</i>	<i>Family planning</i>
Mumbwa		X	X	X		X	X		X	
Sichifulo	X	X		X						
Mulobezi			X	X	X					
Lunga										
Kasonso	X			X						

CDC = Community Development Committee

FMC = Financial Management Committee

RMC = Resource Management Committee

Source: Tables supplied from College records

To the outsider, the range of courses offered at this remote location suggest either remarkable talents at work or an organisation that is over-extending itself (particularly as there is no qualified Educationist on the staff) and attempting to teach subjects that it may not have the expertise to teach well.

ONE INTERVIEWEE REMARKED THAT THE ONLY SUBJECTS NOT YET TAUGHT AT NYAMALUMA ARE THE CONTROL OF HURRICANES, FLOODS AND EARTHQUAKES

The College Administrator heads the staff of the College. There are about 10 teachers, and supporting staff bring the total strength up to about 30. Several of the supporting staff have artisanal skills that they teach. WCS pays the salaries of the College Administrator, five of his colleagues and the Technical Assistant. WCS also pays the five Outpost trainees, an arrangement that is to continue in their field postings. Two tanners support themselves on earnings from their craft. The remaining staff members have been paid either by WCRF or GRZ.

Starting in 1997, US Peace Corps volunteers have been participating in ADMADE's Luangwa Valley programs. There are now six, one at the College and five in the field. Further volunteers are to be recruited after the Outpost trainees have been deployed to their posts around the Kafue GMAs. The volunteers work at village level, attend meetings and focus on financial management and community development aspects.

The College can accommodate up to 100 in double rooms, five- and ten-bedded rooms and a dormitory. If larger numbers are to be catered for, when workshops are held, tents are used to expand capacity.

The College is to continue its program of training based upon research, and research is likely to expand to provide an improved basis for training. The College Administrator has ambitions to internationalise the College by attracting trainees from neighbouring countries or even further afield. There is no comparable competitor in the SADC region although some universities offer community-based management courses.

Whether the College is to become an internationally recognised institute of training or if it only expands to cater for a more extensive ADMADE program, it needs to upgrade some of its facilities.

- Replace the existing system of solar power generation with mains connection. This would enable College equipment, especially its computers, to function round the clock, and would make it a more attractive site on which well qualified professionals would be more prepared to live for extended periods. ZESCO has carried out a feasibility study, and quoted a price of \$100,000 for connection with the national grid, including wiring all buildings (College Administrator, *pers com*).
- Improve the 40-km access road between the College and Mfuwe. Although some bridges and culverts have been installed, the road remains a constraint to entry especially during November to April, taking about two hours to negotiate. No estimate for upgrading the road is available.
- Upgrade inadequate water supply system.
- Establish a telephone connection with the outside world.

There is as yet also no development plan, upon which to base requests for donor support.

Although the College has been accredited by TEVETS (see above) and the staff appear well motivated, none has formal training in education, which would presumably be a prerequisite if the College is to become more than a national institute.

Other Public Institutions

Ministry of Environment (MoE)

The Project established contacts with MoE and contributed to development of forest sector community-based management. In partnership with the Department of Forests, the Project shared experiences and gave some training in open areas around Kafue National Park.

Ministry of Education (MoEd)

Teachers have shown interest in College curricula, developed heightened awareness in wildlife management and passed this on to their pupils. The College was accredited

by TEVETS. Numerous MoEd representatives have visited the College. Revenue earned through the ADMADE program funded new schools.

Area Development Committees (ADCs)

Local councils have ADCs, which produce development plans. ADCs in Kasempa, Mumbwa, Lundazi and Chama Districts decided to use the assistance of CRBs in planning. There were advantages to ADMADE and the Project in this arrangement. For example, support in controlling fishing, and in obtaining advice on setting up rural health posts.

Non-government organizations

Several NGOs have been associated with ADMADE. See section 14, under I.R. 2 for a list.

Community-based institutions

Institutions set up under ADMADE are described in section 7.

Private sector

The most important component of the private sector to ADMADE is the safari hunting industry. The history of safari hunts in Zambia (Astle, 1999) dates back to 1950, when the first ‘Conducted Hunting Scheme’ was introduced by the Northern Rhodesian Government (NRG). NRG provided all facilities except catering, which was contracted out. The first ‘professional hunters’ were serving officers of the Department of Game and Tsetse Control. Native Authorities in the hunted areas received half of all revenue, which, over 1950 to 1959 amounted to £9,000, roughly equivalent today to \$280,000. It is clear that revenue sharing with local communities was already a feature of safari hunting in colonial times—a fact that is conveniently overlooked by modern day champions of CBNRM.

After a decline in demand, safari hunting was discontinued in 1962 but reintroduced two years’ later with concessions granted to a single company. A second company appeared in 1972 but the two merged soon after. Payments continued to be made to Native Authorities and, in 1970, safari companies were required to deliver all meat to local communities.

SAFARI HUNTING IN ZAMBIA 1999

- **21 companies**
- **40 to 50 professional hunters**
- **250 clients a year**
- **annual earnings of \$1.5 to \$2.0 million.**

After 1975, the number of safari companies rose steeply, reaching 21 by 1986, at which time they were cut back to six. Leases were issued on an *ad hoc* basis by the Director of NPWS (Chairman of the Professional Hunters Association of Zambia (PHAZ), *pers. com.*). A legal dispute between GRZ and four companies led to the latter being awarded sizeable damages. By 1991, 21 companies were in business

again, and the first four-year concessions for 1992-95 were put to tender. Tendering was repeated in 1995 for 1996-2000. Disputes and wrangles have bedevilled tendering, causing a brief hiatus in the Project during 1996.

ADMADE has become closely involved with the hunting industry. Liaison with the private sector produced changes in the requirements for issuing hunting leases and the conduct of safaris.

- A requirement was introduced for Liaison Officers to be attached to safaris, to resolve disputes between communities and the company.
- Increased employment was secured for members of local communities.
- The Conservation Bullet Award was introduced, aimed at increasing standards in hunting skills and ethics.
- A pre-season hunting meeting was introduced to minimise the chances of problems occurring after clients had arrived in Zambia and hunting had commenced. However, PHAZ claims that only one meeting was ever held (1998).
- MoT representatives were encouraged to attend safari club conventions.
- The Project produced safari guidebooks and brochures directed at hunting clients, informing them about Zambia and ADMADE.

In spite of the foregoing, safari hunting is still controlled by GRZ. Hunting concessions are awarded by GRZ, not by the community institutions.



Safari client with male roan antelope, Mwanya's area, Luangwa Valley

5.0 EVOLUTION OF THE PROJECT

Prior to commencement of the Project, \$40,000 of USAID support was given to help start up ADMADE. This was provided through the terms of a matching grant

agreement between USAID and WWF-US, in which both parties put up equal amounts to raise a total \$80,000. The WWF-US input came from a private benefactor.

This section summarises the development of the Project throughout its 10 years, and includes the findings of evaluation missions conducted before 1996.

Main phases

August 1989 to June 1994

A bilateral agreement between USAID and the Ministry of Tourism (MoT) gave assistance to NPWS, enabling it to set up and establish ADMADE, through the provision of commodities (vehicles and plant, computers, camping and patrol gear and other equipment), training services and limited technical assistance. WWF-US was the implementing agency. During this period, \$3.0 million out of the \$4.8 million was expended. Approximately half was used to purchase capital equipment, the major outlay being in 1991. The balance was expended on technical assistance and consultancies between 1991 and 1994.

July 1994 to December 1995

From now on, all USAID support went into non-operational support—technical assistance, training and research—rather than to direct support of ADMADE units. Under the terms of a cooperative agreement with WWF-US, USAID provided technical assistance to support legislative reforms, participatory management planning of GMAs and improvements to information systems. About \$30,000 were used to pay two lawyers from the University of Florida, who had been identified by WCS.

January 1996 to June 1996

A hiatus occurred caused by concern over lack of transparency on the part of the National Tender Board in processing applications for safari hunting concessions. The possibility existed that this might lead to closing down RNRMP/USAID support but good sense and diplomacy prevailed. During the hiatus, support was minimal.

July 1996 to September 1998

USAID provided direct financing to NPWS via project implementation letters. Funds were used to advance training courses at Nyamaluma and strengthen the library, and to purchase new computers. Geographical Information System (GIS) software was acquired. These moves enabled ADMADE to continue and develop. About \$250,000 was spent during this period, plus other funds to support WCRF by providing a professional manager and to pay auditors.

October 1998 to December 1999

Under the terms of a cooperative agreement with the Wildlife Conservation Society (WCS), USAID provided technical assistance to document and disseminate information on the impacts of ADMADE and lessons learned. The cost was \$450,000. During this phase, what had begun life as a wildlife management program took on a greater food security role.

Project evaluations between 1989 and 1995

Three evaluations were carried out during the period 1989 to 1995. Their findings are summarized below.

July 1992. *Midterm evaluation of the Zambia Natural Resources Management Project (Project no. 690-0251.11)* Submitted to USAID/Zambia by Peter Alpert and Paul André DeGeorges.

This evaluation concluded that the Project:

- was meeting objectives to demonstrate that wildlife can be a profitable form of land use, and that benefits derived from wildlife management can be distributed to local people
- was demonstrating progress towards increasing the welfare of local communities, increasing participation by women and returning benefits from local use of wildlife to communities
- had increased local employment
- had trained and deployed law-enforcement personnel, which had resulted in reduced illegal hunting
- was successfully convincing local people of the values of wildlife conservation

However, the evaluation also reported that the Project:

- had not yet succeeded in establishing self-sustaining wildlife management programmes
- had not yet succeeded in influencing national policies governing rights of ownership over wild animals
- was unlikely to demonstrate the ability of local communities to manage wildlife unaided although it had shown that communities could manage local development projects.

It also considered that improvements could be made in:

- wildlife monitoring and research capacity
- internal communications within the ADMADE program
- consistency of management and record keeping
- persuading officials and leaders to share authority with lower levels
- financial accounting and increase revenues
- vehicle maintenance

July 1994. *Mid term planning assessment of the Natural Resources Management Project (Zambian component USAID 690-0251.12): final report.* Prepared by ULG Consultants Ltd, Harare office.

This document was an ‘assessment or forward plan’ for the Project, which drew four general conclusions

- That, while adequate technical knowledge for natural resource management, land use planning, community development and other relevant issues existed, the Project was hampered by:

- lack of will on the part of GRZ to follow through existing policies or to commit sufficient resources to the wildlife sector
- insufficient attention by NPWS to address constraints to the Project's success
- insufficient attention to management issues on the part of USAID offices in Lusaka, Harare and Washington DC
- That the monitoring systems were not yet producing sufficient data to determine whether or not natural resource management or the lives of local people had been improved.
- The community development component had not got started, and was beset with policy, management and personality problems. There was minimal coordination between the conservation and community development components of the Project, which often competed for the limited local resources being generated.
- Complete and accurate data were unavailable for the WCRF, making it impossible to analyze availability or use of funds, and that little effort seemed to be made by NPWS to address this problem.

August 23, 1995. *Natural Resources Management Project Zambian component of Southern Africa Regional Project: a success in the making*. Presented to USAID/Zambia by Irving Rosenthal and Frederick W Sowers.

This was the first evaluation to suggest that sustainability of ADMADE was possible; the subtitle had a ring of optimism. The authors reported that, '*While the program is not mature, it has achieved a degree of sustainability. Even without further USAID funding, the ADMADE program, or something like it, would continue.*' Several general conclusions were drawn and recommendations made.

- GRZ's adoption of a wildlife policy¹¹ has given needed official support to the principal of community-based management. But institutional changes were needed in NPWS to give greater support to ADMADE.
- The concept of community-based natural resource management is now seen to be workable in Zambia, and the Zambian sport hunting industry has positive economic benefits that can be passed on to local rural people. A new initiative is needed to assist local communities in planning and conducting management programs for conservation and development.
- Management of the WCRF had improved since the last assessment.
- WWF-US had been unable to provide leadership and coordination, and NPWS had allowed technical leadership to be controlled at Nyamaluma. The Research and Training Center at Nyamaluma was an asset but needed strengthening, and its role in other fields clearly specified to ensure its continued support of NPWS.
- Monitoring of wildlife and economic development still needed improvement. The authors recommended that the Technical Assistant spend less time on community development, and that more Zambians be trained to carry out research and monitoring and how to use the information derived from them.
- Village Scouts (who are trained at Nyamaluma) were functioning well under trying conditions but needed stronger leadership.

¹¹ In fact, the new policy was only in draft form at that time. It was formally adopted three years later (Anon., 1998).

- The new USAID regional office in Gaborone was giving greater attention to Project management.

6.0 THE PROJECT 1996 TO 1999

This section discusses in greater detail the way the Project was implemented from 1996 onwards.

Focus of resources

In July 1996 an in-house, *ad hoc* group was formed in NPWS, which focussed upon ADMADE and the safari hunting industry. The group was composed of senior NPWS staff and the WCS Technical Assistant, who met from time-to-time to discuss issues.

During their early meetings, the group identified two particular problems: the negative roles played by most Chiefs, who stifled or suppressed broader community needs, and the inadequate manner in which funds were disbursed by WCRF to finance wildlife management (the 40 per cent share). The share was being remitted to Wardens, who failed to pass it on to communities. Thus people in the communities often failed to perceive the benefits. However, WRCF argued that changing this arrangement would lead to unaccountability and misuse of funds. There was clearly distrust over the capacity of community structures to handle money, which continues to the present day.

Adequate systems were in place for monitoring, law-enforcement and public education but:

- The Sub-authority system was not structured so as to draw decisions from people that would have the best impacts on resource management
- there was a high continuing rate of snaring
- poor accountability of financial control would continue while Bookkeepers remained subject to Chiefs, leading to misuse of funds

There were, therefore, two targets: a resolution of problems at community level, which would entail a strengthened Nyamaluma Institute, and a strengthened WCRF.

A decision was taken to adopt a workshop rather than training course strategy, with the aim of bringing about change by facilitation, leading, it was hoped, to a closer and more direct consultative process with communities. Based upon the findings of the workshops, new training modules were developed in 1997. The modules focussed especially upon training Bookkeepers, financial management and upon aspects of community development such as methods for holding meetings, making decisions and resolving disputes.

Before the program of workshops, communities were expressing needs for capital structures such as new schools and health centers, which might be considered 'Chiefs' projects. During the workshops a different set of needs were revealed; food security, cash and higher incomes. The workshops of 1996-97 led to proposals for replacing the existing system of sub-authorities with Village Area Groups (VAGs) and Community

Resource Boards (CRBs). Training for the needs of VAGs and CRBs began in 1997, well in advance of the first elections in 1999. By this time it was clear that these new bodies would become a reality and that they would have a high degree of autonomous authority. In hindsight, deeper research or PRA approaches might have discovered earlier what local people's real perceived needs were.

The Chiefs continued to oppose the VAG/CRB system but this was overcome in 1998 after negotiation and a promise that five per cent of community development revenue would be paid to each Chief for his or her personal use. The resultant change in community-based institutions represented a recognition on the part of the Project that it had been pursuing a defective strategy and demonstrated that it was prepared to change tactics when the evidence called for change.

Monitored elections with secret ballots began in October 1999. Soon after the first elections, the Project recruited three more staff to raise the level of extension work by helping the newly elected VAG members. Help was especially needed in the following subjects, all aimed at imparting a greater sense of confidence.

- Methods of making need assessments and getting the more vulnerable, less articulate people to express their views.
- Methods of conducting meetings. Some of the new members lacked confidence and did not appreciate the necessity to plan in advance.
- Methods of resolving conflict.

During the period October 1998 to December 1999, \$450,000 of USAID support was channelled through WCS to the College to enable the following work to be carried out.

- Results' analysis of ADMADE carried out by the WCS Technical Assistant.
- Research into household needs for food security.
- Wild animal population trends and quotas for hunting.
- Training communities in methods of data collection and use.
- Production of land use plans by VAG areas.



ADMADE drama group performing in Mumbwa District

Project evaluations 1996-1999

Two evaluations were carried out during 1998 although neither was strictly evaluating the Project itself.

January/February 1998. *An evaluation of the ADMADE program with special reference to the 'strengthening phase' 1995-97.* Prepared by Mano Consultancy Services Ltd for USAID.

This report looked at ADMADE in general, not only the USAID-supported component. On the opening page, ADMADE is said to be 'non-donor dependent', a remarkable judgement for a program that has enjoyed \$4.8 million in USAID support.

The report notes that controversy has surrounded ADMADE, with opinions having become polarized—a burden suffered by many wildlife management initiatives. The authors concluded, however, that ADMADE was:

- sound in conception, design and implementation
- an effective and cost-effective system of wildlife conservation and community development
- financially and politically sustainable, wherever an area had been 'secured'

The report recommended that radical alternations were unnecessary but that efforts should be made to increase the share of hunting revenues used to finance resource management and community development. No suggestions were made as to how much the increase should be or how it might be achieved.

February 1998. *USAID/Zambia report on the Wildlife Conservation Revolving Fund financial management capacity.* Prepared by Ernst & Young.

This report noted that improvements were visible in WCRF's financial management—its operations were now transparent and sufficient revenues were being generated from hunting licences to achieve financial self-sustainability. However, some problems remained.

- Absence of accounting records in some GMAs to support alleged expenditure of money received from WRCF.
- Absence of co-ordination and direction in and between WRCF, NPWS and LIRD; duplication was leading to wasted resources.
- GMA residents allege that absence of a ceiling to special licence issue results in lost revenue opportunities.
- Absence of communication between WRCF and GMAs regarding accounting for funds and licence issue.

The report noted that WCRF would become financial managers within ZAWA, when the latter was established¹², and it identified three areas where continued need for financial support would exist.

¹² This occurred in November 1999.

- The College. The report recommended that USAID support current activities but on a larger scale, and that management courses be introduced for senior ZAWA employees.
- Major capital investment in plant and vehicles and radios. As expenditure of this kind is not directly community based, and cannot (in the medium term) guarantee tangible income for communities, USAID would be unlikely to give support. The report suggests that EU support might be found for radios.
- Internal auditors be employed to review the work of Bookkeepers trained at Nyamaluma and working at the headquarters of the four proposed management units. The four headquarters would, in turn, monitor their GMAs. Financial support would be needed to establish the four offices but thereafter they would be sustained by revenue from the GMAs.

7.0 COMMUNITY-BASED INSTITUTIONS

Wildlife Authorities and Sub-authorities

References have been made in previous sections to the old and new community structures. These are described below.

Plans to institute CBNRM in GMAs were drawn up in 1989. The first institutions established were Wildlife Management Authorities (WMAs), one for each GMA, and below them the Sub-authorities.

Membership of a WMA comprised:

- The District Governor as Chairman
- Elected councillors
- The local NPWS Warden
- A few Sub-authority members

The logistics of convening WMA meetings proved troublesome; most District Governors showed scant interest. It became evident that ADMADE's purposes would be better served by Sub-authorities, each of which was closer-knit geographically. When the first bank accounts were opened, they were in the name of Sub-authorities. WMAs withered away.

Sub-authorities covered smaller areas, and meetings were more easily arranged. Some members were elected, and the first elections were held during 1994-95. Membership of a typical Sub-authority comprised:

- The local Chief as Chairman
- A few members appointed by the Chief (generally living near him)
- A few elected¹³ members coming from a wider area within the Chiefdom

By 1997, the Project was of the opinion that Sub-authorities were not serving ADMADE's purposes well. Monitoring through workshops suggested that people were dissatisfied with the control exercised by Chiefs, and would prefer accountable

¹³ These elections, if held at all, were not by secret ballot but were conducted in open meeting.

institutions composed solely of elected members. Resource management was not progressing well, high rates of snaring were still being recorded and safari companies were reporting excessive disturbance of wildlife and their hunts. However, Chiefs had, by-and-large, been supportive of ADMADE, making it desirable to find a solution that would meet community aspirations without undermining traditional authority. The crux of the problem was money: Chiefs had enjoyed access to benefits that could not continue under a more democratic system. Much motivation and diplomacy were needed but, finally, arrangements were hammered out under which new institutions, to be called Village Area Groups (VAGs) and Community Resource Boards (CRBs) would be fully elected. Chiefs would not have a place on VAGs or CRBs but would be Patrons to the latter, and be paid 5 per cent of revenue received by CRBs for community development.

Village Areas Groups and Community Resource Boards

The latest ADMADE community institutional structure today can be summarised as follows and is illustrated in the figure below.

- VAGs are composed of elected representatives from a cluster of villages, typically five to 10 and populations of 500-1,000.
- Each VAG elects its representative to sit on the CRB, and two representatives each to sit on the committees for Financial Management, Resource Management and Community Development
- Each CRB elects a Chairman

Community Resource Board

- 9-10 members/board

Chief

- patron

Board Committees

- 8-12 people/committee
- Financial Management (FMC)
- Resource Management (RMC)
- Community Development (CDC)

VAG Committees

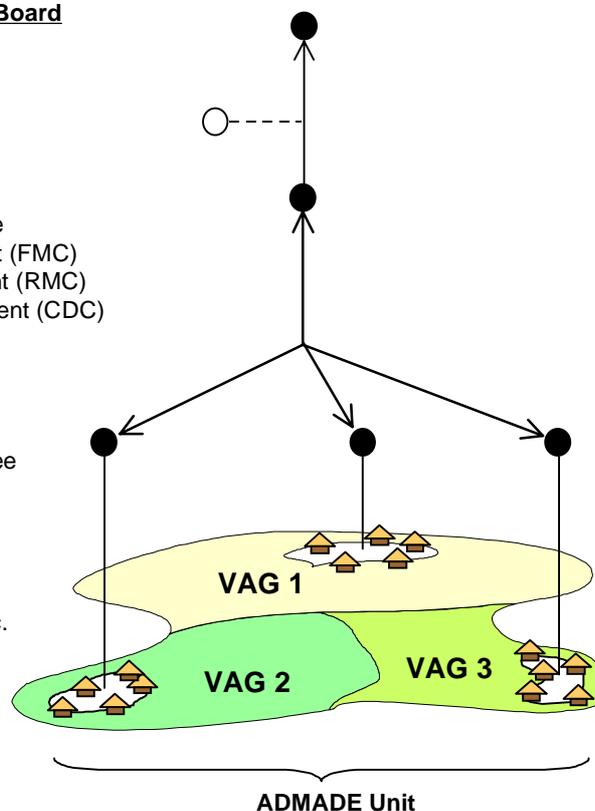
- 12-16 people/committee

Peer Groups

- Resource users
- e.g., fishermen, honey collectors, farmers, etc.

VAG Communities

- 500-1000 people/VAG



An officer of ZAWA is assigned to the Unit covered by a CRB (typically a hunting block) as its Unit Leader. He is answerable to a Warden, who may be responsible for one or more GMAs and/or national parks.

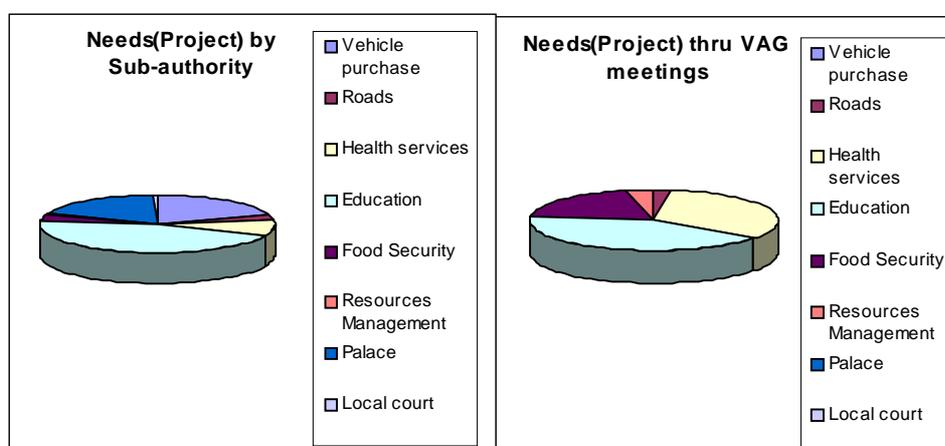
Provisions for CRBs were included in the new Zambia Wildlife Act, which commenced in November 1999, although implementing these provisions began in August 1999¹⁴ with preparations for elections of members to VAGs, working through existing Wildlife Sub-authorities. By 31 December 1999, 10 CRBs had been formed, two followed in 2000 and another two are imminent at the time of writing. Over 600 Village Scouts were operating in the field.

A model ADMADE Community Constitution was prepared (ADMADE, 1999a), to be used by individual CRBs when preparing their constitutions. It was drawn up by CRB representatives with only the assistance of a US Peace Corps volunteer secretary. The CRB constitution conforms to the laws of Zambia; it is anticipated that the ZAWA Board will approve it during 2000. Another document prepared during the final month of the Project was the ADMADE Management Contract Agreement (AMCA) (ADMADE, undated), which is to be signed by each CRB and MoT. Signed AMCAs give CRBs formal recognition of their status and define their responsibilities.

Much public interest was shown in the first elections, more than for parliamentary or local council elections. Candidates stood as individuals, not as representatives of political parties. Balloting, facilitated by ADMADE, was secret and monitored to guard against irregularities. Those elected had higher potentials for leadership than members of the Sub-authorities; for example, some were retired civil servants.

The first VAGs are less than a year old but a different set of community development investments are emerging, compared with those that were manifest during the time of Chief-dominated Sub-authorities. The new set of investments are generally more supportive of household needs, in contrast to the previous pattern of large scale projects. See Figure 1.

Figure 1. Comparison of needs expressed by Sub-authorities and VAG meetings.



Source: ADMADE (2000)

¹⁴ By administrative arrangement.

Current PRA and monitoring suggests that the new system may be workable and sustainable, and could result in more wildlife and reduced poverty although confirmation requires that further investigation be conducted over a longer period and wider geographical area.

The evaluating team observed that criticisms directed at ADMADE's community development achievements were often based on the system of Chief-dominated Sub-authorities that has long been recognised, and which has been in the process of being phased out since mid-1999.

Participation by women

Before ADMADE, wildlife management was virtually an all-male activity but during the course of the Project women have become more prominent although they remain a minority. Data gathered at the College on male and female attendance at public meetings indicate ratios of about 75/25 or 80/20. It is conjectured that mixed meetings intimidate women and inhibit them from contributing ideas. The College argues that women-only meetings should be tested.

'The leaders don't care about our needs. They don't listen to us.'

A woman in Mwanya's area, speaking of the local Sub-authorities 1998

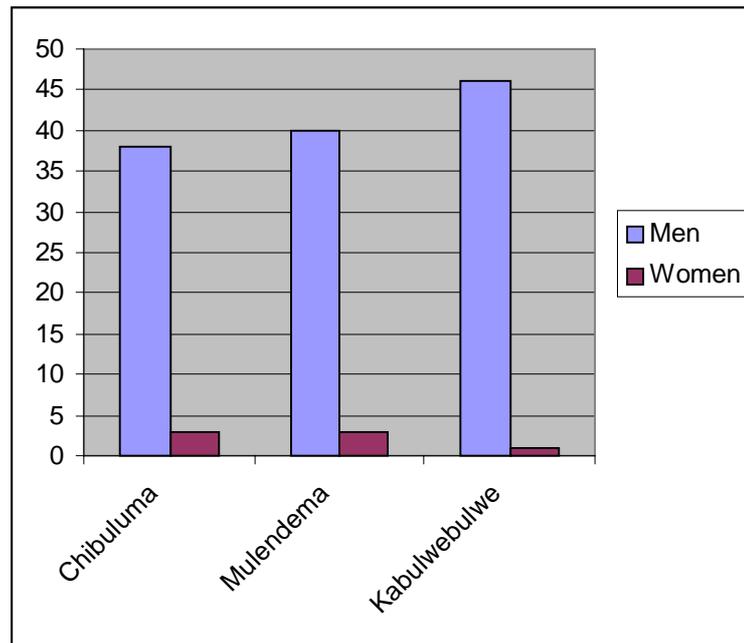
In recent elections for VAGs, women appeared to comprise at least 50 per cent of those who voted but very few stood as candidates. Table 3 shows the numbers of men and women who participated in the process of nominating candidates for VAGs. Although the differential was not great (56.3 to 43.7 per cent respectively) only one woman of three candidates was elected.

Table 3. Numbers of men and women participating in the 1999 VAG elections in three ADMADE units of the Luangwa Valley

Unit	No of candidates	Nominating supporters	
		Men	Women
Chikwa	24	298	182
Chifunda	19	214	166
Kazembe	19	186	194
Chitungulu	19	214	166
Total	81	912	708
Percentages		56.3%	43.7%

Source: ADMADE *et al*, 1999.

The following figure is a typical example of male and female participation in VAGs. It is taken from Mumbwa GMA, where 15 villages are grouped to form three VAGs, called Chibuluma, Mulendema and Kabulwebulwe. Mumbwa CRB has nine members, all men.



Women are disadvantaged at candidate stage. Two requirements for candidacy are literacy and a Grade 9 education. Fewer women than men have achieved these requirements: they tend to leave school earlier. Women are constrained by cultural factors, their lighter physiques and the fact that they care for children. The constraints are greatest in the role of implementers, most marked in fieldwork that involves travel away from home. These factors are less inhibiting to the role of decision making.

Women have appeared as implementers, chiefly through employment as office workers including Bookkeepers, but very few have been recruited as Village Scouts. Safari hunting and tour operator personnel appear to almost entirely male, a trend that extends from hunters, trackers and skimmers to camp attendants and cooks. Some women cut grass to supply tourist or hunters' camps with thatching, a role that is mostly restricted to the early dry season.

Women have, therefore, entered into wildlife management in the roles of decision-makers and implementers but to a relatively minor extent. ADMADE continues to encourage women to play increasingly more significant roles.

Women have benefited from infrastructure developments, financed through ADMADE, such as water supplies, clinics and health centres and schools. Men of course also benefit but women and children do so more directly.

8.0 PROJECT RESULTS AND ACHIEVEMENTS

Results identified in the project paper supplement, September 1993

Four results were identified: they addressed issues concerning WCRF; policy and legislative change; land use planning; training project participants; and carrying out research into policy and institutional matters.

Management of the Wildlife Conservation Revolving Fund

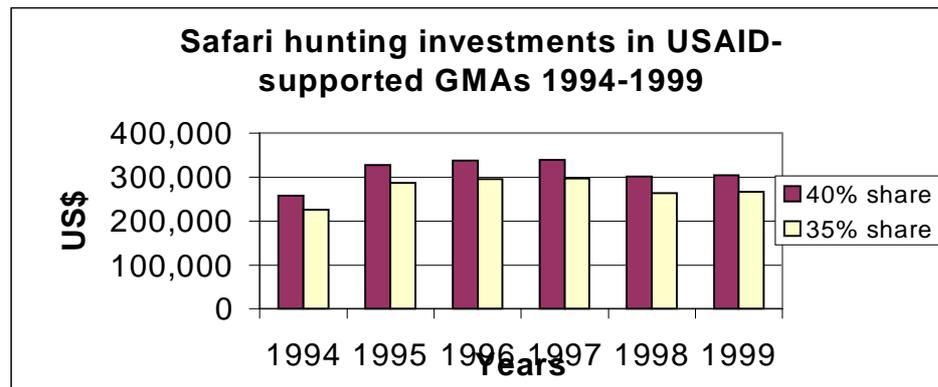
Improvements were achieved in the management of the WCRF, after the two mid-term evaluation (1992 and 1994) reported lack of transparency and the impossibility of determining revenues and disbursements. The appointment of a Financial Manager in 1994 led to the keeping of accurate, computerised records.

Table 4. Safari hunting revenue 1994-99, from USAID-supported GMAs, showing the 40% and 35% shares.

Hunting Unit	1994		1995		1996	
	40%	35%	40%	35%	40%	35%
Chanjuzi	15,690	13,729	22,662	19,829	34,332	30,041
Chifunda	15,952	13,958	19,984	17,486	28,713	25,124
Chikwa	11,528	10,087	16,802	14,702	9,918	8,678
Fulaza	6,466	5,658	15,460	13,528		
Kasonso	30,323	26,533	29,141	25,498	27,796	24,322
Lunga-Busanga	3,050	2,669	12,863	11,255	16,585	14,512
Lunga-Luswishi	111	97	7,760	6,790	3,528	3,087
Luawata	39,420	34,493	58,648	51,317	34,240	29,960
Mulobezi	18,781	16,433	33,456	29,274	34,197	29,922
Mumbwa E	10,173	8,902	7,694	6,732	19,543	17,100
Mumbwa W	19,708	17,245	21,145	18,502	35,066	30,683
Mwanya	39,091	34,205	35,911	31,422	33,483	29,298
Nyampala	33,988	29,740	27,270	23,861	29,368	25,697
Sichifulo	14,112	12,348	19,041	16,661	30,425	26,622
Year Totals	258,393	226,097	337,837	286,857	337,194	295,046
<i>Records of revenues from Chikwa and Fulaza were merged from 1996 onwards.</i>						
<i>Shading: Luangwa Units for which demographic data are available.</i>						
Hunting Unit	1997		1998		1999	
	40%	35%	40%	35%	40%	35%
Chanjuzi	29,450	25,769	29,050	25,419	25,190	22,041
Chifunda	33,820	29,593	20,560	17,990	22,900	20,038
Chikwa	35,852	31,371	21,480	18,795	27,520	24,080
Fulaza						
Kasonso	15,370	13,449	27,752	24,283	16,330	14,289
Lunga-Busanga	12,706	11,118	11,820	10,343	10,200	8,925
Lunga-Luswishi	17,608	15,407	24,160	21,140	18,730	16,389
Luawata	41,180	36,033	24,000	21,000	50,660	44,328
Mulobezi	36,648	32,067	31,970	27,974	36,140	31,623
Mumbwa E	1,980	1,733	5,460	4,778	860	753
Mumbwa W	24,240	21,210	24,540	21,473	32,732	28,641
Mwanya	24,380	21,333	26,230	22,951	29,855	26,123
Nyampala	28,862	25,254	29,464	25,781	9,816	8,589
Sichifulo	36,492	31,931	24,234	21,205	23,360	20,440
Year Totals	338,588	296,268	300,720	263,132	304,293	266,259

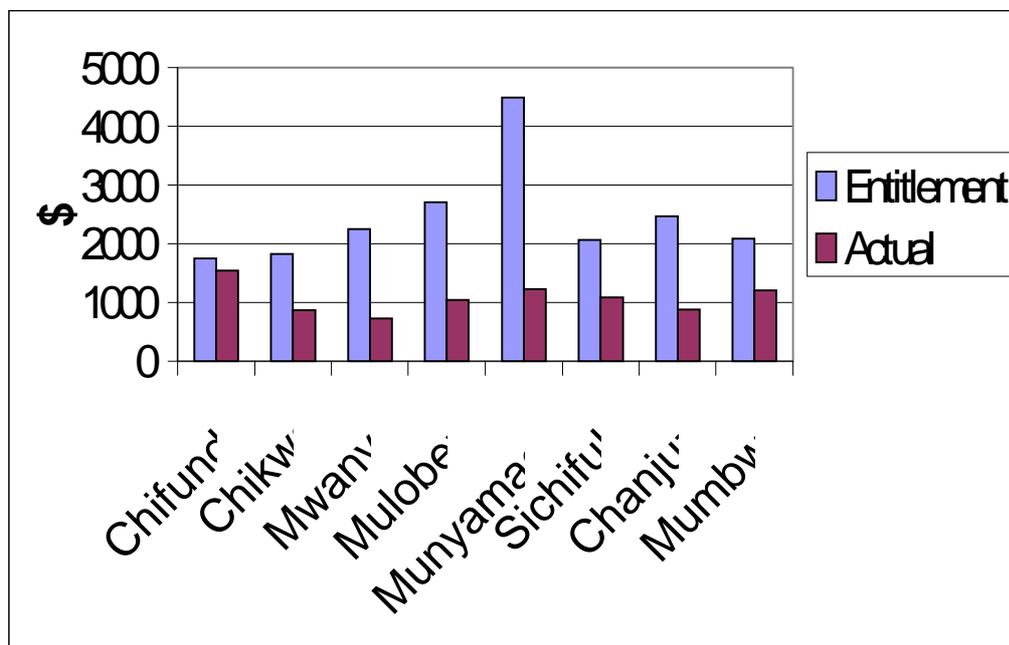
Source: Extracted from revenue print outs produced at ZAWA, Chilanga

Computer printouts for each year 1994-1999 were obtained by the evaluating team, showing against each USAID-supported hunting block, the 40-35-35 per cent shares from resident hunting (in ZMK) and safari hunting (US\$): see Table 4 for the safari hunting component, which accounts for about 90 per cent of total hunting revenue.



The system whereby the 40 and 35 per cent shares that reach the GMAs for reinvestment in resource management and community development is currently flawed. The 35 per cent share generally reaches ADMADE Units but often only after delay. Excessive time taken by banks to clear checks will partly explain these delays. Another reason is that Bookkeepers do not submit their returns to WRCF/ZAWA on time or in proper order.

Examination of data graphed in the following figure for the 40 per cent shares shows serious discrepancies, suggesting that as little as 44 per cent of the share intended for resource management may reach Units.



Source: Based upon tabulated data in ADMADE *et al*, 1999.

The source of this information stresses that its analysis is only preliminary but that its findings may account for *'the attitudes and perceptions among a growing number of field staff that management in the field is failing to adequately protect wildlife resources because full financial support is not forthcoming.'*

PROCESS FOR REMITTING SHARES OF REVENUE

THE 40 PER CENT SHARE FOR RESOURCE MANAGEMENT

- PAID BY CHECK TO AN ACCOUNT HELD BY A LOCAL ZAWA OFFICIAL: E.G. WARDEN.
- SIGNATORIES: TYPICALLY THE WARDEN, THE UNIT LEADER AND OTHER ZAWA STAFF. CHECKS DRAWN NEED AT LEAST TWO SIGNATURES.
- RECEIPTS AND EXPENDITURES ARE RECORDED BY A BOOKKEEPER, TRAINED AT THE COLLEGE AND EMPLOYED AT THE UNIT
- PRINCIPAL USES
 - SALARIES FOR VILLAGE SCOUTS
 - SALARY FOR BOOKKEEPER
 - RATIONAL FOR VILLAGE SCOUTS
 - FUEL FOR TRAVELLING ON DUTY BY UNIT LEADER AND OTHERS
- SOME USES MAY RELATE TO MANAGEMENT OUTSIDE THE UNIT.

THE 35 PER CENT FOR COMMUNITY DEVELOPMENT

- PAID BY CHECK TO AN ACCOUNT HELD IN THE NAME OF A SUB-AUTHORITY OR CRB
- SIGNATORIES: THE LOCAL CHIEF (CHAIRMAN OF SUB-AUTHORITY) OR CHAIRMAN OF CRB AND OTHER COMMITTEE MEMBERS. CHECKS DRAWN NEED AT LEAST TWO SIGNATURES.
- RECEIPTS AND EXPENDITURES ARE RECORDED BY A BOOKKEEPER, TRAINED AT THE COLLEGE AND EMPLOYED AT THE UNIT
- EXPENDITURE DETERMINED BY THE SUB-AUTHORITY OR CRB
- PRINCIPAL USES
 - CARRY OUT WORKS OR PURCHASE GOODS OR SERVICES FOR COMMUNITY BENEFIT

The evaluation team decided to investigate further, using the ADMADE Data Manager (see section 9). Data sets for 40 and 35 per cent entitlements (in US\$) were compared with monthly disbursements (in ZMK) for two ADMADE Units during 1998. The data had been supplied by WCRF for the Project during its final 15 month run. Surprisingly the two sets of data matched closely, disbursements in both cases occurring in the same month that entitlements arose. Small differences in amounts were easily attributable to variations in the exchange rate from month to month. It was clear that one data set (entitlement) was being used to generate two sets of data (entitlement and disbursement) in two different currencies. Data for disbursements were, therefore, invalid.

With the introduction of the first CRBs, advances have, in theory, been made in the way in which revenues will be disbursed to communities. The basis of this advance has been the CRB constitution drawn up by representatives of CRBs (see section 7). The relevant provisions in the constitution mandate that:

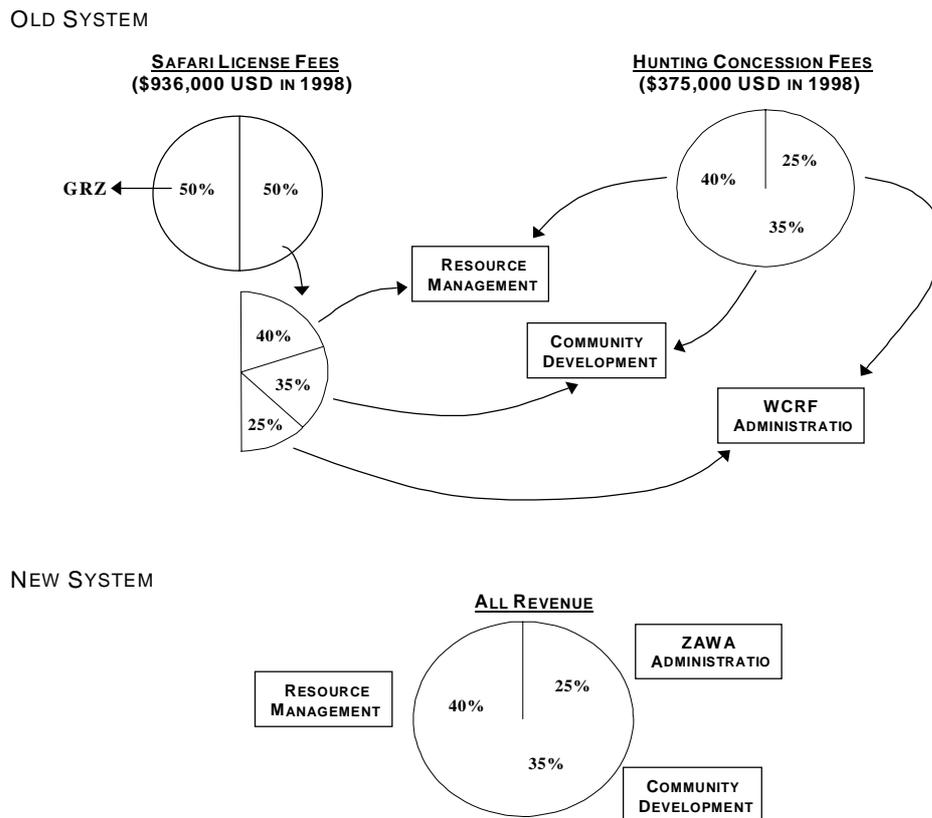
- monies should reach CRBs in a timely manner
- CRBs must prepare annual budgets of revenue and expenditure
- monitoring is in place to check that these requirements are being followed
- interventions are available to deal with cases where requirements are not being followed

The ZAWA Board has not yet approved the constitution but, in practice, the control of revenues has now been shifted from Chiefs to CRBs, as provided for in the draft ADMADE Community Constitution (ADMADE, 1999a).

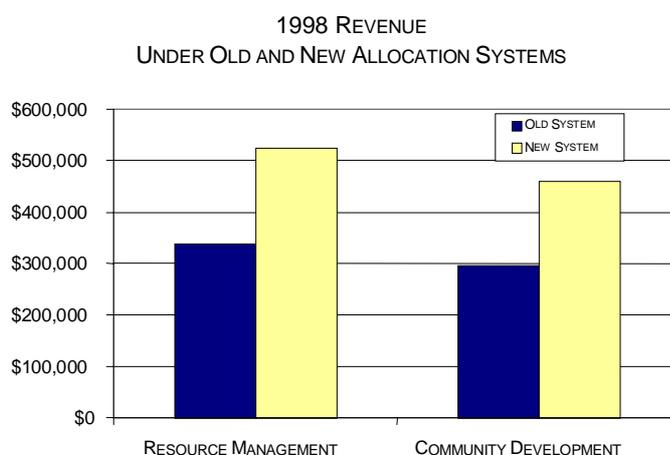
A needs assessment is required on the part of VAGs through local debate, and this has been partially achieved. Bookkeepers have been trained at the College but require longer, practical on-the-job experience. At the Project's end, the share of GMA revenue for community development projects was generally reaching CRBs but problems continued with getting the share for wildlife management disbursed on time.

With the change from NPWS to ZAWA, and absorption of WCRF by the latter, a different system for allocating shares of revenue has been introduced. All revenue from hunting concessions *and* licence fees will now be divided up according to the 40-35-25 pattern (see Section 4). Five per cent of the 35 per cent share for community development is paid directly to the Chief. In spite of progress recorded above, doubts persist as to ZAWA's ability or willingness to disburse funds to communities, and in the capacity of communities to keep accounts. In practice this had not occurred at the time of writing this evaluation report; ZAWA was still in a state of limbo.

The old and new systems are illustrated in the following diagram.



The financial implications of the new system are illustrated in the figure below, using revenue earned during 1998.



Policy and legislative changes

Substantial progress was made by the Project in influencing GRZ policy and laws in at least eight ways.

- By assisting MoT to develop the new Wildlife Policy especially those provisions that involve communities and the private sector.
- By assisting development of the Zambia Wildlife Act of 1998, chiefly the section and statutory instrument that relate to community-based management. Two lawyers were recruited from the US. This assistance required long-term efforts on the part of the Project to transfer traditional authority from Chiefs to the new institutions. Although the Act has already commenced, the statutory instrument, which will formalise the position of VAGs and CRBs still requires approval by the Board of ZAWA.
- Ownership of the resource continues to be vested in the President on behalf of the Republic¹⁵. However, policies and legislative changes have moved in the right direction to support further development of ADMADE.
- Helping to develop lease agreements for safari companies, using the same two lawyers referred to above.
- Facilitating meetings involving ZAWA, safari companies and PHAZ. One outcome was a new licensing system, long asked for by the industry and designed by the College to be piloted during 2000. The new system allows for a safari client to be issued a hunting licence against payment of a deposit, while payments for animals actually hunted are made at the end of the hunt—a system similar to that practised in Botswana and Zimbabwe. If adopted, this arrangement would replace one that presently works to Zambia's disadvantage. The safari companies would pay in advance for up to the total numbers of each species within quota.
- Another program being piloted in 2000 is that in which CRBs hold three bank accounts. Under this arrangement, the safari company makes two payments: one to the WCRF, one to the CRB. The CRB then pays its share into two local accounts, one to cover costs of resource management, and one for community development.

¹⁵ Zambia Wildlife Act, 1998, Section 3(1).

- Development of local fishing policies (the Department of Fisheries has given responsibility to local councils). Fishing has adverse impacts on safari hunting: fishermen impede animal movements, disturb animals, set snares and cut wood. The Project has helped councils to control fishing sites.
- In 1999, ADMADE developed a program of awards to safari companies, called the Green Bullet Award, based upon their meeting objective criteria and aimed at stimulating excellence. PHAZ do not object to the program but point out that after 10 of the 21 existing companies received awards, one that did not appealed to the Minister of MoT, who reversed the decision. Other countries have similar programs but, at international level, their significance is probably slight.

Land use planning

Areas of responsibility were assigned to VAGs, and a Land Use Planning Manual was produced. Progress was made in developing simple community-based land use management plans with the completion of plans for all GMAs in the Luangwa—Chitungulu, Kazembe, Chifunda and Munyamadzi (see also Annex 2).

Community-based management plans are short (about 15-25pp) and simple. They focus upon preventing disturbances to safari hunting and improving food security. They also include provisions for fishing and bee keeping. Work on producing management plans for the Kafue GMAs is to begin during 2000.

Trained project participants

- The Project stimulated a growing level of professionalism at Nyamaluma. There are now 12 graduates, whose specialities include agroforestry, agriculture, community organisation, GIS and computer systems. These professionals were taken on and given training in community based management techniques.
- At the time of writing, intensive, broad-based training in community-based management is being given to five graduates who are to be assigned to ADMADE outposts at Kasempa, Mumbwa and Kalomo in May 2000. The ADMADE Support Office in Chilanga and ZAWA's Directorate will service them for Community-based Natural Resource Management.

Research into relevant policy and institutional matters

A considerable body of research was carried out into policy and institutional matters, leading eventually to the recent transfer of community leadership from Sub-authorities to VAGs and CRBs. See Annex for a list of papers produced during 1999.

Results identified in the WCS co-operative agreement, October 1998

Five results were identified: a strengthened ADMADE; conditions needed for sustainability identified; present degree of sustainability achieved; lessons learned to help expand ADMADE to other GMAs; and recommendations for enhancing and supporting ADMADE under ZAWA.

Strengthening ADMADE

Progress made in strengthening ADMADE has been described in the previous sections. They include:

- progress made in training at the College
- improving operations of the WCRF
- significant contributions to the design of ZAWA.
- stimulated interest within ZAWA in food security and its link with wildlife management, and created a wider appreciation of local needs
- alterations to community institutions have been described above in Section number.

Conditions for sustainability

Good progress was made in identifying conditions needed to support the sustainability of ADMADE in GMAs that have sufficient wildlife to justify safari hunting. They are:

- Direct, regular linkages between ADMADE, GRZ ministries and the private sector (i.e., safari companies and tour operators).
- Technical capacity within communities to manage resources and promote rural development.
- Leaders in communities who can conduct open meetings and be accountable to the people they represent. The Project developed the AMCA (see section 7), which spells out operational conditions that can be monitored—conditions that address the needs of people and food security.
- Policies in place that allow the safari industry to compete favourably with neighbouring countries. Already achieved.
- Sound financial control by CRBs that produce and follow annual budgets, which are audited.
- Remittances from ZAWA (which has absorbed the former WCRF) to CRBs are timely.
- The shares of revenue paid to communities are sufficient to secure a feeling of ownership of the resource and awareness of its value; but entitlement to shares of revenue must be linked to obligations on the part of communities laid out in the management contract agreements they sign with ZAWA.
- Ongoing programs of training in financial management, resource management and rural development.

Degree of sustainability

ADMADE has reached a position where the necessary knowledge to set quotas and work harmoniously with the private sector is available. What is less assured at present is the capacity within communities to do these tasks although the College is actively imparting these skills.

Sustainability is not an 'on' or 'off' phenomenon but rather a sliding scale along which it is not easy to decide when the point of sustainability has been reached. At

present there appear to be three broad classes of GMA based upon degree of sustainability.

- Luangwa GMAs that have enjoyed USAID and WCS support. Their community institutions are further forward in development, have received training and are more confident. Some may already be self-sustaining.
- Kafue GMAs, where VAGs and CRBs have been elected but are awaiting training. They are unlikely to have reached the stage of self-sustainability.
- GMAs with no ADMADE or a weak ADMADE presence. They are far from being sustainable but could become so in the future once the conditions listed above have been achieved, and, in the case of depleted areas, when wildlife stocks have increased to levels where hunting can be justified.



Village Scouts on anti-poaching patrol

Expanding ADMADE and enhancing it under ZAWA

The Project produced a series of Lessons Learned papers, intended to assist continuation of ADMADE, its extension into additional GMAs and to enhancing and support its development under ZAWA. These papers were prepared during late 1999 and early 2000. Target readers are members of the Project and other ADMADE workers (stimulating them to self-analysis and criticism), donors and ZAWA. Four papers were completed, while two are in draft. They are well produced and provide

material for the new management of ZAWA to consider. Issues raised in them are included in Section 15.

9.0 MONITORING IMPACTS ON WILDLIFE AND COMMUNITIES

Monitoring Systems

Monitoring provides essential information against which progress towards goals and objectives can be measured, and feedback so that adjustments can be made to strategies or to ongoing work programs.

Two constraints affect the ability of ADMADE and similar programs to monitor progress (Lyons, 1998).

- Large geographical areas have to be covered
- Limited resources are available with which to carry out monitoring

ADMADE's problems are also compounded by the complexities posed through the multifaceted environment in which it operates, involving relationships with GRZ, local communities, private companies and donors.

Wildlife is a biologically complex resource base that has a demanding appetite for information to supply feedback that can guide law enforcement strategies, staffing, setting off-take quotas, land use planning and development. Information required includes wildlife abundance, distributions and movements; levels of legal and illegal hunting; habitat condition; and demographic data. In support of community development, information is needed on revenues and expenditure, human needs and perceptions and specific enterprises.

Two mid-term evaluations of the ADMADE Project (Alpert & DeGeorges, 1992, ULG, 1994) reported that no data were available that could confirm or deny the success of project objectives beyond that already recorded by a prior review mission. ULG (1994) also noted that, in respect of wildlife, the monitoring system was well designed but that ADMADE's and NPWS's ability to apply the system was weak. There was only one poorly equipped Biologist (out of four required) and he was without vehicle. Scouts visited by the evaluators lived in remote areas that lacked schools and clinics, faced day-to-day dangers from poachers armed with automatic weapons, had no uniforms or simple equipment, did not receive wages on time and suffered periodic bouts of illness. *'The number of man-days lost through sickness, leaving station to see if pay has arrived and growing crops to make good the food that they cannot buy because they have no money, must be considerable.'* Circumstances did not inspire confidence in the data collected by them, and the Scouts interviewed had reported that they had not worked their transects during 1993. In respect of community development, there was no adequate information that could be used as a basis for monitoring and evaluation. Qualitative data in reports were too fragmented for a coherent appreciation of progress and changes in GMAs.

Weakness in monitoring community based resource management programs is a common phenomenon: for example, evaluations of another USAID/CARE program in

southwestern Uganda—the Development Through Conservation project—made similar findings.

Since the two mid-term ADMADE evaluations mentioned above, changes have been made to the monitoring system. In brief, the current system is as follows (Lyons, 1998).

ADMADE has tried to overcome the two constraints mentioned above by:

- recruiting local residents to collect data
- providing centralised training on monitoring, backed up with field visits
- centralising data processing and analysis (at the College)
- using GIS software to supply the spatial dimension
- supplementing field data on habitat and encroachment with satellite imagery
- using standardised forms and collection procedures to achieve high quality control over data on wildlife populations
- trying to minimise false data by not offering incentives for monitoring
- using multiple indicators to measure the same phenomena

Monitoring wildlife and other natural resources is done almost entirely by Village Scouts who live in camps located at strategic points about the ADMADE Unit. They collect two sorts of data.

- Anti-poaching patrols (of about 1-10 days) are primarily to catch poachers. One Scout in each patrol also records signs of poaching, encounters with poachers, wildlife sightings (including carcasses), grassfires and waterholes
- Safari hunting sorties, where one Scout accompanies the professional hunter and client. He records hunting success, hunting effort and trophy size.

ADMADE's indicators for evaluating population trends.

- **Hunter results**
 - Mean trophy size
 - Hunting success
 - Hunting effort
- **Third-party assessments**
 - Professional hunters
 - Trackers
 - Village scouts
- **Patrol results**
 - Frequency of species sightings
 - Illegal off-take

Community monitoring is chiefly concerned with financial control. Units receive revenue derived from hunting to fund wildlife management and community development. At the Unit, a Bookkeeper maintains records on how much revenue is expected from the former WCRF in ZAWA, based on numbers of animals hunted, and how the revenue is used. Exchange of money between ZAWA and the Unit is the most problematic link in ADMADE both in practice and design.

Visiting teams from the College inspect activities of the Units, including monitoring, and they facilitate information flow (e.g., on hunting quota recommendations) between Units and ZAWA. They also monitor Unit performance, measuring indicators such as use of revenue for resource management and community development, management capacity and community awareness.

The ADMADE Data Manager

ADMADE's monitoring system generates a considerable amount of data that would quickly become overwhelming without computerisation. During the early 1990s, research staff at Nyamaluma developed an information system that enabled thousands of dataforms to be entered and analysed. The information system could also create tabular and graphical summaries generated for community use and applied research. Nyamaluma also pioneered the use of GIS technology for community-based conservation, digitising dozens of Survey Department maps for the production of flipchart-sized summary maps of monitoring data.

As pioneering as Nyamaluma's information system was, it was constrained by the software and hardware of the early 1990s, and its performance severely limited in several ways. By 1998, the College had acquired newer and more powerful hardware and software. With the assistance of a visiting graduate student, Nyamaluma upgraded the information system to a relational database management system using MS Access.

The new database, dubbed the ADMADE Data Manager, integrates all datasets through a single user-friendly interface. Analysts can now query information from the field patrol dataforms, safari hunting, WCRF revenue, hunting quotas, demography, poacher case records, or staff records for any year and GMA. Dozens of preset summaries, including interactive charts and queries, are available, and new ones can be easily added to the menu system. The database also supports the display of GIS data, and can present customisable interactive maps through the same easy-to-use interface. Data entry is easier and more robust, decreasing data entry time and allowing a greater number of staff to work with the data.

The Data Manager is now the working information system at the College, and has helped research staff to extract and summarise information from the thousands of dataforms on file. The Data Manager is also available at the ADMADE Co-ordinating Office in Chilanga, and will soon be used at the new Outpost Stations around Kafue National Park to input and analyse data. This powerful tool has eliminated most of the technical barriers involved in sharing monitoring data within the project and with external stakeholders. With a minimal amount of training, users anywhere now have nearly the same capabilities as researchers at the College for conducting analyses and preparing a variety of outputs of monitoring data.

Wildlife populations

Estimated trends in wildlife for the Luangwa GMAs have been generally upwards with variations between species. For example:

- waterbuck decreasing in Mwanya
- zebra stable or slightly decreasing in Chifunda
- eland decreasing in most areas
- wildebeest¹⁶ decreasing in places where it occurs

¹⁶ The latter is an endemic subspecies, Cookson's wildebeest, found only in the Luangwa where it occurs almost entirely in and around Luambe National Park.

- kudu and all other hunted species increasing

Table 5 shows the full assessment for six areas in the Luangwa, 1999. Trends for wildlife in the Kafue GMAs have generally been slightly downwards.

Table 5. Estimated trends in populations of selected species of game hunted on licensed safaris in six ADMADE hunting Units, made in 1999.

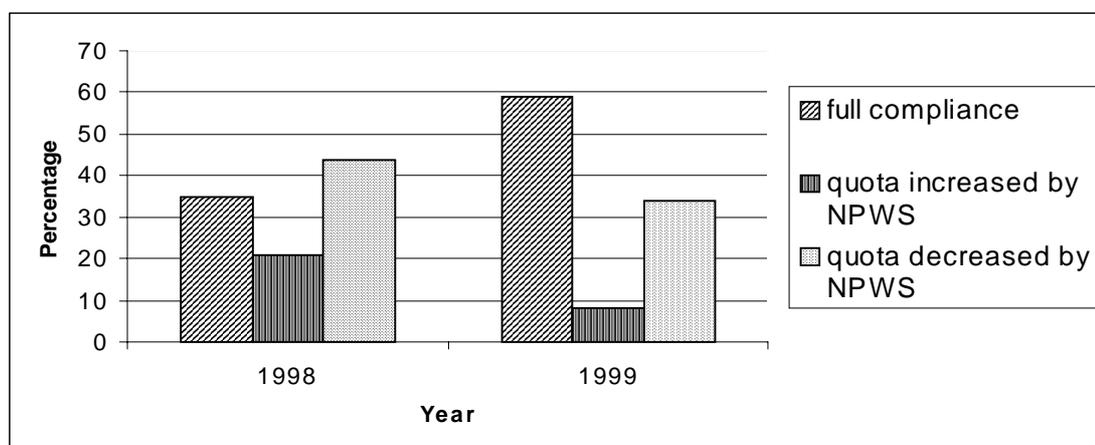
Species	Mwanyanya	Chanjuzi	Nyampala	Luawata	Chifunda	Chikwa
Buffalo	+	-	+	0	+	-
Bushbuck	+	+	0	0	+	+
Crocodile	+	0	+	+	+	+
Duiker	0	0	+	+	+	0
Eland	0/+	0	+	+	-	0
Elephant	+	+	+	+	+	0
Grysbok	0	+	0	+	0	0
Hartebeest	-	-	0	0	-	-
Hippo	+	0	0	0	+	+
Hyaena	+	0	0	+	+	0
Impala	+	0	0	0	0	0
Kudu	-	0	0	+	0	0
Leopard	0	+	+	+	+	-
Lion	+	0	0	0	0	0
Puku	0	0	0	0	+	0
Roan	-	-	0	0	0	-
Warthog	0	-	0	0	0	-
Waterbuck	-/+	-	0	+	-	-
Wildebeest	-	0	+	0	0	-
Zebra	+	-	0	0	-	+
+ = increase - = decrease 0 = no change						

Source: College database records.

Hunting quotas

Hunting quotas are set by ADMADE community institutions, based upon monitoring as described above. The process at Unit level is led by the Unit Leader (a ZAWA employee) and members of the Resource Management Committees. At least until 1999, NPWS also drew up quotas, and ZAWA is likely to continue to do so. A comparison between the two is the subject of Figure 2. Compliance between the two sets of quotas increased over the period 1998-99. Ultimately, ZAWA controls quotas because it issues the licenses.

Figure 2. Degree of compliance between safari hunting quotas set by local institutions and NPWS during 1998 and 1999.



Source: ADMADE report

Household incomes

Household incomes are measured as benefits from employment with ADMADE, safari companies, tour operators or other jobs created through ADMADE. Employment is reported to have increased in all GMAs supported by USAID. Empirical data are available for one GMA only, Munyamadzi, where, in 1998, 339 households received a total of ZK86,460,000 (\$30,900), averaging ZK255,000 (\$91.00) per household. See Table 12.

Table 6. Expenditure on community projects by Kazembe CRB, 1999

VAG	Purchase	Cost	Comments
Zokwe	Classroom block roofing	\$970	Completed
Mbuzi	School completion	\$650	Completed
Kataba	School rehabilitation	\$730	Completed
Kazembe Central	90x50kg maize	\$850	Food security
Zokwe	Construction of camp	\$550	Operational
All	Tractor spares	\$500	In progress
All	Volunteer Village Scouts	\$230	In progress
Mtimbansonjo	100x50kg maize	\$1,040	Food for work program
Chibeza	School rehabilitation	\$670	In progress
	TOTAL	\$6,190	

Source: Data assembled by College Instructors for the evaluation team.

Rural family quality of life

Indicators used were funds directed into projects that benefit all members of communities or groups within. They included such diverse items as capital projects (e.g., school buildings, health posts and scout camps); purchase of footballs for recreation; bicycles to enable VAG and CRB members to attend meetings; and maize to assist food security. Table 6 and Table 7 give illustrations from two CRB areas.

Table 7. Expenditure on community projects by Mwanya CRB, 1999

<i>VAG</i>	<i>Purchase</i>	<i>Cost</i>	<i>Comments</i>
All	120x90kg maize	\$8,750	Food security
All	Locks and labor	\$80	Safeguarding granaries
Chasera	Health post	\$1,250	
All	Toyota L/C	\$6,670	
All	Bicycles	\$430	
All	5 footballs	\$50	One for each VAG team
Yakobe & Chasera	Communal farms	\$460	
Yakobe	Spares for grinding mill	\$1,150	
Yakobe & Chasera	2 wildlife camps	\$740	
	TOTAL	\$19,570	

Source: Data assembled by College Instructors

Community capacity building

Indicators are participation at ADMADE meetings, and the uptake of relevant skills by communities. Following the switch from Sub-authorities to CRBs and VAGs and the first elections in 1999, attendance at public meetings increased five-fold.

Table 8. Capacity building course at the College during a six-month period 1999.

<i>Name of course</i>	<i>No of trainees</i>	<i>Percentages men/women</i>	<i>Duration (days)</i>
CRB leadership & planning	44	92/8	12
Village Scouts	44	98/2	120
Deputy Unit Leaders	13	100/0	120
Community Book keeper	20	60/40	15
Advanced Village Scout	31	100/0	9
Advanced Unit Leader	12	100/0	6
Community Liaison Officer	12	100/0	6
Agroforestry	32	88/12	3
Bee keeping	52	97/3	14
Resource management committee skills	35	91/9	14
Financial management committee skills	15	94/6	24
Land use planning	76	96/4	5
Food security	27	78/22	10
Building skills	12	100/0	30
Drama & local dissemination of information	12	90/10	7

Source: College records

During 1999, 570 participants attended 20 courses at the College, aimed at capacity building in the communities. Table 8 covers training for the period April to June 1999, when 437 trainees passed through.

Land use planning

ADMADE's impacts on local land use planning have been beneficial. In this they received support from District Councils. Land use plans being produced by the College identify the causes of disturbance and define strategies to control them in the interests of improved food security. The linkage that reduced poaching (especially snaring), leads to increased and less disturbed wildlife, leading to increased hunting quotas that bring in more revenue, of which communities take a share.

ADMADE has helped directly to:

- reduce disturbances to safari hunting
- eliminate unplanned settlements in five cases of encroachment on prime wildlife habitat using local CRBs or Sub-authorities, and with support of Chiefs

Investment in GMAs from outside sources

The two main investments in GMAs, attributable to ADMADE's wildlife conservation activities since 1989 have been USAID and safari hunting revenue. Other smaller investments include WCS and grants from GRZ, for example to support the College.

USAID

USAID support totaled \$4.8 million.

- An estimated \$1.5 million was spent in 1991 to purchase plant and vehicles, office equipment, computers and patrol and camping gear.
- An estimated \$1.5 million was spent between 1991 and 1995 to cover costs of technical assistance and to purchase consultancy services.
- About \$1.8 million was spent during 1995 to 1999 to purchase

Table 9. USAID investment in 11 GMAs, 1989-1999

<i>GMA</i>	<i>Area (km²)</i>	<i>USAID investment</i>	<i>\$ invested/km²</i>
Lumimba	4,142	\$4,800,000	\$111.33
Chifunda	2,104		
Chikwa +Fulazi	5,051		
Kasonso	4,592		
Lunga-Busanga	2,094		
Lunga-Luswishi	13,323		
Munyamadzi	3,177		
Mumbwa (W)	1,580		
Mulobezi	3,573		
Sichifulo	3,478		
Total	43,114		

Source: Various ADMADE and WCRF records.

It is impossible to assign portions of this expenditure to specific GMAs or ADMADE Units. Much of the initial capital outlay went to purchase vehicles and equipment for the College and NPWS headquarters. Some vehicles were allocated to Wardens,

whose responsibilities extended beyond ADMADE GMAs. It is, however, possible to derive an overall figure of dollars invested per km² of GMA; see Table 9. This will be a maximum figure because part of the investment went into supporting NPWS headquarters and Wardens.

Safari hunting

Safari hunting revenue for 1994 to 1999 that *should*¹⁷ have accrued to GMAs supported by USAID, in the form of the 40 per cent share to fund wildlife management and 35 per cent to fund community development, totaled an estimated \$3.6 million. See Table 10 for yearly totals against each hunting Unit for safari hunting only. Accurate data for years preceding 1994 are unavailable. Revenue from resident hunting is estimated to be about 10 per cent of safari revenue.

Table 10. Safari hunting revenue designated for reinvestment in the 11 GMAs supported by USAID 1994-1999.

<i>GMA</i>	<i>Area (km²)</i>	<i>Safari investment (\$) 40% + 35% shares</i>	<i>\$/km²</i>
Lumimba	4,142	647,484	156.32
Chifunda	2,104	266,118	126.48
Chikwa +Fulazi	5,051	271,925	53.84
Kasonso	4,592	275,086	59.90
Lunga-Busanga	2,094	126,046	60.19
Lunga-Luswishi	13,323	134,807	10.12
Munyamadzi	3,177	762,969	240.15
Mumbwa (W)	1,580	295,185	186.83
Mulobezi	3,573	358,485	100.33
Sichifulo	3,478	276,871	79.60
Total	43,114	3,414,976	79.21

Source: Extracted from Table 4 and various ADMADE documents.

Table 11 tabulates safari hunting revenue per capita over 1994 to 1998 for those Units in the Luangwa, where demographic data were available.

Table 11. Total revenue (US\$) from safari hunting that should have accrued to communities during 1994 to 1999 in GMAs supported by USAID

<i>Hunting Unit</i>	<i>40% share</i>	<i>35% share</i>	<i>Total</i>	<i>Estimated population 1998</i>	<i>Total per capita</i>
Chanjuzi+Mwanya Lumimba GMA	345,424	302,160	647,584	12,710	\$50.95
Chifunda	141,929	124,189	266,118	7,441	\$35.76
Chikwa+Fulazi	145,026	126,899	271,925	3,963	\$68.62
Luawata+Nyampala Munyamadzi GMA	406,916	356,053	762,969	6,356	\$120.03

Source: Table 4 and ADMADE documents

¹⁷ See discussion in section 8 on the discrepancies between Units' entitlements and actual remittances.

Comments on monitoring

The evaluating team heard criticism levelled at ADMADE's monitoring programmes for both wildlife population trends and community development. The evaluation team considers this criticism unjustified. A look at the data being collected and processed at the College, its meticulous attention to detail coupled with the database that was set up in 1998 gives cause for confidence. The indicators used to assess wildlife population trends are conventional and well tried internationally. The 1994 mid-term evaluation recorded a sophisticated system of monitoring being inadequately implemented in the field. We believe this has been largely rectified. Doubts may remain as to the extent to which Scouts who accompany professional hunters and clients are reliant upon tips or other gratuities, which might influence the validity of data, and of the morale of Scout during the rains, when they may feel isolated and suffer sickness. The evaluating team doubts that these are cause for serious concern. However, some data are quite patchy, especially in the Kafue GMAs, which have received less attention than the Luangwa, and trends have been recorded over relatively few years.

A criticism linked with monitoring comes from academics outside Zambia, who allege that they have been shown no data that can confirm or deny ADMADE's claims of success. This was not the experience of the evaluating team, who were offered more information than they could assimilate in the time available.

10.0 BENEFICIARIES

Several groups have derived tangible benefits from ADMADE.

Inhabitants of chiefdoms inside and bordering GMAs

- Construction of infrastructure; schools, teachers' houses, clinics and health centers, water supplies, grinding mills and footbridges were financed by ADMADE revenue. Chiefs once benefited most; as Chairmen of the Sub-authorities they dominated decision making. This is no longer so under the system of CRBs, where the Chief's role is reduced to that of Patron, although not all GMAs have the new system in place.
- Purchase of equipment such as beds for health centers and tools for roadwork.
- Food bought using ADMADE revenue in famine stricken areas during times of critical shortage, without which many may have failed to survive.
- Improved household economic benefits through employment opportunities generated by ADMADE. The percentage of household that benefited during 1998

'A great change has occurred in Yakobe. This year the people have harvested better crops because of the fertilizer sold by ADMADE. People did not have to travel so far afield to find food.'

Mr Mulanga
Chairman of Yabobe VAG 1999

was 21 per cent, higher in the Luangwa Units than in Kafue Units. A total of 339 households received ZK86,460,000 (\$32,000), an average per household of ZK255,000 (\$95.00).

- Table 12 shows employment opportunities that were taken up during 1998. A similar trend is believed to have continued into 1999.
- Food security. Practical skills taught in increasing yields; vaccines provided against Newcastle disease in poultry.
- Family planning skills imparted by Community-based Delivery Agents (CBDA). In the Luangwa, Zambia Family Planning Service has trained 23 CBDAs. ADMADE's aim to have at least one CBDA in each group of villages covered by a VAG. The presumed benefits of this service are:
 - improved quality of life in village households
 - controlling pressures on finite soil resources
 - controlling pressures on wildlife habitat and biodiversity, especially the megafauna that provides people with access to improved food security
- Employment for local people as Village Scouts and positions in ADMADE offices such as Bookkeepers, Community Liaison Officers and Office Orderlies.

Table 12. Analysis of annual household economic benefits from ADMADE activities in Munyamadzi during 1998.

<i>Job categories</i>	<i>Number of households</i>	<i>Total salaries(ZK)</i>
<i>From 40% wildlife management account</i>		
Senior Village Scouts	3	2,340,000
Village Scouts	23	16,800,000
Assistant Village Scouts	6	3,792,000
Drivers	2	1,740,000
Book keepers	1	1,044,000
Community Development Officers	1	1,044,000
Total 40% account	36	26,760,000
<i>From 35% community development account</i>		
Project Supervisors	1	780,000
Storemen	1	540,000
Permanent Workers	16	6,720,000
Typists	1	600,000
Community Store Salespersons	1	480,000
Community Teachers	13	6,900,000
Airstrip Cleaners	10	7,200,000
Contract workers	135	6,690,000
Total 35% account	178	29,910,000
<i>Employment with safari companies</i>		
Nyampala Safaris	54	4,170,000
Luamfwa Safaris	21	22,020,000
Total safari employment	75	26,190,000
ADMADE CRB & VAG allowances	50	3,600,000
GRAND TOTALS	339	86,460,000

Source: ADMADE (2000)

- Training Village Scouts in methods of law-enforcement and monitoring; and of many other persons from local communities in leadership and decision making, financial management, bee keeping, carpentry and leatherwork.
- A more informed public awareness of natural resource values.

NPWS (and thus ZAWA)

- ADMADE provided an additional source of revenue available to NPWS from the WCRF.
- Law enforcement efforts have been doubled in several GMAs with the deployment of Village Scouts.
- In the early days of USAID support, NPWS received a consignment of cars, trucks and tractors to upgrade its depleted stock of plant and vehicles. The presence of new vehicles enabled NPWS to get the ADMADE program going, stepped up law enforcement activities and resulted in reduced poaching.
- Because public awareness of natural resource values had been enhanced, communities gave greater support to NPWS. For example, several chiefs spontaneously announced an amnesty for muzzle loading firearms to be surrendered. Nearly a thousand weapons were taken out of use.
- Increased food security led to reduced snaring, an activity that is entirely for subsistence purposes.
- Well-managed GMAs support the maintenance of adjacent national parks, to which they form buffer zones. The reverse applies, in that well stocked national parks provide reservoirs of biodiversity that benefit GMAs. This was one of the original objectives of ADMADE.

NGOs

- ADMADE Unit Leaders have been catalysts in generating forums in which representatives of NGOs, government departments and aid programs such as CLUSA have come together to discuss issues such as famines and food security.
- NGOs and government departments benefited through finding people already organised and mobilised under ADMADE's local institutions.

Central and local government departments

- As above for NGOs.
- Departments responsible for providing public services such as schools, clinics and water supplies have found their burdens eased when ADMADE financed relevant infrastructure.

Safari companies

- ADMADE manages a resource from which safari companies derive business opportunities and facilitates their operations.

11.0 INCOME EARNING OPPORTUNITIES

Opportunities pursued by community groups

Numerous income-earning opportunities are pursued by individuals or groups in GMA communities but not necessarily linked with ADMADE. Fishing is probably the major earner of income followed by poultry husbandry and providing services to tour companies. Others include the following.

- Sales of food. VAGs experiencing food shortages purchase from ones that have surpluses. Differences inevitably exist between VAGs, based upon soil nutrient values and levels of skill or application.
- In 1999, VAGs in Mwanya and Chitungulu insisted that safari companies pay for grass cut for seasonal hunting camps.
- Sale of biltong. A pilot project was tried in 1997 using hippos culled by village hunters at night, while other villagers did the processing. The final product sold well. A second crop is planned for 2000.
- Manufacture and sale of handicrafts. ADMADE has pioneered the conversion of snares into paperweights (wire sections fitted into pieces of mopane wood) and the sale of confiscated muzzle-loaders that raise \$100 each. A sales outlet is being established at Mfuwe Airport for products of local handicrafts.
- The use of solar powered electric fences to protect granaries from elephants and other rapacious animals led to this system of protection being expanded over larger areas to encompass cash crops grown in vegetable beds. It may be further expanded to include larger areas in which orchards can be established.
- Bee-keeping and honey production.



An ADMADE bee-keeping club

Opportunities not pursued

There are innumerable activities not pursued, or only pursued spasmodically. Reasons why are not obvious. In most cases it may be that VAGs have not yet got around to considering all the options that exist. Four examples follow.

- Leathercraft is a subject taught at the College and trainees are turned out with sufficient skills to produce good quality work. They rarely follow up by using this skill to earn incomes. Shortage of legally obtainable hides may be one reason although domestic goats are an available source.
- Community-managed sites for non-resident hunting¹⁸. Attempts to stimulate interest during 1999 failed. Under the USAID/CARE Development Through Conservation project in southwestern Uganda, local communities established a camping ground and simple restaurant for backpackers outside Mgahinga Gorilla National Park, and a non-catering lodge with chalets outside Bwindi Impenetrable Forest National Park. The potential for similar schemes must exist nearby entrances to Kafue, West Lunga, South Luangwa and Luambe National Parks.
- Puncture repair. Given the increased movement of traffic along roads in the Luangwa and the Kafue GMAs, this seems to have potential. Nevertheless, there is little evidence of interest. A possible impediment may be the initial capital outlay; if so, this could be easily financed though revenue accruing to CRBs.
- Provision of credit administered by VAGs for farmers to buy, for example, tools or fertilizers. Although not done at present, this is a possibility that ADMADE plans to investigate.

12.0 SUPPORTS AND CONSTRAINTS

Major supporting factors

The following factors were reported by interviewees to have been major contributors to the work of the Project and to ADMADE in general.

USAID Zambia

Relations between the Project and USAID Zambia were constructive, and contributed to strengthening ADMADE. This relationship improved with time, and was at its best from 1996 onwards. Staff of USAID were supportive and offered good insights. They helped keep the Project aimed towards success, and their criticisms, when they came, were valid.

GRZ

GRZ ministries, especially MoT, were supportive of ADMADE, the program having been started in NPWS. Good relations were maintained with its personnel.

¹⁸ Hunting by residents of Zambia (nationals and expatriates) who live outside the hunting areas.

The College

The Zambian members of staff at the College were very supportive. They took on their professional roles capably, and had the local language skills and cultural insights necessary for community development that would not normally be found in expatriate technical assistance.

The relative isolation of the College at Nyamaluma had the advantage of enabling its staff to focus on ADMADE with few distractions. However, the same isolation has also been cited as the prime cause for the Project's comparatively limited impact on the Kafue GMAs.

Flexibility

The willingness of those associated with the Project to recognize mistakes and blind alleys, and look readily for alternative solutions. Monitoring has been maintained so as to refine or even make radical changes to direction.

Length of the Project

The sheer length of the Project (and ADMADE) has brought stability and given ample opportunities to note mistakes and make adjustments.

Geographical Information Systems

Access to, and an ability to use, GIS as a tool for land use; to record, manage and analyze data; and to guide activities and decision making have been greatly supportive factors. In this context, the President of Environmental Systems Research Institute (ESRI) in the US, donated some \$40,000-worth of software.

Major constraints

The EDF/NPWS project

The EDF/NPWS project, which was based at NPWS headquarters in Chilanga from 1996 to 1999, caused distractions. Its purpose was to assist the phase over from NPWS, a GRZ department, to the parastatal ZAWA. The conflict and ill feeling that developed between the project's consultants and NPWS often prevented the latter from giving focussed attention to ADMADE.

Project implementation letters

Project implementation letters (used between July 1996 and September 1998) proved to be a bureaucratic nuisance. Transactions involving relatively small sums of money (\$5,000 to \$20,000) incurred excessive paperwork for both USAID and NPWS, as imprests had to be retired monthly.

Limited funding

After 1994, limited funding¹⁹ restricted work at Nyamaluma, which focused on the Luangwa GMAs, and was unable to give more than superficial attention to those in the Kafue area. Research and extension work was therefore restricted to selected geographical areas, generally in the Luangwa. Current levels of financing are reported to be constraining maintenance of vehicles at the College, two of which (purchased during the early flow of support from USAID) have now completed over 200,000km (one more than 250,000).

Special licenses.

Under the Zambia Wildlife Act, 1998, the Minister of Tourism may issue special licenses. The provisions for issue (see Annex 3 for the full text) do not differ in any significant degree from those laid out in previous legislation, namely, the National Parks and Wildlife Acts of 1968 and 1991, under which most Special Licenses were issued during the life of the Project. Issues appear to have been made without regard to the status of the species concerned. The magnitude of the problem is illustrated in Table 13 for three GMAs. Some species with relatively low populations were hunted on special. For example, eight buffaloes were hunted in Mumbwa, where safari hunting quotas have been set below 10 for several years.

Table 13. Animals hunted on special license in three ADMADE hunting Units during 1999.

Species	Nos hunted in each GMA/HB			Fee lost per animal (\$)	Value lost to communities (\$)
	Mumbwa	Mwanya	Munyamadzi		
Buffalo	8	11	26	1,000	45,000
Wildebeest			9	600	5,400
Hartebeest	31			600	18,600
Reedbuck	16			300	4,800
Bushbuck	3	5	8	300	4,800
Waterbuck		2	1	600	1,800
Kudu	2	4	10	1,000	16,000
Puku	6	6	7	300	5,700
Sable	10			2,000	20,000
Eland			7	1,100	7,700
Impala	18	6	15	100	3,900
Duiker	2			200	400
Warthog	12		5	300	5,100
Zebra			2	600	1,200
Hippo	1			1,000	1,000
TOTALS	109	34	90		141,400

Source: ADMADE/WCS annual report 1999

¹⁹ Averaging about \$120,000 from USAID and \$80,000 from WCS each year.

Animals hunted on special license represent resources lost to communities that might have benefited from their being shot by safari clients. The fact that hunters could hunt without payment being made to the communities, in GMAs that communities had been told 'belonged' to them, undermined their confidence in ADMADE.

The fact that so many special licenses were issued suggested that MoT was less than supportive of the Project and ADMADE, which had adverse impacts on rural people's perceptions of the program.

WWF support

From July 1994 to December 1995, under the terms of a co-operative agreement, World Wildlife Fund-US (WWF-US) became an implementing agency. Anecdotal reports say that the Project stagnated during the WWF-US, and the 1995 mid-term evaluation commented upon it. The implementing agent did not have a presence in Zambia, and ran its program of work through the Lusaka office of the Worldwide Fund for Nature, International (WWF-I). The arrangement did not work well: inadequate consultants were recruited and leadership was lacking.

13.0 RELEVANCE OF CARE/LFSP AND CLUSA/RGBP

Of the three projects concurrently being evaluated, the implementing agencies for CARE/LFSP and CLUSA/RGBP are heavily accountable to USAID, and their projects are located on lands that have relatively good soils (more especially CLUSA), whereas ADMADE is practised on lands where soil nutrient levels are low.

CARE/LFSP and CLUSA/RGBP have reputations for efficiency and deployment of good skills, but they have never had mandates for wildlife management in Zambia. In contrast, RNRMP/ADMADE *is* concerned with wildlife *and* with broader aspects of food security. Clearly ADMADE began life as a strategy for conserving wildlife by harnessing support of people who had to live with it, but along the way it has acquired a more diverse set of aims that encompass other natural resources and land uses, including agriculture. ADMADE is, in effect developing skills in food security through wildlife management, and wants to build upon this.

Those involved with ADMADE would prefer to co-operate with the other two projects rather than compete with them. But they fear that, if they were to operate in the same GMA, CARE and CLUSA would aim for food production to the exclusion of other resources. A challenge for ADMADE is, therefore, to clarify and articulate the economic case for wildlife management as a strategy for achieving food security.

ADMADE personnel admire the CLUSA/RGBP model for food security, which uses the depot approach. ADMADE plans to follow a similar system of depots but on a far smaller scale encompassing villages for one VAG, in which depots would:

- take food supplies from households that had surpluses and offer them for sale to (for example) households in VAGs that were experiencing shortages, Village Scouts or safari staff
- hold supplies such as fertilisers, tools and seeds to be sold to households in VAGs

14.0 CONTRIBUTIONS TO USAID/ZAMBIA'S SO.1

The Project has made significant contributions, in at least some areas, to all three components at Intermediate Result 1.1 level

IR 1.1: Increased sustainable agriculture and natural resources production

Performance Indicator a): Land and labour productivity

contains data for annual management costs and earnings from WCRF for hunting Units in the Luangwa and Kafue areas, 1998 and 1999. Data on management costs were available only for the Luangwa 1998 due to absence of a Bookkeeper in Kafue. This has since been rectified. Increases in annual earnings were generally recorded in 1999 for the Luangwa but in Kafue a decrease was recorded.

Reasons proposed by ADMADE to explain the difference between the two areas are:

- superior skills in community based management in the Luangwa
- community organisation was more advanced in the Luangwa
- commercial poaching pressures were lower in the Luangwa

Table 14. Annual management costs and earnings for hunting Units in the Luangwa and Kafue GMAs 1998-1999.

Luangwa Units Unit	Management costs (1998)		WCRF Annual earnings	
	Expended	Available	1998	1999
Mwanya	ZMK 37,018,000	ZMK 52,749,000	\$58,825	\$71,638
Chanjuzi	ZMK 51,748,000	ZMK 55,380,000	\$60,625	\$55,975
Chikwa	ZMK 16,314,000	ZMK 41,457,000	\$51,600	\$67,600
Chifunda	ZMK 40,210,000	ZMK 39,479,000	\$51,400	\$55,250
Munyamadzi	ZMK 47,278,000	ZMK 105,229,000	\$164,410	\$196,875
Total	ZMK 192,568,000	ZMK 294,294,000	\$386,860	\$447,338
Percent used	65.4%		Increase	15.6%

Kafue Units Unit	WCRF Annual earnings	
	1998	1999
Kasonso	\$63,800	\$21,300
Lunga-Busanga	\$28,350	\$24,300
Lunga-Luswishi	\$58,600	\$46,225
Mulobezi	\$70,925	\$82,850
Mumbwa West	\$60,850	\$80,830
Sichifulo	\$52,335	\$51,400
Total	\$336,858	\$308,904
Per cent increase	-8.3%	

Source: Table supplied by the College.²⁰

²⁰ Data differ from those in Table 4, possibly due to inclusion of revenue from non-safari hunting.

Performance Indicator b): Number of farmers of selected groups adopting improved techniques.

Number of VAGs with elected representatives: 27 in Luangwa, 25 in Kafue Units.

Skills training for communities at the College during 1999: 20 courses producing a further 570 trained men or women (80 per cent of them from Luangwa Units).

IR 1.2: Increased contribution of rural non-farm enterprises to private sector growth**Performance Indicator a): RNFE sales and service revenue**

VAGs and CRBs and their three management committees contributed to private sector growth (safari companies) and community enterprises. See Table 6 and Table 7 for data recorded from Kazembe and Mwanya areas.

Performance Indicator b): Improved RNFE access to finance

Households obtain credit or loans to purchase needs such as food, seed, fertiliser or other items approved by VAG committees. Maize is the most important single item.

Examples (all from Luangwa Units):

Mwanya 1998 had estimated available funds for credit of \$2,500

Kazembe 1999 had estimated available funds for credit of \$970

Chikwa 1999 provided \$470 credit to stock a community shop

Performance Indicator c): Number of clients/members of institutions that support RNFE members.

Twelve institutions have supported ADMADE.

1. The College at Nyamaluma. The College conducts training courses to impart community based management skills and makes regular field visits to provide additional on-site training to help build upon skills already learned.
2. World Vision. Collaborated with the College to impart skills in irrigation techniques for gardeners.
3. CLUSA. Collaborated with the College to impart skills in conservation farming.
4. SIDA. Collaborated with the College to expand staff skills in PRA techniques
5. US Peace Corps. Collaborates with the College and serves as an outreach agent to help reinforce skills taught. At the time of this evaluation, six Peace Corps volunteers were based in the Luangwa Valley in association with the College. They help the College assess progress in adoption of skills learned and identify

further training needs. One produces the ADMADE newsletter. Discussions are underway that could increase support to 30 volunteers over the next two years.

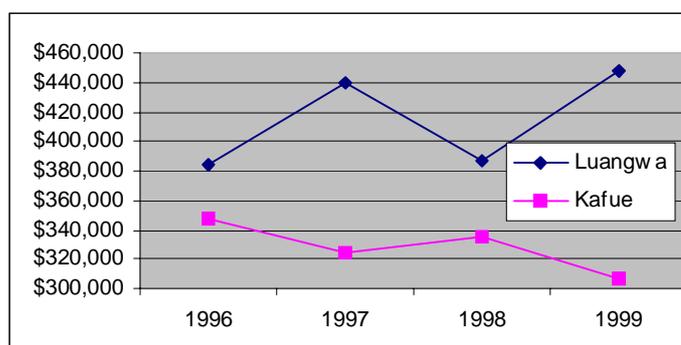
6. Lutheran World Federation. Undertakes joint projects with ADMADE in the Luangwa Valley, chiefly Upper Lumimba, aimed at improving food security.
7. CARE. Interested in harmonising their outreach activities with those of ADMADE in Southern Province. Provided supporting staff to assist at elections and formalising CRBs in Sichifulo GMA.
8. SABLES. Plans to donate books to ADMADE Units where schools have been built with revenue from safari hunting²¹.
9. KANTIPO. Kafue A group of lodge owners in the Kafue area, which has supported some of ADMADE's training activities in the e.g. bee-keeping workshop.
10. UNDP. Under the Ministry of Environment and Natural Resources, environmental support program, donated to the College a vehicle, computer, laser printer and photocopier.
11. ESRI. Donated GIS software to the College.
12. WCS. Supplied technical assistance and pay selected members of the College and ADMADE personnel.

IR 1.3: Improved trade and investment environment

Performance Indicator: Improved trade and investment environment

Safari hunting is the source of trade and investment in ADMADE Units. Revenues earned from the Luangwa and Kafue areas are graphed in the following figure.

Revenue trends for ADMADE areas monitored 1996 to 1999



Source: ADMADE (1999b).

²¹ The original consignment of three tonnes was inadvertently delivered to Zimbabwe.

15.0 FINDINGS AND LESSONS LEARNED FOR FUTURE APPLICATION

This section describes briefly the findings and lessons derived from the Project and its evaluation. Their relevance to ADMADE is clear. Some may have relevance for other USAID investments in food security, rural incomes and natural resource conservation, and for investment proposals in CBNRM by GRZ, other donors and the private sector. Some points are mentioned in ADMADE's Lessons Learned papers referred to in section 8 above.

Overall, USAID investments in the Project have been worthwhile. Being the major source of support, they are responsible for much of the success recorded in this report.

STRENGTHS AND WEAKNESSES OF THE PROJECT

STRENGTHS

- AN ABILITY TO RESEARCH PUBLIC PERCEPTIONS AND DEVELOP COMMUNITY INSTITUTIONS THROUGH PRACTICAL TRIAL AND ERROR.
- AN ABILITY TO MOBILIZE PEOPLE IN GMAS AND GET THEM:
 - TO APPRECIATE THE VALUES OF WILDLIFE
 - TO TAKE PART IN PUBLIC MEETINGS AND ELECTIONS
 - TO SET UP INSTITUTIONS THAT CAN MAKE DECISIONS ON HOW THEY CAN BENEFIT FROM WILDLIFE, SET HUNTING QUOTAS, AND USE REVENUES EARNED FOR RESOURCE MANAGEMENT AND COMMUNITY DEVELOPMENT
 - TO ENFORCE WILDLIFE LAWS USING COMMUNITY EMPLOYEES
 - TO MONITORING WILDLIFE USING COMMUNITY EMPLOYEES
- A WILLINGNESS AND ABILITY TO VENTURE INTO NEW TERRITORY, ESPECIALLY EXPLORING LINKS BETWEEN WILDLIFE CONSERVATION AND FOOD SECURITY.
- AN ABILITY TO IDENTIFY FUTURE NEEDS.

WEAKNESSES

- THE 'KNOWLEDGE BASE' OF ADMADE IS STILL HELD IN THE HEADS OF TOO FEW PEOPLE. THE LOSS OF EVEN ONE KEY PLAYER COULD JEOPARDIZE THE PROGRAM. TRAINING HAS NOT ADDRESSED THIS SUFFICIENTLY.
- CONTINUED PROBLEMS IN DISBURSING SHARES OF REVENUE EARNED FROM SAFARI HUNTING, AND LACK OF CLARITY AS TO WHAT THE CAUSES ARE.
- THE ISSUE OF SPECIAL LICENSES IS A SERIOUS OBSTACLE TO PROMOTING CBNRM. THIS IS NOT A WEAKNESS OF THE PROJECT OR THE ADMADE PROGRAM BUT IS A FACTOR THAT, IF CONTINUED COULD DESTROY WHAT MEASURE OF SUCCESS THEY HAVE ACHIEVED

Mobilising communities

ADMADE has demonstrated that it is possible:

- to interest inhabitants of GMAs in the potential values of wildlife
- to induce large numbers of them to participate in public meetings and elections concerning CBNRM
- to set up workable community structures that can learn how to make decisions on deriving benefits from use of wildlife, including setting hunting quotas, and how to use revenues earned for resource management and community development
- to enforce wildlife laws using community employees
- to monitor wildlife using community employees

The role of women is still slight but increasing.

Values of democratic over autocratic leadership

Democratically elected VAG and CRBs prove more successful in recognising peoples needs and aspirations, and in eliciting their participation and support, than the previous Sub-authorities, who were subject to Chiefs' authority. The current system is less than a year old, and has not yet been expanded to cover all GMAs. It should be allowed to continue before further conclusions can be drawn although initial signs are promising.

The CRD model constitution and Management Contract Agreement documents were well thought out. The Statutory Instrument that formalises and legalises CRBs is reported still to be in draft stage awaiting approval by the ZAWA Board. The evaluating team recommends that this be processed without delay so as to give the CRBs legitimacy and keep the momentum going.

Lessons learned for community organisation

In a Lessons Learned paper titled, *Levels of community leadership and participation in resource management: an African model for community-based management*, the Project developed a conceptualised resource management model upon which ADMADE's current community institutions are organised, together with the assumptions underlying the model, its costs and benefits and evidence of success. Lessons learned include the needs for:

- repetitive training and extension support
- senior leaders in communities
- participatory leadership
- well-defined structures of elected leadership
- the Board of ZAWA to set high standards of compliance by CRBs

The lessons learned may be applicable to CBNRM programs in other countries.

Benefits

Demonstrable benefits have been delivered to households in GMAs in the form of increased local employment, family planning services and ADMADE's food security initiatives.

Finance

The 1998 Ernst and Young report made several recommendations concerning the WCRF. ZAWA should continue to follow them.

Many community Financial Management Committees have not yet demonstrated satisfactory standards in recording revenues and expenditure. Bookkeepers have been, and are being, trained at the College but in the field they are subject to supervision by Unit Leaders, who have not always displayed good financial sense.

Need for revenue sharing to be fully implemented

The evaluating team was told that the new arrangement for revenue sharing is that *all* revenue from licences and hunting concession fees will be divided on the basis of 40 per cent to community resource management, 35 per cent to community development and 25 per cent to ZAWA. Some sources reported a proposal that the community development share be increased to 40 per cent, while the ZAWA share be cut to 20 per cent.

Whatever share system is used, shares of hunting revenue allocated for resource management and community development should be seen to reach the Units. Failure to do this could lead to disillusionment and loss of faith in ADMADE. The evaluating team found that the community development revenue was generally reaching the ADMADE Units but that problems occurred in disbursing the resource management share.

Expansion of professional capacity in ADMADE

ADMADE has been prolifically documented. But the evaluating team believes that the program is known in intimate detail to only a relatively small band of people²² who have been steeped in the program for many years. The evaluating team believes that the unexpected loss of even one of these could severely disrupt progress. The knowledge base should be spread as a safeguard. Creation of an ADMADE office in Chilanga and recruitment of five Outpost workers are moves in the right direction but more well educated and motivated professional Zambians should be trained to become as knowledgeable about the program as are its present protagonists.

ADMADE's ventures into new studies

The forays that ADMADE has made into subjects not normally associated with wildlife management may seem strange to traditional biologists yet their link with

²²Two, who were senior NPWS officers, have already retired.

biodiversity is clear, particularly if the positive correlation can be made with food security. The Project has expanded its interests into studies conducted such as family planning, community development, food security and land use planning.

The evaluating team believes this should be encouraged and even expanded further so long as plausible links can be established with wildlife and tested for validity.

Wildlife conservation and human food security

One of the more interesting developments in ADMADE has been to establish a link with food security, on the hypothesis that increased food security will result in less poaching, especially poaching by snares. Methods of improving food security under investigation in ADMADE include:

- constant monitoring of food supplies
- public information on the links between food security and wildlife
- food purchasing and household assistance
- improved methods of food production
- ways of reducing losses caused by problem wild animals

Involvement in food security has led to the Project entering new ventures such as encouraging improved farming techniques, testing solar-powered electric fences to protect granaries, gardens and (ultimately) orchards. The evaluating team recommends that this initiative continues, and the hypothesis tested rigorously.

Training for CBNRM programs

A permanent program of training is vital to support CBNRM programs. The features required of a training program have been identified by the Project as:

- capacity to focus exclusively upon CBNRM
- an appropriate mix of staff covering all aspects of CBNRM
- the maintenance of constant contact with communities through extension workers
- culturally attuned staff who understand local languages and can relate to the rural peoples with whom they work
- curricula that will enhance multiplier effects of training trainers
- contributions from the communities—important if training is to be cost-effective
- training should be at many levels including artisanal, professional and leadership skills
- monitoring must be maintained to provide feedback upon which training program can be adapted to fit changing needs
- links must be maintained with other appropriate institutions, so that information can flow freely between them

Training must be guided by research so that feedback is available to modify training content and method to suit changing requirements.

The College

The evaluating team was impressed by the motivation and energy put into the work of the College by its staff but is uncertain whether accreditation by TEVETS goes far enough to establish the College's credentials, especially when there is no professional Educationist on the staff. It recommends that the College be subject to occasional review from outside; for example, by Inspectors of the MoEd.

Extending the reach of the College

Having its College located at Nyamaluma has limited ADMADE's capacity to influence events in GMAs outside the Luangwa. ADMADE is aware of this constraint and is currently training five new members of its staff, who will man its new Outposts in Kasempa, Mumbwa and Kalomo, where they will serve as extensions of the College. Work in the Kafue GMAs is also being facilitated by the ADMADE Co-ordinating office in Chilanga. These are welcome initiatives although they are presently donor-dependent.

Monitoring

The evaluating team recommends that existing monitoring of wildlife and community development be continued and expanded to cover all GMAs. Several years of monitoring may be needed before valid assumptions can be made about wildlife population trends in particular. Monitoring is inevitably going to be a long, on-going process.

At present all monitoring is carried out in house. The evaluation team recommends that an occasional external audit by wildlife and community development specialists, given access to all data. They would provide independent verification of data and conclusions, bring in fresh insights and suggest new approaches. Perhaps once every three years would be appropriate.

Flexibility or inflexibility?

The evaluating team heard reports of ADMADE's inflexibility, in so far as it was alleged to seek to impose a uniform system of CBNRM across the nation-wide GMA system. The evaluating team is unable to make judgement on this, but notes that, when the Project found it had followed a counterproductive arrangement with its early community institutions (a fact noted by the 1994 mid-term evaluation) it took action to change this. That the program took an unproductive route is understandable; in its early days, ADMADE needed the support of Chiefs.

The safari hunting industry

Good progress was made in establishing dialogue and developing relations between ZAWA and the safari industry, and introducing a system of quality control.

ADMADE in ZAWA

The evaluating team (and the 1995 mid-term evaluation) believes that NPWS headquarters has given sufficient attention to the program, partly because ADMADEs training and research is at Nyamaluma. When the new ZAWA Directorate for CBNRM is in place, the evaluating team recommends that it establish effective communications and information flow between Lusaka, Chilanga, the College and ADMADE Outposts. Leadership should come from the Directorate.

WCS and ADMADE

From October 1998 to December 1999, WCS was the implementing agency. During this time, steps were taken to strengthen ADMADE and prepare it for its role in a parastatal organisation, ZAWA.

- **Conditions for sustainability were identified**
- **Present degree of sustainability for ADMADE GMAs were assessed**
- **Lessons learned were documented to help ADMADE expand into additional GMAs**

The ADMADE Data Manager (see section 9) is held and managed at the College. A copy was installed at the ADMADE Co-ordinating office in Chilanga during mid-1999 but has not been updated since then. The evaluation team recommends a system of regular updating be introduced. This will have also to incorporate data gathered by the new ADMADE Outposts.

The evaluating team believes that ZAWA headquarters and the ADMADE Co-ordinating office at Chilanga should be competent to process requests for up-to-date ADMADE data.

Rights of ownership

Ownership is a fundamental issue for CBNRM. People are more likely to protect and conserve resources if they believe they belong to them. The new Zambia Wildlife Act vests ownership of wildlife in the President on behalf of the Republic (as did the two Acts that preceded it). This is unlikely to engender a sense of ownership. The new Act went some way towards supporting CBNRM, and the promised Statutory Instrument will endorse that. Progress has been in the right direction but not far enough.

No turning back?

ADMADE has reached the stage where it seems unlikely there can be any turning back. The point of no return was probably passed several years' ago. It is time to identify future objectives and strategies.

In the immediate future, the CRB system will be expanded into all ADMADE GMAs, then extended along with ADMADE to all GMAs with sufficient resources to support their own program. Progress should be monitored and adjustments made as needed. The system of financing community resource management and community

development should be put on a sound footing. Beyond that there are more long-term objectives.

The evaluation team proposes that the program should aim eventually for community management of all wildlife outside national parks, based upon rights of ownership, which would necessitate legislative amendment. GMAs would be akin to private game ranches. ZAWA would retain responsibility for national parks, whose objectives would be:

- to conserve biodiversity and selected landscapes
- to support education and research
- to support the tourism industry

ZAWA would also oversee the Zambia Wildlife Act; serve as Zambia's focal point, nationally and internationally, for wildlife and national parks; be a provider (at commercial rates) of professional extension or advisory services to rural communities, if asked to do so; and licence and control the safari industry.

CRBs (or their successors) would be given legal rights of ownership over wildlife within their areas of jurisdiction. They would decide what to do with it. If sport hunting or capture and sale of wildlife animals were selected options, they would set quotas and sell hunting rights. They would be free to call on ZAWA or the private sector for consultancy services. They might lease selected areas to companies for agreed periods to manage on their behalf. They could contract with the same companies to carry out problem animal control if required. Reaching such a goal may take many years.

Donor and ZAWA support

Whatever decisions ZAWA and GRZ take for the further development of CBNRM, money will be needed, especially for training and capacity building. If the link between food security with improved wildlife conservation can be proved valid, a significant proportion of funding should focus on the former.

ZAWA believes it will need donor support; this is probably true. ADMADE already depends upon WCS support to fill the senior posts at the College and Chilanga, and the new Outpost program. But the evaluating team also believes that ZAWA must be seen to give greater support (a comment made by the mid-term evaluations); ADMADE is its own creation and GRZ's official strategy for managing GMAs. The least ZAWA can do to give support is to ensure that all the agreed shares of revenue go to fund community resource management and community development, and are delivered in a timely manner; and it must firmly address the threat to CBNRM posed by the issue of special licenses.

AMADE is an interesting and challenging program for potential donors. But donors need to be reassured that ZAWA (which is still in a formative stage) is an organisation managed by men and women who are professionally competent and beyond reproach, and that they will support the principal of CBNRM. It was clear to

the evaluating team that widespread doubt exists while decisions are awaited as to who will fill the key positions.

RECOMMENDATIONS

- ZAWA TO APPROVE AND ADOPT THE DRAFT C.R.D. CONSTITUTION, THE MANAGEMENT CONTRACT AGREEMENT AND STATUTORY INSTRUMENT THAT FORMALISES AND LEGALISES CRBs.
- ADMADE TO EXPAND THE VAG AND CRD SYSTEM TO ALL GMAs. MONITOR AND ADJUST AS NECESSARY.
- PROMOTE GREATER PARTICIPATION BY WOMEN.
- THE NEW ZAWA DIRECTORATE FOR CBNRM MUST DETERMINE POLICY AND PROVIDE LEADERSHIP FOR ADMADE, AND COORDINATE ITS ACTIVITIES NATIONWIDE.
- MOT AND ZAWA MUST RESOLVE THE SERIOUS THREAT TO CBNRM POSED BY THE EXTRAVAGANT ISSUE OF SPECIAL LICENCES.
- RESOLVE THE LONG-STANDING PROBLEMS OF DISBURSING REVENUE SHARES. CONTINUE TO FOLLOW THE RECOMMENDATIONS OF THE FEBRUARY 1998 EVALUATION OF WCRF.
- SPREAD THE ADMADE 'KNOWLEDGE BASE'. AT PRESENT ONLY A SMALL BAND OF PEOPLE HAVE INTIMATE KNOWLEDGE OF IT. LOSS OF EVEN ONE KEY PLAYER COULD HINDER PROGRESS.
- ARRANGE FOR OCCASIONAL INDEPENDENT AUDITS OF ADMADE'S MONITORING PROGRAMS, TO VERIFY FINDINGS, BRING IN FRESH IDEAS AND INSIGHTS, AND SUGGEST NEW APPROACHES.
- EXPLORE LONG-TERM DEVELOPMENTS IN POLICY AND LEGISLATION THAT CAN GIVE COMMUNITIES A HEIGHTENED SENSE OF OWNERSHIP OVER NATURAL RESOURCES.

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ANNEX 1

PRINCIPAL CONTACTS

Ministry of Tourism

Dr Lewis Saiwana ZAWA Adviser to the Minister and Permanent Secretary

Zambia Wildlife Authority

Mr Henry Mwima Director of Operations
Mr Issac Longwe Chief Wildlife Warden
Mr George Kampamba Chief Wildlife Research Officer
Mr Watson Chisulo Financial Manager
Ms Phyllis Simasiku Chief Planning Officer
Mr William Banda Senior Wildlife Warden
Mr Charles Chiwele ADMADE Co-ordinator
Ms Susan Matambo Chilanga Office Co-ordinator
Mr Tom Kutela ADMADE Unit Leader Mumbwa GMA
Mr Clement Silulu Deputy Unit Leader Mumbwa GMA
Mr Tennyson Msimuko Public Relations Officer

South Luangwa Area Management Unit

Dr Brian Child Technical Assistant

African College of Community Based Natural Resource Management

Mr Edwin Matokwani College Administrator
Mr Yoackim Zulu ADMADE Extension Officer/Senior Instructor
Mr Zosius Zulu ADMADE Extension Officer/Senior Instructor
Mr Nemaiah Tembo ADMADE Extension Officer/Senior Instructor
Mr Felix Ngoma ADMADE Outpost trainee
Ms Liz Banda ADMADE Outpost trainee
Mr Watson Milambo ADMADE Outpost trainee
Mr Charles Chiboola ADMADE Outpost trainee
Mr Brian Kashina ADMADE Outpost trainee

Ministry of Finance

Mr Adam Pope Adviser to NAO

Wildlife Conservation Society

Dr Dale Lewis Technical Adviser to ZAWA

Independent Consultant

Mr Richard Jeffreys

Professional Hunters' Association of Zambia

Mr Mike Faddy Chairman

Local institutions

Mr Brian Lukutaika Chairman of Mumbwa CRB

ANNEX 2
PAPERS PRODUCED BY WCS/ADMADE
OCTOBER 1998 TO DECEMBER 1999

1. USAID Quarterly reports 1,2,3,4
2. Results Analysis of the ADMADE Program, a Review
3. Future Directions for the Safari Hunting Industry in Zambia
4. Comparative Study of Game Management Areas: analysis of Performance Variables
5. Reaching out to Rural Communities: a review of CBNRM Training
6. Social and Economic Baseline Survey of Luangwa Valley
7. The ADMADE Foundation: Building Conservation Solutions for Zambia
8. ADMADE Investment Proposal
9. Annual Report for the ADMADE Sustainability Project
10. The Role of Democracy in Promoting Conservation and Rural Development (An ADMADE Lessons-learned Paper)
11. Alternative Approaches to Estimating Wildlife Population Trends: A Test of Community-based Management (An ADMADE Lessons-learned Paper)
12. Helping Communities Succeed in CBNRM: Roles and Functions of a Training Institute. (An ADMADE Lessons-learned Paper)
13. Improving Food Security to Reduce Illegal Hunting of Wildlife (An ADMADE Lessons-learned Paper)
14. Levels of community leadership and participation in resource management: an African model for community-based management. (An ADMADE Lessons-learned Paper) Draft
15. Case study in achieving ADMADE success: Mwanya area (March 2000). (An ADMADE Lessons-learned Paper) Draft
16. Chitungulu Community-based Land Use Plan
17. Kazembe Community-based Land Use Plan
18. Chifunda Community-based Land Use Plan
19. Munyamadzi Community-based Land Use Plan
20. Proposal for New Safari Hunting Licensing System
21. Monthly ADMADE Newsletters (Oct, 98 – Nov, 99)
22. Concept Paper for Regional Role for Nyamaluma Institute
23. ADMADE Manual for Lusaka-based policy makers (a 12-page PowerPoint document)
24. ADMADE Database Manager Manual
25. ADMADE Quota Setting Manual
26. ADMADE Land Use Planning Manual
27. ADMADE Audit Inspection Manual
28. ADMADE Financial Management Manual
29. ADMADE Community Development Manual
30. ADMADE Resource Management Manual
31. ADMADE /CRB Elections Procedures Manual
32. Lessons in Leadership and Resource Management: Manual for Elected Leaders
33. Analysis of 4 CRB Financial Management Accounts and Procedures (work done in 99, paper written in 2000)

34. Mwanza Trip Report / Feb 1999 [Family Planning and Food Security Review]
35. Chikwa/Chifunda Outreach Report / Mar 1999 [Review of land use plan, VAG meetings, and family planning]
36. Selected Observations from a visit to Mumbwa GMA / Mar 99
37. Field Inspection Report for Chifunda and Kazembe / Nov 99
38. Unit Inspection Report for Lunga-Luswishi / Mar 99
39. Unit Inspection Report for Kasonso / Mar 99
40. Unit Inspection Report for Mumbwa / Dec 98
41. Unit Inspection Report for Sandwe
42. Needs Assessment Report for Chitungulu CRB / Oct 99
43. Minutes of Safari Operators/Professional Hunters Consultative Meeting with NPWS / Apr 99
44. Procedures and criteria for awarding the Conservation Bullet Awards / Apr 99

ANNEX 3
THE ZAMBIA WILDLIFE ACT, 1998
FULL TEXT OF SECTIONS 40-42, WHICH PROVIDE FOR THE ISSUE OF
SPECIAL LICENCES

40. (1) Notwithstanding any other provisions of this Act, the Minister may, upon such terms and conditions as the Minister may impose, issue a special licence to—
- (a) any person or body of persons or other such institutions, authorising that person or them, for purposes of scientific research or the collection of specimens for zoological gardens, museums or education, to hunt in any stated area or part of the Republic such game animal or protected animal as may be specified in the licence;
 - (b) any person authorising the person to hunt in any stated National Park or Game Management Area such game animal or protected animal as may be specified in the licence;
 - (c) any owner of a licence authorising the licensee to rear any wild animal and for such purposes to capture for rearing or hunt in any stated area or part of the republic such game animal or protected animal as may be specified in the licence; or
 - (d) any chief or other person approved by the Minister, authorising the chief or that person to hunt, in any stated area or part of the Republic, such game animal or protected animal as may be specified in the licence.
- (2) Subject to the other provisions of this Act and to the terms and conditions as stated in a special licence including the payment of such fee as the Minister may determine, such a licence shall authorise the licensee to hunt within specific areas or parts of the Republic, game animals or protected animals, in the number stated in such licence and for such purposes as the Minister may determine.
41. (1) The Director-General may, by way of endorsement on any special licence issued under this part, authorise the holder of a special licence to employ for reward or otherwise, any other person to hunt or to assist in hunting, on behalf of the licensee, any game animal or protected animal specified in the special licence.
- (2) It shall not be essential that any person employed as provided by subsection (1) be the holder of a licence under this Part.
42. In the event of any person, employed by a licensee under a special licence or a resident hunting licence, committing, during an in the course of such employment, any offence under this Act or contravening any of the terms or conditions of the licence, the licensee under the special licence or resident hunting licence shall be guilty of the same offence as that of which the employed person shall be guilty, and the licensee may be

joined as defendant with the employed person in any prosecution brought against the employed person for that offence.

ANNEX 4

Scope of Work

Concurrent Evaluation of Three of USAID/Zambia Activities:

- 1) **Co-operative League of the USA Rural Group Business Program (CLUSA/RGBP);**
- 2) **CARE Livingstone Food Security Project (CARE/LFSP);**
- 3) **Wildlife Conservation Society's Administrative Management Design Project (WCS/ADMADE)**

STATEMENT OF WORK

Article 1. Introduction

With regard to the three projects identified in the title of this statement of work, USAID/Zambia would like to find out whether investments in profit oriented farmer group businesses (CLUSA), food security oriented village management committees (CARE), and wildlife conservation oriented village action groups (WCS) have had or are having a beneficial impact. If so, USAID/Zambia would like to identify the elements of successful investments that can be replicated to improve ongoing or future investments. Finally, if an investment were not achieving the intended results, USAID/Zambia would like to know how to reorient that investment so that it does achieve the intended results.

In support of Zambian economic liberalisation, USAID/Zambia has initiated and supported activities that stimulate rural economic growth since 1991. Under USAID/Zambia's Country Strategic Plan for the 1998 - 2002 period, Strategic Objective 1 (SO 1) is "increased rural incomes of selected groups." Approximately 6 million of Zambia's 10 million people live and work in rural areas.

SO 1 investments aim at increasing the incomes of rural families working together as farmer group businesses, village management committees or village action groups. Hopefully, rural families working as groups will result in more cost effective (and less risky) technology dissemination, training, rural finance, output marketing and wildlife management service delivery. Lower service delivery costs will contribute to more sustainable, customer responsive and profitable service delivery agencies. Finally, more sustainable and profitable service delivery will result in increased rural family opportunities to improve their productivity and incomes.

USAID/Zambia recognises the importance of Zambia's macroeconomic and sectoral policy environment. Investments that focus on reducing service delivery costs and raising rural family productivity are likely to identify and lead to the resolution of "second generation" policy constraints. USAID/Zambia investments ground truth neo-classical economic theory based predictions about market driven resource allocation and use and hopefully generate ideas on how public and private institutions can best contribute to improved rural family welfare. USAID/Zambia regards its service provision investments as applied research.

Actual SO1 activities spring from rural family problem and opportunity identification. They are intended to encourage rural family contributions to solving their social or economic problems, enhance women's contribution to rural economic growth and encourage government food security and rural finance policies that promote private initiative.

During the April – May 2000 period three of SO1's projects will be evaluated. CLUSA/RGBP and CARE/LFSP are earmarked for mid-term evaluations while the WCS/ADMADE evaluation will be an End of Project Evaluation.

As the result of an unsolicited proposal from CLUSA, the Rural Group Business Project began in May 1996. This 5 year, \$5 million activity promotes the emergence of democratically self-managed, financially viable group businesses that improve rural family incomes. Since its inception CLUSA-RGBP has modified its group business development approach. It now focuses specifically on small farmer, high value, crop production usually under forward contract to agro-processors. CLUSA-RGBP credit provision is almost entirely for seed and fertiliser.

Another unsolicited proposal, this time submitted by CARE International, resulted in the Livingstone Food Security Project. This 5 year \$3.6 million project began in July 1996. The project promotes community institution management of drought resistant crop seed multiplication and distribution, soil conservation, water harvesting, marketing, and some income generating activities. As a result of CARE's activities rural family food stocks have increased in some of Zambia's most drought prone areas.

The third project to be evaluated, as an end of project evaluation, adds a bit of complexity to this activity. Since 1989 USAID has supported Zambia's Administrative Management Design (ADMADE) Project and the National Parks and Wildlife Service with funding made available through the Regional Natural Resources Management Project. Funds were initially managed by USAID's regional office in Harare but eventually project management was vested in USAID/Zambia with funding obligated through bilateral project agreements. Over the 10 years of project life, implementation vehicles included a grant to the World Wildlife Fund, funds made available directly to the National Parks and Wildlife Service through Project Implementation Letters, short-term technical assistance in Wildlife Conservation Revolving Fund capacity building and, finally, since October 1998, a Co-operative Agreement with the Wildlife Conservation Society of New York as the result of an unsolicited proposal. The WCS activity, entitled the ADMADE Sustainability Project, was a 15 month, \$.461 million activity that ended on December 31, 1999.

The overall 10 year RNRMP/ADMADE investment sought to introduce and develop the idea of community wildlife management in Zambia, including use of village wildlife scouts and the sharing of hunting revenues with protected area communities for their use in improving their livelihoods. Community involvement in wildlife management is now a stated national policy although the Zambian government's wildlife institutions are currently in a state of significant transition. The WCS

ADMADE Sustainability Co-operative Agreement was intended to document ADMADE lessons learned and research findings hopefully to inform future USAID, other donor and GRZ investments in wildlife management.

Article 2. Overall Orientation of the Consultancy

The consultancy will comprehensively assess the three projects. USAID/Zambia would like each project evaluation to result in a separate evaluation report. However, by evaluating the three activities under one contract USAID seeks lessons learned that may be applicable to all three project objectives (rural incomes, food security, wildlife management) in order to positively influence ongoing or future activities or investments. Therefore, a fourth report encapsulating lessons learned and describing their implications across activity objectives is required.

To the greatest extent possible USAID would like the evaluations to provide quantitative evidence of investment impact on rural incomes (CLUSA), food security (CARE) or wildlife management (RNRMP/ADMADE). Quantitative evidence should be presented over time to illustrate any growth or reduction in investment impact during project implementation. Where quantitative evidence is not available or relevant, qualitative descriptions of impacts and processes will be required.

With regard to CLUSA RGBP and CARE LFSP, the consultancy should assess project impact and identify ways to improve implementation, if necessary. The consultancy should recommend whether USAID/Zambia should consider extending, expanding or cutting short the projects. Finally, the consultancy should package relevant findings so that systemic or national level impact from evaluation lessons learned might be achieved with specific reference to the Zambian context.

The RNRMP/ADMADE evaluation in many ways is a traditional end of project evaluation. However, as laid out in the recent “Final Report: Assessment of Community Based Natural Resource Management (CBNRM) in Southern Africa” (August, 1998) ADMADE represents an opportunity for comparing the Zambian community wildlife management experience with other wildlife management lessons learned under RNRMP and throughout the world. The last 15 months of RNRMP/ADMADE has resulted in substantial empirically based information on the impact of ADMADE on communities and wildlife in 9 of Zambia’s 34 Game Management Areas. Finally, the CARE and CLUSA experiences may have something to say about how community capacity to manage natural resources, and the benefits accruing from natural resources management, can be increased. Again, the consultancy should package relevant findings so that systemic or national level impact from evaluation lessons learned might be achieved with specific reference to the Zambian context.

An external team, with appropriate local participation, will conduct the evaluation of the three projects. The team is required to respond, in concisely written reports, to all points and questions included in the scope of work.

Article 3. Proposals, Evaluation Criteria

USAID/Zambia would like to use the Raising Agricultural Incomes in a Sustainable Environment (RAISE) Tier 3 process in awarding this contract. Contractors are required to submit their technical proposals (i.e. without costs) to USAID/Zambia. The proposals should include a draft version of the contractor's workplan, methodology and suggested personnel for conducting the assessment. The technical proposals will be graded according to the following criteria:

Methodology: Ability to: a) identify results desired under the project and generate quantitative indicators of project impact where possible and qualitative indicators where quantitative indicators are not possible; b) identify beneficiary perceptions of project delivered services and beneficiary participation in the project; c) generate information on partner or stakeholder perceptions of the projects; d) generate lessons learned across projects in line with scope of work questions; e) present findings in a use friendly and compelling manner.

Total Points: 50 points out of 100

Personnel: Appropriate professional training at the Masters of Science level or above, experience in evaluating USAID projects in agribusiness, food security, natural resources management or community mobilisation, experience writing technical documents based on the compilation of field visit findings, experience in presenting evaluation findings in a user friendly and compelling manner, experience in Africa and experience in Zambia.

Total Points: 30 points out of 100

Draft Workplan: Ability to deliver a highly competent team to arrive and work in Zambia, all at the same time, over a period of five 6-day work weeks, conduct the evaluation in a way that comprehensively answers Scope of Work questions, and deliver the required deliverables by COB, March 3, 2000.

Total Points: 20 out of 100

Following receipt of proposals, USAID will review the documents and select a suitable offer. Technical proposals should be sent to:

David Soroko
SO1 Team Leader
USAID/Zambia
351 Independence Avenue
Lusaka, Zambia
Fax: 1- 254532
E-mail: dasoroko@usaid.gov

Cost proposals should be sent to:

Beatrice Lumande
USAID/RCSA
Plot 14818 Lebatlane RD

Gaborone West, Ext 6
Gaborone
Botswana

Fax: 267324486

E-mail: blumande@usaid.gov

End date for receiving both technical and cost proposals is March 3, 2000 at 12.00 noon.

Article 4. Scope of Work

Following is the scope of work for each project.

4.1 CLUSA RURAL GROUP BUSINESS PROGRAM MID TERM EVALUATION

4.1.1 Background

The five year, \$5 million Co-operative League of the USA (CLUSA) Rural Group Business Program (RGBP) began in May 1996. The project, currently working in four districts of Zambia (Mumbwa, Chibombo, Mazabuka and Monze), was aimed at promoting the emergence of democratically self-managed, financially viable group businesses that improve rural family incomes. Using fully costed credit for rural groups, CLUSA brought to Zambia its rural group development experience gained worldwide including West Africa. The Co-operative Agreement with USAID indicated that in five years 210 rural groups with a total membership of 9,450 farmers would have been participating in the program. During the five years of project implementation, cumulative credit of \$5 million would be disbursed to the groups whose membership would be 30% women. Also, at the end of five years, it was expected that 80% of the group businesses would have good managerial skills, access to in-house finance through accumulated profits, and regular and dependable access to inputs and markets.

4.1.2 Evaluation Objective

The primary CLUSA/RGBP evaluation objective is to determine whether USAID investments are achieving their desired impact, why or why not. A second objective is to generate ideas on how the impact of USAID investments in CLUSA/RGBP activities can be improved. A final objectives is to generate ideas on how CLUSA/RGBP experiences can influence ongoing or future USAID and other institution investments in increasing rural incomes, improving food security, and managing natural resources.

4.1.3 Evaluation Questions

1. What are the results identified in the co-operative agreement? Who are the beneficiaries? Have CLUSA/RGBP activities to date made progress in achieving those results? Why or why not? Present your findings with regard to annual results and impact quantitatively and using graphs where appropriate. Has the program

made significant contributions to USAID's "increased rural incomes of selected groups" Strategic Objective in line with the SO's results framework?

2. How is the project implemented? What are the most important components of project implementation? How was the project's location identified? How much project financing is expended in Zambia (actual and percentage figures)? What percentage is expended in Lusaka and what percentage is expended in rural areas where CLUSA works?

3. Is the project demand driven? Do beneficiaries find it relevant to their circumstances? How does the project identify what the beneficiaries want? Is this approach effective in identifying what the beneficiaries want?

4. What are the most important services the project delivers to rural families?
How

were these services identified? How are they delivered? Are they delivered cost effectively? Is their delivery effective in Zambia's rural context? Could other institutions deliver these services if CLUSA did not? Could other institutions deliver CLUSA like services if they so desired? In terms of incentives, finance, personnel resources and other variables what would other institutions need to deliver similar services? Has CLUSA worked with local institutions to foster continuation and sustainability of programs and services when the project ends?

5. Is there significant participation by women in the rural group business program?

Is the program beneficial to women participants? Why? How can more women participate in and benefit from the program?

6. What are the social and economic characteristics and organization of project supported group businesses? What are their relative strengths and weaknesses with regard to business capacity, income and investment management, relations with agribusiness, knowledge and utilization of agricultural technologies, and skill levels to undertake additional welfare enhancing activities? What additional skills may be required to make rural group businesses effective and self-reliant beyond USAID assistance?

7. Is the program well organized to allow for cost effective implementation?
Does it

require any significant structural changes? Does the program offer opportunity for the establishment of sustainable group businesses development service delivery agencies beyond USAID assistance? Should it?

8. What partnerships with other public or private sector agencies has
CLUSA/RGBP

made that enhance project service delivery and impact? What partnerships might CLUSA/RGBP make that would improve service delivery and impact?

9. What has Credit Management Services contributed to CLUSA/RGBP project

implementation? What are the strengths and weaknesses of CLUSA/RGBP's partnership with CMS for credit management?

10. Are there any significant policy constraints to program implementation? Is the program supportive of the stated Zambian government policy of agricultural liberalization and establishment of a private sector led economy? Has government policy influenced the program? How? Has the program influenced government policy? Why or why not?

11. What lessons learned during project implementation could lead to improved CLUSA/RGBP impact? What lessons learned should inform decisions on project time and finance extension or expansion?

12. What lessons learned during project implementation might influence ongoing or future USAID investments in food security, rural incomes or natural resource conservation?

13. What are the advantages and disadvantages, particularly to beneficiaries and USAID, of extending, expanding or cutting short the CLUSA/RGBP Cooperative Agreement?

14. Given the responses to the above questions, how can USAID/Zambia best utilize lessons learned from the implementation of this activity to inform government policy dialogue and future government, donor or private sector investments?

4.1.4 Performance Reports and Previous Project Assessments

As required in the Cooperative Agreement, CLUSA prepares quarterly and annual performance reports that are submitted to USAID/Zambia. Prior to the start of every new activity year, the project staff submits an annual workplan. CLUSA also have a length of project monitoring plan in place.

Two internal assessments of the rural group business program were undertaken in 1999. The first assessment focused on CLUSA/RGBP technology dissemination activities. It was undertaken in May – June and is entitled “Less Hunger, More Money, CLUSA: Making a Difference in Zambia.” The second assessment was an internal CLUSA assessment and was entitled “Internal Assessment of the Zambia Rural Group Business Program (RGBP).” It was undertaken in July – August, 1999. CLUSA/RGBP, CARE/LFSP and ADMADE impact monitoring system were described in a document entitled “A Profile of Community Based Monitoring Systems of Three Rural Development Projects in Zambia” in November, 1998. In addition, the CLUSA program coordinator has made two written presentations, in Nairobi and Washington respectively, of the program. These and other related reports will be made available to the selected contractor at the start of contract implementation.

4.2 CARE LIVINGSTONE FOOD SECURITY PROGRAM MID-TERM EVALUATION

4.2.1 Background

CARE Livingstone Food Security Project (CARE/LFSP) started as the South West Drought Relief program in October 1994, and obtained USAID funding in July 1996 to address fundamental causes of food insecurity in Kalomo, Livingstone, and Kazungula districts of Southern Province. LFSP is a five year \$3.6 million project. Four mutually re-enforcing objectives were established:

- Community and institution capacity building;
- Improved and sustainable farming systems;
- Water harvesting and utilization;
- Increased incomes and income-earning opportunities.

Under Community and Institution Capacity Building CARE/LFSP was to assist 18,000 farmers organized into village management committees within three years. For the development of improved and sustainable farming systems CARE/LFSP would introduce and facilitate distribution of a diverse range of drought tolerant seed to improve productivity and raise participating farmer incomes. CARE/LFSP would also assist rural families by introducing soil moisture conservation and management practices and techniques to increase soil fertilizer and water harvesting. Finally, CARE/LFSP planned on increasing the incomes and income earning opportunities of participating families through expansion of trading and marketing.

4.2.2 Evaluation Objectives

The primary CARE/LFSP evaluation objective is to determine whether USAID investments are achieving their desired impact, why or why not. A second objective is to generate ideas on how the impact of USAID investments in CARE/LFSP activities can be improved. A final objective is to generate ideas on how CARE/LFSP experiences can influence ongoing or future USAID and other institution investments in increasing rural incomes, improving food security or managing natural resources.

4.2.3 Evaluation Questions

1. What are the results identified in the Cooperative Agreement? Who are the beneficiaries? Has CARE/LFSP made progress in achieving those results? Why or why not? Present your findings on an annual and overall basis. Has the program been successful in making significant contributions to USAID/Zambia's SO 1 in line with the results framework?

2. How is the project organized and implemented? What are the most important components of project implementation? How was the project's location identified? How much cooperative agreement financing is expended in Zambia (actual and percentage figures)? What percentage is expended in Lusaka and what percentage is expended in rural areas where CARE/LFSP works?

3. Is the project demand driven? Do beneficiaries find it relevant to their circumstances? How does the project identify what the beneficiaries want? Is this approach effective in identifying what the beneficiaries want? How effectively do the beneficiaries participate in project implementation?
4. What specific services does the project deliver to rural families? How are these services identified? How are they delivered? Are these services delivered cost-effectively? Are the services relevant to rural families? Could other institutions deliver these services if CARE/LFSP did not? In terms of incentives, finance, personnel resources and other variables what would other institutions need to deliver similar services? Has CARE worked with local institutions to foster continuation and sustainability of programs and services when the project ends?
5. What partnerships with public or private sector institutions has the project created to enhance the delivery of services to rural families? What additional partnerships might enhance service delivery?
6. Is there significant participation by women in the project? Is the program beneficial to women participants? Why? How can more women participate in and benefit from the project?
7. What are the social and economic characteristics and organization of project supported village management and area management committees? What are their relative strengths and weaknesses with regard to capacity building, income and investment management, linkages with agribusiness, knowledge and utilization of agricultural technologies, and skill levels to undertake additional welfare enhancing activities? What additional skills may be required to make these institutions more effective and self-reliant especially beyond USAID assistance?
8. Are there any significant policy constraints to program implementation? Is the program supportive of stated Zambian government policy of agricultural liberalization and establishment of a private sector led economy? Has the project been influenced by government policy? Why or why not? Has the project influenced government policy? How?
9. What lessons learned during CARE/LFSP implementation could lead to improved CARE/LFSP impact? What lessons learned should inform decisions on potential extensions to the project time frame? potential increases in project financing? What are the advantages and disadvantages, particularly to beneficiaries and USAID, of extending, expanding or cutting short the CARE/LFSP Cooperative Agreement?
10. What lessons learned from the CARE/LFSP implementation could lead to improved future USAID investments in food security, rural incomes and natural resource conservation?
11. How can USAID/Zambia best utilize the lessons learned to inform Zambian food security, agricultural extension and natural resource management policy dialogue?

4.2.4 Performance Reports and Previous Project Assessment

As required in the Cooperative Agreement, CARE prepares quarterly and annual performance reports that are submitted to USAID/Zambia. Prior to the start of every new activity year, the project staff submits an annual workplan. A monitoring and evaluation plan for the entire cooperative agreement time period is in place.

“End of Phase I Report” was produced in June 1996. A “Marketing Consultancy,” which came out more like a project evaluation, was completed by the Participatory Assessment Group in November, 1997. A “Seed Scheme Assessment: (1994-1998)” was completed by CARE’s Monitoring, Evaluation and Research Unit in November, 1998. A “Marketing Study” for CARE/LSP was carried out in December 1998. A USAID intern wrote “A Review of Monitoring in the Livingstone Food Security Project: Trip Report” in September, 1998. CLUSA/RGBP, CARE/LFSP and ADMADE impact monitoring systems were described in a document entitled “A Profile of Community Based Monitoring Systems of Three Rural Development Projects in Zambia” in November, 1998. CARE/LFSP conducted an internal mid term review titled “Work Ends, Knowledge Endures: Lessons for the Process for Extension, Expansion and Replication” in June – July 1999. The reports will be made available to the selected contractor at the start of contract implementation.

4.3 ADMADE END OF PROJECT EVALUATION, SCOPE OF WORK

4.3.1 Background

With Regional Natural Resources Management Project (RNRMP) financing ADMADE was initiated in August 1989 as a community-based wildlife conservation program in 9 of Zambia’s 34 Game Management Areas (GMAs). A total of \$4.8 million has been invested in the project. It ended on December 31, 1999.

The Project Paper Supplement laid out the following project purposes:

- To increase involvement of local communities and private interests in sustainable management and use of wildlife resources;
- To test the viability and replicability of community based natural resources management and use, and integrate programs into existing NPWS services; and,
- To demonstrate the effectiveness and legitimacy of community capacity building in wildlife management as a profitable and sustainable land use option in GMAs.

Over the years, the program evolved to include various community development activities as well as diversification of income opportunities. In addition to USAID regional and bilateral Missions, institutions involved in the management of the RNRMP/ADMADE program were the Ministry of Tourism (policy direction) the former Department of National Parks and Wildlife Services - NPWS (now the Zambia Wildlife Authority (ZAWA)) and within NPWS the Wildlife Conservation Revolving

Fund (WCRF). The Nayamaluma Institute provided research and training services for Community Based Resource Management.

The Project Paper Supplement identifies program outputs as follows:

- Improvement of Ministry of Tourism policies related to private sector efforts in conservation and tourism;
- Improvements to the operations of the Wildlife Conservation Revolving Fund;
- Assistance to land use planning; and,
- Training in managing wildlife resources.

Between 1989 and 1994 USAID provided NPWS with training, commodities and technical assistance in establishing the ADMADE program. Between July 1994 and December 1995 under a Cooperative Agreement, WWF Inc. provided NPWS with technical assistance in the implementation of the ADMADE program (legislative reform, participatory GMA planning and improvements to information systems). Between July 1996 and July 1998 USAID provided ADMADE financing directly to the National Parks and Wildlife Service through Project Implementation Letters. Between October 1998 and December 1999, under a Cooperative Agreement, WCS provided technical assistance to document and disseminate ADMADE lessons learned and impact.

4.3.2 Evaluation Objectives

The primary RNRMP/ADMADE evaluation objective is to determine whether USAID investments achieved their desired impact, why or why not. A second objective is to generate ideas on how the impact of USAID investments in community wildlife management might have been improved. A final objective is to generate ideas on how RMRMP/ADMADE experiences can influence ongoing or future USAID and other institution investments in natural resources conservation, increasing rural incomes or improving food security

The selected consultant will do a brief synopsis of the findings of evaluation and other documents between 1989 and 1995, and carry out an evaluation of the project's performance with reference to original project objectives and USAID's strategic objectives between 1996 and 1999. This approach is intended to make the evaluation more manageable and less reliant on interviewee recall for the years before 1996.

4.3.3 Evaluation Questions

1. What are the results identified in the project paper supplement and the WCS cooperative agreement? Who are the beneficiaries? Were program goals, objectives, outputs and beneficiaries clearly identified and understood by the implementing agencies? Have ADMADE activities achieved those results? Why or why not?
2. Summarize the major findings of the various evaluations carried over the life of the RNRMP/ADMADE project? What did the evaluations say about ADMADE's ability to mobilize community contributions to wildlife management? What did they say

about ADMADE's ability to influence national policy? about ADMADE's ability to deliver tangible economic or social benefits to rural communities? about ADMADE's ability to conserve wildlife and discourage illegal hunting? What did previous evaluations say about the role of the Nyamaluma Training and Research Center in ADMADE implementation?

3. How did the program management and institutional arrangements evolve over its life span? Did this evolution have any positive or negative impact on the achievement of RNRMP and ADMADE objectives? Focus this discussion on USAID and GRZ project management and institutional arrangements as well as institutional arrangements in the project areas.

4. Beginning the analysis in 1996, how was the project organized and implemented? Was implementation effective? Did implementation focus resources on the most important wildlife conservation and community development problems and opportunities? What was the role of the Wildlife Conservation Revolving Fund in ADMADE implementation? What was the role of the Nyamaluma Training and Research Center?

5. Describe ADMADE relationships with the Ministry of Tourism, other public institutions nationally and in the project area (relevant to project objectives), local or "traditional" institutions (such as Chiefs and village headmen), private sector operators and Game Management Area communities. Did these relationships contribute to achievement of project or cooperative agreement objectives? Why or why not? How effectively has the project collaborated with private interests in tourism (GMA communities, tour operators, professional hunters, lodge or safari camp owners)? Has ADMADE worked with local institutions to foster continuation and sustainability of programs and services after the project ends? Has this been successful in developing the capacity for local institutions to provide ADMADE services now that USAID financing has ended?

6. Describe the nature and organization of community based institutions supported by the project. How participatory are these institutions in terms of wildlife management and investment decision making? Was there significant participation by women in the program? Was the program beneficial to women? Why? How can more women participate in and benefit in community wildlife management? What are the relative strengths and weaknesses of women and men with regard to wildlife management, revenue sharing and revenue reinvestment, and linkages with tour operators and professional hunters?

7. What is the overall program impact on wildlife populations, household incomes, rural family quality of life, community capacity building, and land use planning? Please quantify and present graphically, on an aggregated and per capita basis, investments in Game Management Areas (emanating from safari hunting, donors, private investors, USAID, etc.) attributable to ADMADE and wildlife conservation.

8. What income earning opportunities have community groups pursued? What specific aspects of those activities make them attractive? What potential income earning activities were not pursued by communities? Why not?
9. What has been the progress against each of the four program objectives? What factors influenced results achievement? For which program objectives has progress been more difficult? Why? What have been the major constraints to the achievement of the program objectives and outputs? What have been the major factors contributing to achievements?
10. What government policies or orientations have facilitated or hindered the achievement of the program objectives? Has RNRMP/ADMADE influenced national natural resources management policy? Why or why not? Has this influence been important?
11. With regard to recent ADMADE food security initiatives, are there lessons GMA communities can beneficially learn from CARE and CLUSA in the areas of seed multiplication and distribution, income generation, business skills training, linkages with agribusiness? Are CARE and CLUSA like activities appropriate for natural resource conservation in GMAs? Do CARE and CLUSA offer approaches relevant to Community Resource Board needs?
12. Has the program been successful in making significant contributions to USAID/Zambia's SO 1 in line with the results framework?
13. What lessons learned from RNRMP/ADMADE implementation and evaluation are important for future USAID investments in food security, rural incomes and natural resource conservation? What lessons learned can inform future donor, GRZ and private sector investments in community wildlife management?

4.3.4 Performance Reports and Previous Project Assessments

Important and relevant reports include “The Reorganization and Restructuring of the Department of National Parks and Wildlife Services (1992), “Report on Financial Management of the Wildlife Conservation Revolving Fund” (1993), “NRMP – Zambia Component of the Southern Africa Regional Project, A Success in the Making” (1995) (which resulted in a Project Paper Supplement), “A Report to USAID and Ministry of Tourism’s Department of National Parks and Wildlife Services on a Suitable Community Based Wildlife Management Mechanism” (1995), “Report of the WCRF Financial Management Capacity” (1998), “An Evaluation of the ADMADE Program: With Special Reference to the Strengthening Phase” (1998), “Final Report: Assessment of Community Based Natural Resource Management in Southern Africa (August 1998), “A Profile of Community Based Monitoring Systems of Three Rural Development Projects in Zambia” (November, 1998). Between October 1998 and December 1999, several special studies papers were produced to document the ADMADE process and results. The selected consultant will have access to these reports.

Article 5. Level of Effort, Team Composition and Timing, Logistical Support

It is anticipated that the three person consultancy will be for 5 work weeks in April – May 2000, with an additional and concurrent one person, two work week effort by an evaluation packaging/desktop publishing expert at the end of the consultancy.

USAID/Zambia will use a fixed fee performance based contract as an instrument for conducting this evaluation. Accordingly, although USAID/Zambia suggests that the team be composed of an agricultural/agribusiness, food security/community organization, natural resources/wildlife conservation specialists, with local participation for additional Zambian specific expertise, and a two work week contribution by an evaluation packaging/desktop publishing expert, it is incumbent upon the contractor to determine the number of persons as well as their expertise for USAID/Zambia's consideration. It is essential that at least one of the core team members has proven USAID project evaluation experience. With regard to Zambian experts included in the team, contractors need to take due regard of prevailing USAID local employment compensation levels.

5.1 Duty Post: The contractor shall perform all the work under this activity in Zambia.

5.2 Logistical Support: The contractor is responsible for providing in-country transportation and secretarial support while in Lusaka. The consultant will also make own field trip travel arrangements. USAID/Zambia or local partners may be consulted on logistics of sourcing field transport. **It must be noted that USAID/Zambia will not be able to provide any office space for this consultancy.**

5.3 Work Week: A 6-day workweek is authorized.

Article 6. Reporting Requirements / Deliverables

6.1 Commencement

During the first week of the team's presence in Zambia, the consultant's will meet with the SO1 team leader and his staff to answer questions, clarify tasks, obtain relevant contacts, obtain documents and establish an implementation plan

6.2 Draft Report

After twenty (20) working days of contract implementation, the team will submit a draft summary report to USAID (5 copies of each project). The draft report will summarize major findings and recommendations. Three working days after this submission, the team will make a presentation to USAID, the government of Zambia and other select partners. The presentations will briefly describe the methodology and summarize the preliminary findings, conclusions and recommendations of the evaluations. The team will take note of the oral questions and comments from meeting participants. The team will then have 7 working days to finalize the report.

6.3 Final Report

After thirty (30) working days of contract implementation, the consultant shall deliver the final report to USAID. The final report shall address all comments from the review meeting in 6.2 above. Ten (10) hard copies of the evaluation report of each program and an electronic copy in Word 97 must be submitted.

The final project evaluation reports shall be concisely written and include an Attractive Cover Page, Table of Contents, Executive Summary, List of Acronyms, the Main Report in compliance with the Scope of Work, a Statement of Conclusions and a Statement of Recommendations. The body of each of the reports must describe the relevant country context in which the project was developed and carried out, and provide the information on which conclusions and recommendations are based. The reports must present quantitative evidence of project impact whenever possible using graphs and tables. Sidebars of success stories are also requested, where appropriate. The reports must include attractive photographs of project activities either taken by evaluation team staff or obtained from USAID/Zambia. The final report must be as user friendly as possible. Depending on the findings, the reports may provide the basis for substantial future dialogue with private and public sector investors.

The three final evaluation reports will also have annexes that include current status project inputs and outputs if these are not readily indicated in the body of the report. Other required annexes to the reports are: technical and management issues raised during assessment requiring elaboration, the project evaluation scope of work, a description of the methodology used in assessment, bibliography of documents reviewed and a list of agencies contacted, individuals interviewed and other relevant information.

In addition to the three final project evaluation reports, ten (10) copies of a stand-alone report synthesizing CLUSA, CARE, and RNRMP/ADMADE lessons learned that have applicability to food security, rural income and community natural resource conservation is also required. This report will include an appropriate introduction describing the document's contents, a main body laying out lessons learned from the three project interventions that have relevance to ongoing or future food security, rural income or natural resource conservation activities, and a concluding chapter containing recommendations on how lessons learned can be disseminated to beneficially influence future investments. Again, the attractiveness and user friendliness of this report is key.

Article 7. Relationships and Responsibilities

The Contractor shall perform the tasks described above under the general guidance of David Soroko, SO1 Team Leader. The consultancy team will work closely with USAID activity managers involved with the individual projects.