

## **Rapid Interim Evaluation**

Mama Misitu  
Communications and Advocacy

Pilot Implementation Phase

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## GLOSSARY

CBO	Community-based Organisation
CSO	Civil Society Organisation
CBFM	Community-Based Forest Management
FBD	Forest and Beekeeping Division
FLEG	Forest Law Enforcement and Governance
IFM	Independent Forest Monitoring
JFM	Joint Forest Management
MCP	Mpingo Conservation Project
MJUMITA	<i>Mtandao wa Jamii wa Usimamizi wa Misitu Tanzania</i> (The Community Forest Management Network of Tanzania)
NGO	Non Governmental Organisation
PFM	Participatory Forest Management
PIU	Project Implementation Unit
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
REDD	Reducing Emissions from Deforestation and Degradation
TAC	Technical Advisory Committee
TASAF	Tanzania Social Action Fund
TFCG	Tanzania Forest Conservation Group
TFWG	Tanzania Forestry Working Group
TNRF	Tanzania Natural Resource Forum
TRAFFIC	The wildlife trade monitoring network
WWF-UK	The World Wide Fund for Nature (United Kingdom Office)

# 1 INTRODUCTION

'*Mama Mimitu*' is a communications and advocacy campaign to increase awareness about improving governance and forest management in order to stop the loss of Tanzania's forest resources together with the economic opportunities they provide for the nation. The initiative was developed by the Tanzania Forestry Working Group in response to a well received landmark report on '*Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania*', released in July 2007. Mama Mimitu was launched in April 2008 and is currently being implemented as a one year pilot. The pilot period is viewed as a necessary preliminary step to developing a main implementation phase. This report sets out a rapid interim assessment of the progress of Mama Mimitu thus far, which is part of a larger assessment and planning process. Specifically the objectives of this report are to:

1. Document the lessons learnt with regard to the impacts and processes of the campaign;
2. Examine governance /management issues and partner collaboration ;
3. Make recommendations for revising the project document reflecting the lessons learnt for in order to develop a full implementation phase for Mama Mimitu;

The report sets out the background and circumstances that led to the development of the 'Mama Mimitu' campaign, briefly examining how the initiative was developed and designed. The report then examines the performance of 'Mama Mimitu' to date, and makes recommendations for the next steps required for improving and taking the initiative forward into a main implementation phase.

## 2 THE DEVELOPMENT OF MAMA MISITU

### 2.1 The call for an advocacy and awareness raising campaign

In July 2007, a report *'Forestry, Governance and National Development: Lessons Learned from a Logging Boom in Southern Tanzania'*<sup>1</sup>, was launched by the Minister of State President's Office (Good Governance), in Dodoma.

The report documents the impact of illegal timber harvesting on the *miombo* and coastal forests of southern Tanzania<sup>2</sup>. The intensity of harvesting – driven, amongst other things, by improved access and rising international demand – had led to large scale degradation of timber-rich forests. These forests are an ecologically and economically significant resource base that, if sustainably utilised by a well governed forestry sector, could significantly contribute to national development targets. In 2005 up to 96 per cent of collectable revenue was being lost, as a result of poor forest governance and weak law enforcement.

Among other important issues, the report describes the degradation of the timber resource-base, the nature of the timber exploitation commodity chains, the mismatch of resources in support of better forest governance and law enforcement, the level of corruption and major losses of revenue for local and central government, and the poor development of accountable, value-adding, forest industries. These inter-related challenges have created a major set-back for the sustainable rural development of local people in forest-rich districts, and the continued loss of the nation's natural resource.

However, the report makes it clear that **the current status quo can be effectively addressed** as much of the necessary and appropriate legal and institutional framework has already been put in place. The challenge lies in strategically investing in the requisite financial and human resources required for improving forest governance and law enforcement, and challenging the underlying culture of impunity that pervades the natural resource sector.

The report set out a comprehensive set of recommendations and required actions, recognising that achieving good forest governance should be the responsibility of everyone working together – ordinary citizens, local and central government, CBOs, NGOs, the private sector and international development partners.

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<sup>1</sup> Hereinafter referred to as the 'TRAFFIC Report'

<sup>2</sup> The field research for the report was carried out by TRAFFIC during 2005 and 2006 under the authorisation of the Ministry of Natural Resources and Tourism and with support from the Tanzania Development Partners Group.

**Box 1: Governance shortfalls threatening national development**

*Good forest sector governance can ensure broad-based, equitable and sustainable benefits in line with national and local development goals, without compromising forest integrity. Unfortunately, in Tanzania, a complex interplay of social, economic and political factors has hampered this achievement in recent years.*

*Forests and woodlands cover around 40% of the total land area of Tanzania, yet support the livelihoods of 87% of the poor population who live in rural areas.*

*In economic terms, in recent years Tanzania has lost massive potential revenues to wasteful harvesting and processing, non-collection of royalties and under-valuation of forest products.*

*In recent years local harvesters have been receiving only 100<sup>th</sup> of the export value of hardwood timber, despite the lack of value-addition activities happening prior to export.*

*In 2004-5, nationwide losses of revenue to the Forestry and Beekeeping Division amounted to up to USD 58 million annually, due to the under-collection of natural forest product royalties in the districts.*

*Revenue was also lost at the export stages. In the recent past China imported ten times more timber products from Tanzania than appeared on Tanzania's own export records. This suggests that Tanzania was collecting only 10% of the revenue due from these exports.*

*A historical lack of sustainability has been documented based on official forest inventories: if harvest rates as experienced in 2003 and 2004 were continue, all harvestable high value hardwood timber in Kilwa and Rufiji districts would be commercially extinct within 20 years.*

*Legal compliance continues to be frequently undermined at a number of stages along the commodity and transport chain. Logging still occurs without the necessary documentation; in unauthorised areas; stamped using forged hammers; in the absence of transport permits; transported nocturnally and; exported with invalid documentation.*

## **2.2 The design and development of Mama Misitu**

### **2.2.1 The initial design concept**

As the TRAFFIC Report was being launched in July 2007, the Tanzania Forestry Working Group decided that it should respond to the report's findings and recommendations through developing a targeted advocacy and awareness raising campaign. It was envisaged that a campaign would increase the likelihood of the Report's recommendations being addressed. Of the 18 actions identified as being of high priority in the report, eight were identified as being directly addressable by an awareness-raising campaign.

The proposed advocacy and awareness-raising campaign would promote much better awareness, with key forest stakeholders, and the general public, of the ecological and economic significance of fundamental forest governance and management issues. Not least, people would be encouraged to address the challenges that contribute to the continued haemorrhage of the nation's indigenous timber resources and the loss of large amounts of Tanzania's natural wealth.

The Campaign's activities would be designed to complement other initiatives underway – such as Independent Forest Monitoring.

*Campaign objectives and issue groups*

The TFWG, facilitated by TNRF, developed an advocacy and communications campaign proposal that would be usefully and effectively address key governance and forest management issues. The objectives of the campaign were identified as:

1. Forest-adjacent communities become aware of the economic value of forest resources and begin to demand and receive benefits arising from sustainable forest management.
2. Key forest governance issues are recognised and addressed through increased stakeholder awareness and the adoption of appropriate stakeholder actions focused on stopping the illegal timber trade and promoting best practices in forest management.

Six 'Issue Groups' were identified by the TFWG through a careful analysis and debate of the recommendations and action points raised by the TRAFFIC Report. The issue groups are as follows:

1. Increasing stakeholder awareness about the economic value of forests and the need for improved forest governance;
2. Challenging corruption and encouraging improvement of moral values;
3. Improving stakeholder understanding of forest harvest compliance supported by increased availability of information;
4. Increasing local awareness about law compliance and improved prosecution of forest crime;
5. Emphasizing the need to strengthen PFM and improve the speed of its roll-out;
6. Improving stakeholder awareness about the need to increase timber export standards.

The issue groups were then used to phrase the Campaign's outcomes and these are provided together with their indicators and means of verification in the Annexes.

The Campaign's issue groups were developed upon the following criteria:

1. Target Audience – profiles of the target audience;
2. Message(s) – creating the most effective messaging for each target audience;
3. Media Type and Activities – using the appealing way of communicating messages;
4. Measurable Outcomes – identifying realistic and demand-driven outcomes and;
5. Indicators – understanding how best to measure these outcomes.

The campaign was designed to use the most appropriate media for each target audience. Each set of 'Media Type and Activities' was been designed to include fail-safe mechanisms, i.e. each communications message was to be projected in more than one way. For example, if an organisation missed a seminar, they would still receive the key messages through another means, perhaps via radio or printed media.

### *Communications strategy*

The TFWG consulted other civil society organisations, such as Haki Elimu, realising that they had already developed a substantial amount of experience in communications and campaign development and management. In incorporating these experiences into the campaign's design, the TFWG saw the need to move away from relying on broad-brush high profile communications approaches (such as bill boards) towards targeted and participatory messaging. It was considered that this would be a more effective approach for achieving lasting outcomes and change. However, some higher profile communications components for use at national level were retained through the use of TV and Radio, such as TV adverts and radio dramas.

A key challenge was to develop a communications campaign that could effectively operate simultaneously at **national** and **local** (district - village) levels, linking and addressing all six issues together. It was realised that national level communications – such as radio, TV and print media – alone would not be sufficient for effective awareness raising and achieving the desired changes in people's knowledge, attitudes and practices. Instead these 'national level' communication forms needed to be supplemented by targeted activities at District and Village level. The campaign should work closely with rural people who depended on forest resources for their livelihoods and who frequently encountered governance and forest management issues in their daily lives. This was to be the 'human touch' considered essential for reaching out and engaging the support and voice of rural people across the coastal regions of Tanzania.

### *Campaign identity*

A campaign identity was developed through the creation of 'Mama Mimitu', the bearer and protector of life, and a reminder to people of their inter-generational responsibilities. The campaign motto, "*Tumerithi tuwarithishe* (we inherit so that we bestow)" was developed, to appeal to deep cultural and social values about inheritance and inter-generational relations. An additional aim was to create a distinct brand to facilitate easy recognition and communication of forest governance issues. Overall it was considered that a brand identity such as 'Mama Mimitu' would have the greatest cultural and symbolic resonance for a wide cross-section of Tanzanians. Lastly, as an extrovert, erudite and outspoken character, she would have plenty of potential for story line development for 'edu-entertainment'.

### *Implementation approach*

From the outset it was realised that the campaign needed to be a collaborative initiative. The TFWG is a collaborative and highly collegial group of professionals. It was considered that Mama Mimitu could serve not only as a means for addressing key governance and forest management issues, but also as a means for building capacity of TFWG's members. A key design aspect of the campaign was that it needed to be **participatory**, **replicable** and **scalable**, so that the campaign could be implemented by any number of partners at local level across the country. In this regard, a 'District Cycle' methodology was developed as a guideline for implementing field partners to adaptively follow at local level.

It became clear that the campaign needed to work with and invest in **community-based forest management (CBFM) associations** at local level, to achieve the envisaged long-term and lasting changes in people's knowledge, attitudes and practices. These community associations are members of

MJUMITA, their national level network. It was therefore envisaged that the Mama Mimitu campaign would help build the capacity of these networks at local level through Mama Mimitu partners working on the ground. Additionally, the TFWG was approached by MJUMITA with the request that it help fundraise additional funds to enable MJUMITA's continued institutional strengthening and development.

#### *Implementation coverage*

Initially 6 regions were initially targeted for coverage by the campaign at local level over a two year period (please see the Map):

1. Tanga
2. Coast
3. Morogoro
4. Lindi
5. Ruvuma and
6. Mtwara.

Up to 30 Districts were to be chosen in these regions, with greatest focus being placed on particular districts and villages most associated with illegal logging or at greatest risk from it in the future. It was envisaged that the campaign would gradually expand to cover the targeted districts over the two year period.

#### *Monitoring and Evaluation*

Monitoring and Evaluation would be undertaken to gauge the success of the campaign. Three monitoring and evaluation components were built into the campaign:

1. **Communications coverage:** Monitoring the campaign to assess how well its messages were being communicated in terms of their coverage in national media.
2. **People's awareness, attitudes and behaviour:** Carrying out a Knowledge, Attitudes and Practices (KAP) survey to be conducted during the early stages of the 'Mama Mimitu' campaign. This survey would be repeated towards the end of the campaign for comparative purposes.
3. **Forest exploitation trends:** It was planned that the fully trained TRAFFIC field team would be kept active. Collecting data from their field locations, they would provide continuing monitoring data collection throughout the campaign implementation period.

Monitoring and evaluation were to include assessments of;

- policy change;
- reporting levels of forest crimes;
- number of PFM agreements;
- successful prosecutions for forest crimes; and
- a comparative analysis of timber trade in up to two districts where campaign activities are not implemented.

**Map: Mama Mitsu regional coverage and pilot districts**



**2.2.2 Piloting Mama Mitsu**

*Campaign development and implementation timeline*

The development of the Mama Mitsu initiative was begun in April 2007 with the support of a local grant from GTZ to enable TFWG carry out a participatory project planning process. Following the completion of the project proposal and the launch of the TRAFFIC Report in July 2007, TNRF worked to identify new funding partners on behalf of the TFWG. By December 2007, TNRF had secured ‘in-principle’ agreement from the Ministry of Foreign Affairs for Finland (MFAF) for a three month launch phase followed by a one year pilot phase. The pilot phase would allow time to test and improve the methodology adopted by the project, and to further develop collaborative project management skills and experience within

the TFWG. The period would also allow MFAF to evaluate Mama Misitu’s performance and their continued support to the campaign.

In February 2008, a Campaign and Communications Manager was recruited and the Mama Misitu campaign was launched on 10<sup>th</sup> April 2007 by Dr Wangari Maathai in partnership with FEMINA HIP. Thereafter there was a three month interim period in which funding modalities were finalised with the MFAF before the pilot phase could begin. WWF-UK provided some interim funding support, before the main MFAF funding began in July 2008. During the interim period, the Mama Misitu team was recruited in time for the beginning of the campaign.

The pilot phase began with the development of the national level campaign – and field activities in two pilot districts – **Kilwa** and **Rufiji** – selected by the campaign steering committee – with four pilot implementing partners – Tanzania Forest Conservation Group (Rufiji), WWF-Tanzania (Rufiji), Mpingo Conservation Project (Kilwa) and MJUMITA (Kilwa and Rufiji).

<b>Box: Time Frame</b>	
Apr 2007– Jul 2007	– Development of a Mama Misitu Campaign Proposal
Jul 2007	– Launch of TRAFFIC Report on Illegal Logging
Aug 2007 – Dec 2007	– Fundraising
Feb 2008 – Apr 2008	– Mama Misitu preparation and launch with Dr Wangari Maathai
Apr 2008 – Jun 2008	– Interim fundraising and Mama Misitu team recruitment
Jul 2008 – Jun 2009	– Pilot phase
Jul 2009 – Jun 2014	– Main implementation phase?

### **3 AN INTERIM EVALUATION OF THE CAMPAIGN**

The Mama Misitu Project pilot phase is now scheduled to end in October 2009, following the agreement of a no-cost extension. The Mama Misitu Technical Advisory Committee (see Section 3.3.4) therefore decided that it was important that an interim evaluation of the campaign be carried out to assess the performance of the campaign and to document the lessons learnt during the pilot period. A constraint is that the campaign at the time of the evaluation was only nine months old, and unfortunately it had experienced a three month delay in the last funding disbursement. Nevertheless, it was considered important that the interim evaluation be carried out as a basis for developing the main implementation phase, and ensuring as far as possible the project's continuity between phases.

#### **3.1 Scope of the evaluation**

The evaluation's scope was to carry out a rapid assessment of the performance of Mama Misitu to date, assessing the strengths and weaknesses of the campaign, and making recommendations for taking the campaign forward into a full implementation phase.

The evaluation was carried out semi-independently by a consultant who had previously worked for TNRF and had been closely involved in the development of Mama Misitu. The rationale for hiring the consultant with a previous association with Mama Misitu was that the consultant would be able to quickly evaluate and make insightful recommendations for the campaign, given his prior knowledge and experience. The consultant's Terms of Reference is located in the annex.

A three day visit to Kilwa and Rufiji Districts was undertaken to visit and interview district council staff, village officials and MJUMITA network members. In addition, interviews were carried out with TFWG members and Mama Misitu implementing partners – both in Dar es Salaam and the field. The consultant also interviewed the Mama Misitu team at length. Finally the consultant met with members of the Forest and Beekeeping Division including the acting Director.

This evaluation specifically focuses on the implementation of the pilot phase of the Mama Misitu Campaign from July 2008 until April 2009.

#### **3.2 Overall campaign progress**

The Mama Misitu campaign is clearly an ambitious and innovative project: The project is ambitious in that it aims to transform the knowledge, attitudes and practices of targeted stakeholders in relation to improving the governance and management of forests in Tanzania's coastal regions. In this regard the project directly complements and is complemented by other on-going initiatives, such as participatory forest management, independent forest monitoring and institutional reform and strengthening within the forest sector. The project is innovative in that it works collaboratively with existing institutions (civil society, government and private sector) in its pilot districts and at national level in supporting and building their capacity and effectiveness in communications and advocacy issues.

In real terms, the Mama Misitu campaign has only just started. Much of the pilot project period thus far has been taken up with establishing the campaign PIU and its management, working on developing

campaign materials, and building working relations with implementing and other partners. The campaign has only just begun to be implemented at national and local level, despite the fact that many communications outputs remain under development or not yet begun (see the Annexes). Thus while some progress has been made on project implementation processes and project outputs, it is unrealistic to expect much, if any, progress to have been achieved on the project's outcomes at this juncture.

The degree of progress also needs to be seen in the light of a newly formed PIU having to assimilate a relatively large amount of information on governance and forest management, and having to work within an unconventional institutional context of a collaborative and group-managed project. Developing and implementing a campaign of this nature is not easy – and overall ***the project has made relatively good, but perhaps a little slow, progress in terms of its implementation thus far*** in that it has:

- ***Established a sound footing and strong relations with its partners*** at all levels;
- Appears to have been ***ubiquitously well received*** and appreciated, with ***repeated instances at all levels of people wanting and expecting more from Mama Misitu – i.e. there is substantial demand***;
- Become ***reasonably well understood*** by those that have been directly involved and targeted thus far that the campaign is about stopping illegal and unsustainable forest use, and improving the flow of benefits to the nation and communities at large;
- Elicited ***strong support from key senior officers of the Forest and Beekeeping Division***, and has built constructive and responsive working relations with them;
- ***Developed a good basis upon which to build its inertia and effectiveness*** – although much needs to be done if the campaign is to realise its objectives and outcomes.

***It is clear that the Mama Misitu communications and advocacy campaign has the potential to deliver significant incremental improvements to governance and forest management in the coastal regions of Tanzania, if it is properly resourced, if it is adaptively managed and if it is given an appropriate period of time to achieve its objectives.***

The campaign has already begun to very usefully fill a role in forest law enforcement, governance and management in terms of:

- Vertical communications and networking – improving the two way flow of information between local and national levels;
- Horizontal communications and networking – improving information sharing at local, district and national levels.

The pilot phase has provided a useful opportunity for key lessons to be drawn in relation to the nature and extent of the impacts that a campaign like Mama Misitu can have on improving governance and forest management – at both national and local levels. The nature of communications facilitated by Mama Misitu has the potential to encompass and substantially improve awareness, information sharing and networking on:

- law enforcement,
- best practices in forest management and harvesting,
- addressing bureaucratic delays in forest management processes (e.g. in CBFM and JFM) and;
- improving governance (e.g. accountability of local district staff, councillors, village government and FBD officers).

### 3.3 Campaign progress in greater detail

The following section lays out in greater detail the progress and lessons emerging from the pilot phase which need to be built on in relation to the development of the full implementation phase. The level of progress made in generating each of the project's outputs is provided in the annexes.

#### 3.3.1 Implementation progress - national level

Progress at national level has varied - there has been good progress with some components of the campaign, while other components have been delayed largely due to the collaborative nature of the project and an overstretched and initially overwhelmed PIU:

- **Branding** – the Mama Mitsu branding and motto appear to have been received well and are very popular among people who have seen or heard of the campaign, although this observation is somewhat anecdotal. Confusion is sometimes caused by the placement of the campaign name and motto in the logo – but this is easily correctable. The Mama Mitsu character stands to be a success if she is developed further in the campaign's audio-visual media.
- **Campaign merchandise** – in the form of t-shirts, polo shirts and caps – has been extremely popular and well-liked. While relatively expensive, the merchandise appears to have greatly strengthened the awareness and identity of the Mama Mitsu campaign – particularly at village-level.
- **Campaign print materials** – production of the campaign's printed materials – such as the law compliance pack and harvesting guidelines – has been slow and is significantly behind schedule. The PIU has struggled to follow up effectively enough with the reviewers to ensure that the corrected and approved proofs are returned in a timely manner. As a result, very little printed material has been disseminated at local level.
- **Journalism** – although a field familiarization trip for 15 journalists was arranged and successfully carried out, overall the response of the participating journalists and their outputs was disappointing. Only four pieces were written, and these by a single journalist.
- **Visual media** – two types of visual media were to be produced – TV spots and a film on participatory forest management success stories. The TV spots proved to be a great success eliciting some 50 phone calls a day reporting law infringement issues in direct response to the TV spots when they were broadcasted. The information was passed on to senior FBD staff, and led to law enforcement efforts on the ground. However, although reasonably well documented, the response by the general republic took the PIU by surprise and thus appropriate protocols and arrangements to receive and handle calls (including call information, scripting, and response logging and follow-up) were not put in place. The film was still under development as the evaluation was being carried out. However film shows had been carried out in partnership with the FBD's Zonal Extension Unit in sixteen villages, and despite the limited amount of material - for example, on forest governance, PFM, REDD and IFM - are very popular.

- **Radio** – a drama on forest crime was written, produced and aired in eight episodes. Because the drama did not include opportunities for feedback, and there was no monitoring mechanism in place (such as a listening survey) it is difficult to gauge how well received or what impact the radio plays might have had. This demonstrates the need for ensuring that all communications include opportunities for feedback from audiences – and indeed there is a strong case that two way communications should be standard practice..
- **Judiciary, police, ministries and private sector** - partly as a result of the delay in the development of written materials, but also indicative of the relative overstretch of the PIU, these stakeholders have yet to be directly engaged. It is probably better that the PIU have not engaged with these stakeholders at all, rather than attempt and perform poorly at doing so. It is therefore not possible to assess the project’s intended activities in this regard.

### 3.3.2 Implementation progress - district level

Field implementation had begun relatively well in the targeted villages and in terms of its progress shows substantial promise, although much remains to be accomplished. Because implementation is carried out through partners, there has had to be a process in which partners and the PIU learn how to work together, clarifying their respective roles and responsibilities (see Section 3.3.3). An unforeseen issue - which is more a weakness of the project’s design than reflective of the PIU - is that there has been a knock-on delay for the implementing partners in terms of the receipt and disbursement of funds, and also in the production of key outputs for use in the field. Thus the project timeline has slipped considerably, as field partners have not been able to implement in a timely manner as they have had to wait for funds and outputs from the PIU, itself constrained by third parties. Overtime, and with more realistic and efficient project management, this will improve.

The field implementation component has focused much more on process than on outputs thus far, in bringing people on board with the objectives of the campaign, and providing them with opportunities to participate. Activities at field level had begun but remained in early stages.

A key concept has been the implementation of a **District Cycle** concept. The concept was developed as a generic guide for field partners to adaptively follow, depending on the extent and nature of their relations and activities with district councils, villages, and villagers. Thus while the District Cycle may be extensively adapted in each District by each implementing partner, nevertheless, it is an important concept as it enables Mama Misitu to be scalable, while providing implementation guidelines for each partner which can be monitored for quality assurance. Thus far the cycle had been adopted loosely, as the implementing partners as they have well established programs and relations with the districts and the villages in which they operate.

As a pilot in its early stages, the campaign has understandably achieved limited coverage in the two target districts relative to the large number of villages it could potentially cover. Thus far field activities implemented through field partners have included:

- Inception and introduction of the campaign with each district (Kilwa and Rufiji);
- Carrying out four workshops at district level to increase the understanding of district staff and partners at local level about the objectives and modalities of Mama Misitu;

- The implementation of a Knowledge Attitudes and Practices study in 15 villages across the two districts and in one village in Morogoro District as a control;
- Introductory meetings with **XX** village governments;
- Distribution and dissemination of Mama Misitu promotional materials and merchandise
- A schools competition in Kilwa District;
- A world environment day awareness raising event in Rufiji District;
- Drama group road show visiting villages;
- Interactive video shows in 16 villages with the Zonal Extension Unit;
- Coordinating and planning meetings with partners

Generally, it appears there has been a positive reaction to the campaign at local level, with some expressing enthusiastic support. It was clear that there was strong demand for the campaign from a variety of perspectives<sup>3</sup> as follows:

- **District Executive Directors** – the District Executive Director of Rufiji was extremely supportive of the campaign. She noted that although the campaign had barely begun, it had made a good start. From her perspective, getting the message out to the villagers as a means for raising awareness and reporting illegal forest use was very important. This was particularly the case as Village Environmental Committees were still quite weak and needed support. She viewed Mama Misitu as being strongly complementary for the development of Participatory Forest Management in the District and even wished that it was extended to other natural resources such as elephant conflict and poaching issues. Perhaps the most interesting comment of all was that she viewed Mama Misitu as a means for improving the accountability and performance of district staff in forest law enforcement, governance and management, and that Mama Misitu should provide opportunities for them to participate more.
- **District Natural Resource Staff** – appeared to be supportive but less openly enthusiastic about Mama Misitu<sup>4</sup>. In Kilwa it was clear that the District Natural Resource Staff (DNRS) were significantly resource-constrained, frustrated and their morale was low. The DNRS in Kilwa were looking in one way or another for Mama Misitu to provide some support to them. They claimed that the council did not view illegal logging as a priority issue, this despite the fact that district stood to gain significantly from forest revenues. This issue is further discussed in Section 3.3.3.
- **Community Associations (MJUMITA)**<sup>5</sup> – were all supportive of Mama Misitu, but their understanding varied considerably. Members of one association were quite clear about what Mama Misitu aimed to achieve and were enthusiastic. Members of another association were less clear about what Mama Misitu could do for them. Those who understood the campaign

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<sup>3</sup> Due to time and logistical constraints (rain and bad roads), the number of people interviewed was relatively limited. However, the information does give a broad picture of the impact and lessons emerging from the campaign thus far.

<sup>4</sup> In Kilwa, District Natural Resource Office has suffered a significant setback with the loss of funding from the closure of the Norwegian Natural Resource Management Programme. It has also had to contend with a very limited budget allocated to it, and it has not received the expected PFM funds from the PMO-RALG this year (following queries over the previous years' expenditure).

<sup>5</sup> Unfortunately, it was not possible to meet with any Village Environmental Committees during the field short visit.

expressed the importance of regular events and engagement at local level for developing and maintaining the momentum and effectiveness of the campaign. It was clear that people were disenchanted with the fact that all too often initiatives in the past had come and gone, ending before their objectives and tangible outcomes had been achieved. Members of both associations expressed dissatisfaction with the rate that participatory forest management was being rolled out, pointing to bottle necks at district level. There was a sense that PFM was also being 'done' to them, rather than them owning and moving the process forward. In addition members were struggling to move the PFM process forward at village level, as it seemed that they lacked sufficient information and advice. There was a clear distrust and a perception of a lack of accountability towards district and central government (FBD) staff, particularly over forest law enforcement and governance. It was intimated that tip-off information was being allegedly leaked via the district to illegal harvesters and transporters resident (as compared to others) in the district enabling them to move to other areas, avoiding arrest and the seizure of their contraband. Members of the associations pointed to a lack of knowledge and awareness within village environmental committees as being a challenge. Lastly they suggested that Mama Misitu needed to be able to reach the sub-village level in order to be effective.

Although the campaign is in its early stages, an area of concern is the relative lack of progress achieved in enabling the MJUMITA Associations in the target districts to carry out their own activities at village level. MJUMITA Associations were encouraged to identify, plan and budget activities in their areas that they could implement as part of the Mama Misitu campaign, but there has been no further progress in this regard. This reflects the relative lack of capacity at Association level within MJUMITA, despite their enthusiasm and goodwill. MJUMITA – as the Community-based Forest Management Network – is a critical partner for Mama Misitu, but it is clear that without express support for capacity building through good facilitation, these associations will struggle to benefit from Mama Misitu, and in turn Mama Misitu will not be nearly as effective or achieve the outcomes it should.

### **3.3.3 Partner collaboration/coordination**

An important aspect of the campaign is that it has developed and has been designed as a highly collaborative initiative. The campaign depends on the participation of a wide variety of partners in civil society at local, district and national level for its success. The campaign has also benefited from strong support and cooperation at senior levels within the FBD and districts in which it operates. This level of support means that the campaign has a better chance of achieving its objectives, as it can largely focus on the governance and forest management issues at hand, with the general tacit support of senior government partners.

- ***Relations with central government*** – relations with the Forest and Beekeeping Division (FBD) – have been excellent. The Mama Misitu PIU has intelligently invested in developing and maintaining good working relations with the FBD liaison officer and as well as the Director and Assistant Director for Utilisation. Perhaps of some concern is the fact that the healthy relationship is not under-written by a MoU – which would serve to set out roles and responsibilities between the PIU, Mama Misitu implementing partners, and the FBD. A straightforward MoU would help prevent misunderstandings and accidents in the future (e.g. over the handling of law enforcement information), safeguarding the continuation of the good

relationship. It might also be of help were there to be personnel changes at the FBD which required the PIU to build new relationships. Relations with the Ministry of Natural Resources and Tourism have been less encouraging thus far, despite the repeated attempts by the PIU to gain the Ministry's cooperation and support<sup>6</sup>. The PIU has yet to develop relations with other parts of central government such as the PMO-RALG, Ministry of Finance and Economic Affairs, Ministry of Home Affairs and the Ministry of Justice and Constitutional Affairs, reflecting the fact that it has yet to work with local government, the police and judiciary.

- ***Relations with local government*** – while Mama Misitu has received good support and has been well received by senior leaders in each pilot District (such as the District Commissioners, District Administrative Secretaries and District Executive Directors), relations are perhaps less easy with District Natural Resource Staff (DNRS). It is clear that the DNRS have an unenviable challenge of supporting forest law enforcement as well as PFM extension services over huge areas despite considerable resourcing constraints. In addition, they have to contend with similar challenges for wildlife and coastal marine resource management. Morale and professionalism may suffer, particularly when there is no additional project support. It is clear that the relationship with district staff needs to be carefully managed, particularly when local community networks raise concerns about some district staff (e.g. allegations over their association with illegal forest harvesting and weak PFM support). The campaign will need to provide the opportunity for DNRS to participate in the campaign. Incentives and resourcing should be provided in recognition and support of the DNRS' work. However such support should be limited – with their agreement – to work specifically associated with the campaign, where it is appropriate the DNRS participate in and/or facilitate particular activities. This would help to internalise the campaign at district level.
- ***Campaign implementing partner relations*** – have been critical for the implementation of the campaign. Overall, partners report that the arrangements have worked well, although there have been issues that have had to be worked through in terms of clarifying roles and responsibilities between the PIU and implementing partners, as well as funding modalities. In particular, some concerns have been raised about ensuring that the PIU really does facilitate partners to implement, rather than implementing itself. A key issue as the campaign develops will be implementing quality assurance in a way that is acceptable to implementing partners, and which supports and monitors their variably adaptive approaches to implementing the campaign.

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<sup>6</sup> The PIU attempted to secure audiences and supporting messages from the President, the Prime Minister, and the Minister of Natural Resources and Tourism. The PIU was obliged, as part of proper government protocol, to work through the Ministry of Natural Resources and Tourism. However the PIU was unable to secure the cooperation of the Ministry's spokesperson, who frustrated their repeated efforts to move the initiative forward and subsequently the PIU gave up.

**Box 2: Mama Misitu experiences - Corruption and failures in forest governance at local level**

*During field work in the villages in Kilwa, the Mama Misitu field manager and an implementing partner happened to encounter a lorry being loaded with timber at a village on the Dar es Salaam – Lindi main road. The field team was curious about the legality of the timber being loaded for Dar es Salaam. So they stopped and asked the lorry driver if they could inquire about what was happening. The lorry had already been loaded with about 100 pieces of timber and the driver said that there were approximately 300 pieces in the store still waiting to be loaded. When they asked about who the owner of the consignment was, the quick answerer was the owner was at another village about 40km away. The field team then asked what legal documents the driver had for the timber. The driver said that the Transit Pass, harvesting permits and registration documents were all with the owner. The team then asked the driver how he could transport timber without a Harvesting Licence or Transit Pass. Suddenly things became tense: the driver who was talking on behalf of the owner of the consignment became angry, and started threatening the field team. The driver said that they were not government officers, and that in any case TShs ten million (US \$ 7,700) had been paid to the region (a highly irregular payment). Thus, no timber would be confiscated or stopped from being transported as he knew all the officers from the district and the regional level.*

*Frustrated, the field team took the particulars of the vehicle and called the District Forest Officer (DFO) for assistance. The DFO advised the team to report the issue to the Ward Executive Officer (WEO), who quite by chance was with the field team at the time. However, the WEO did not want to take the matter forward any further as he intimated he had previously known about the timber. Despite being ordered by the DFO to make sure that the timber and vehicle did not leave the place, the WEO did not take any action. Later, the DFO called the Forest Surveillance Unit who arrived much later, managing to confiscate 120 pieces of timber. By this time the field team had decided to drive on as some villagers were beginning to become threatening.*

*The field team left with some troubling questions on their minds: How could the driver be so confident about loading illegal timber onto his lorry in the daytime along a main road? Did that mean that regional and district forestry officers were complicit? Who was the money given to at the regional level and what was that money for? Why did the driver react so strongly when he did not know who the Mama Misitu team was? And finally, why wasn't the community taking action on this clear breach of forest law - were all the villagers complicit, or was it just a small group of people in the village with the rest of the community being afraid to take action, or was it because of community's lack of awareness of and enthusiasm for better forest management?*

- **Campaign member participation** – the campaign has a membership currently of 17 organisations. Maintaining the interest and involvement of members who are not actively implementing the campaign (yet) can be challenging. In this regard, although the PIU has communicated with campaign members, some members have said that communications and updates on campaign events and progress should be more frequent. This was seen as being important for keeping members regularly updated and keeping them interested and engaged, particularly non-implementing partners at national level.

### **3.3.4 Project governance and management**

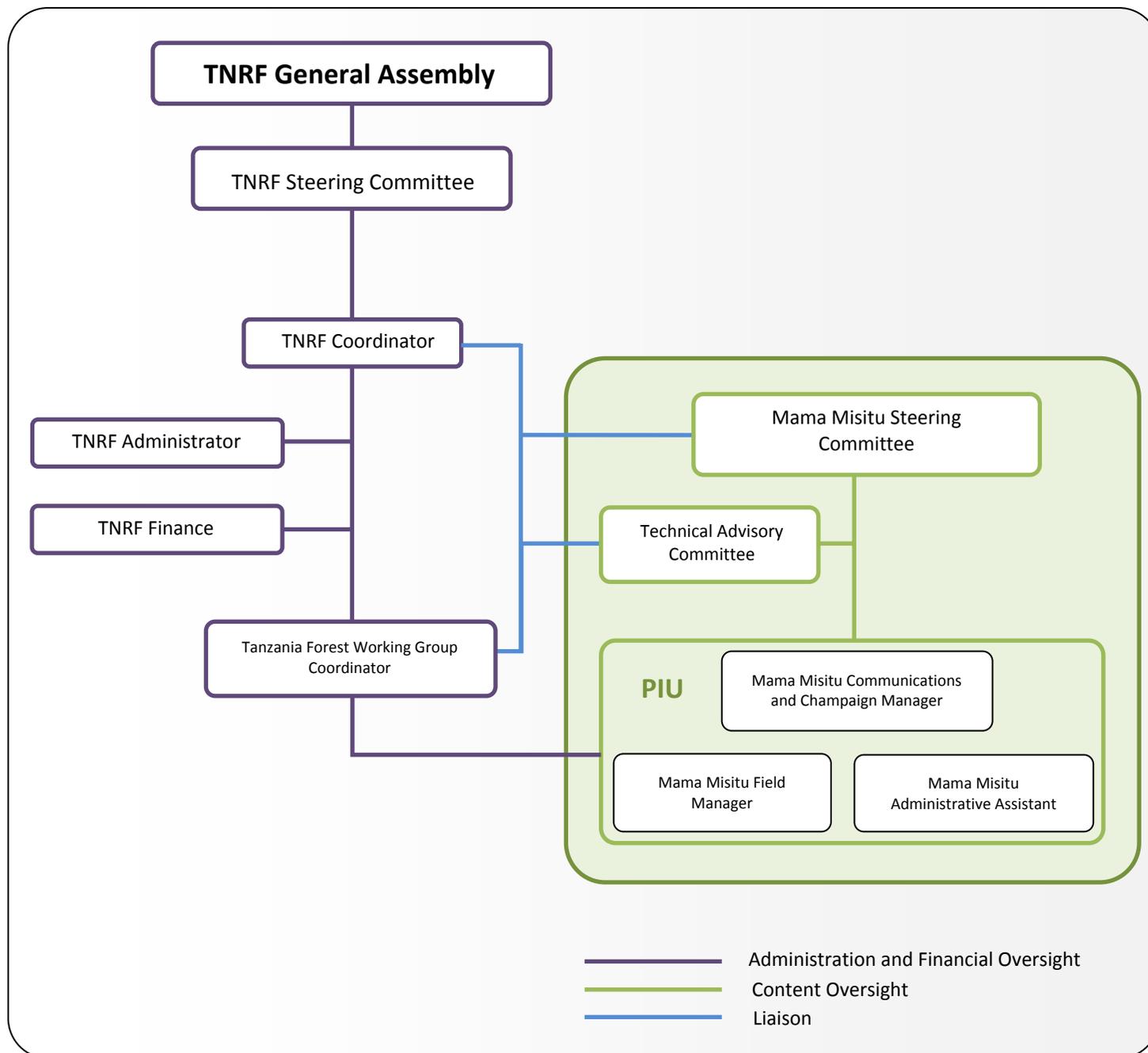
The project is governed and managed in a slightly unconventional way – in that the PIU is accountable to two authorities simultaneously – the Campaign Steering Committee and the Tanzania Natural Resource Forum. Members of the campaign form the Mama Misitu Steering Committee. Membership is achieved

through signing a Memorandum of Understanding which sets out the terms and conditions under which an organisation can be a member of the campaign. The Steering Committee makes all decisions regarding the content and direction of the campaign. It also appoints a Technical Advisory Committee which meets on quarterly basis to consider technical issues and provide advice to the PIU. The PIU staff are recruited and employed by the TNRF in consultation with the Mama Mitsu Steering Committee. Also TNRF is responsible for the financial and administrative management of the project. Thus the PIU staff are accountable to the Mama Mitsu Steering Committee for their performance and the direction of the campaign, but are accountable to the Executive Director of TNRF for the expenditure of funds and other administrative and human resource management issues. In this way the Steering Committee can focus on the direction and content of the campaign without concerning itself with operational (financial and administrative) issues. In addition, TNRF takes on the legal responsibility for managing funds and the campaign more generally, satisfying donor funding modalities and accountability requirements.

Although this arrangement was initiated from the outset, it took sometime for the PIU staff to adapt, and for a natural equilibrium to development between TNRF line management, the PIU and the PIU's part-time Technical Advisor (an employee of the Tanzania Forest Conservation group). However it appears that arrangements are now working reasonably well. It is clear that if the project expands, a full time technical advisor will be required.

- ***Steering Committee and Technical Advisory Committees*** have worked quite well – with good attendance by a core group of about 10 organisations at Steering Committee meetings. Members of the Technical Advisory Committee (TAC) have also met in a regular and reliable way, and the outputs of both committees have been critical for guiding the development of the Campaign. It was observed that the outputs of TAC meetings needed to be better followed up to ensure that advice and action points were taken up. A concern was raised by the PIU that the Steering Committee had not engaged sufficiently in fundraising (with the exception of previous DPG member and support from WWF).
- ***Project management and planning*** - there appear to have been some challenges in the project planning and management: The first has been maintaining the continuity of the campaign at national and local level and synchronising activities between each, such that communications activities at national level complement activities at local level. The second has been facilitating planning and budgeting at local level, as the budget was developed before the target districts and the resourcing needs of the implementing partners had been identified. This also has relevance with regard to the potential future expansion of the campaign. The pilot districts were selected due the presence of campaign members who already were well established. However it is entirely possible that future target districts may have no partners or partners that have much weaker capacity. In thus case planning and managing the campaign will be more challenging.

*The Governance and Line Management of Mama Misitu*



The original project design somewhat underestimated the human resources required to implement the campaign, and this in part was the reason for the slippage in deadlines. This can be addressed by a combination of contracting some components out to quality-assured consultants/consulting companies and increasing the in-house level of technical capacity – through budgeting more time for a technical advisor.

Similarly, components of the budget were under-projected - the PIU thought that the budgets for radio and TV programming were relatively low, and should be proportionately increased in the implementation phase.

- **Funding modalities** – the project has not had an entirely smooth ride with funding, and this experience may not be uncommon. The Finnish Embassy in Dar es Salaam was able to arrange a significant amount of funding at relatively short notice for the pilot phase, given that the project had to be approved by the Ministry of Foreign Affairs in Helsinki. Recently, there has been an unfortunate three month delay in the disbursement of the third quarter funds, which has adversely impacted on the project’s continuity. Delays in finalising funding modalities are to be expected as are delays in funds transfers. What is more important is that an arrangement be developed which provides a sufficient funding buffer/facility for the campaign to continue when there are such delays. This is critical for a communications campaign of this nature, as unplanned discontinuities in messaging or activities can be detrimental to the effectiveness of the campaign, and months of investment, effort and trust-building can be easily lost.

## 4 EMERGING INSIGHTS AND RECOMMENDATIONS

### 4.1 Emerging insights

#### 4.1.1 Campaign outcomes and outputs

- **Using interactive communications** – the most successful and popular activities have been those that have been interactive, allowing people to participate, such as video shows, dramas and TV spots. The campaign’s communication approach should be focused more towards communications that are interactive and/or allow for feedback and two way communications – both horizontally (e.g. at local level) and vertically (e.g. between local and national level). This would have a number of advantages – it would allow people to participate more fully, to feel heard and to feel that what they have said has been followed-up and/or has had an impact. The project will need to ensure that it has appropriate arrangements in place for handling and managing the information it receives as part of a more interactive communications programme. Further examples of interactive communications could include radio show phone-ins and letter-writing, as well as participatory investigative documentaries. Finally, the campaign needs to ensure the continuity of radio and tv communications in a way that maintains Mama Misitu’s profile, while continuing to be engaging and stimulating (see below).
- **Strategically developing messaging and storylines** – the campaign is communicating both straightforward messages and more complex information. This requires that messaging and storylines be developed with increasing levels of sophistication and analytical perspective so that target audiences are either not left behind and/or do not lose interest. Unless the campaign’s messaging becomes increasingly sophisticated it may lose its import. Information development can be achieved either simultaneously (e.g. well structured/layered publications) or sequentially (e.g. in ‘edu-entertainment’ storylines). For example, a good opportunity has been created with the Mama Misitu character and the TV spots, and an interesting, informative and entertaining storyline could be developed.
- **Being responsive to emerging events and demand** – a strong programme of interactive communications would enable the campaign to adapt and respond to the needs of its partners and target groups in relation to emerging events (e.g. a major alienation of forested village land or a major discovery of illegal forest harvesting). Not only would this help the campaign to be more effective, it would add further inertia to the campaign, and further build people’s confidence and buy-in.
- **Transforming media relations & effectiveness** – it is clear that the approach thus far has not been particularly successful – and the PIU has been frustrated and disappointed by the response it has had from the print media in particular. An alternative approach should be adopted of commissioning the production of quality investigative, analytical and feature pieces on general forest governance issues and related current affairs – such as forest governance and law enforcement issues on the ground – may address the lack of take-up thus far by print journalists.
- **Developing a clear understanding of information needs** – although the general information needs of people at local level are reasonably well known, it is clear that there have been some oversights. For example, the Knowledge Attitudes and Practices Study identified the fact that few people understand key elements of the Forest Policy and Law. The campaign would be able

to better respond to people's information needs through focussing on the interactive approach described above.

- **Facilitating improved FLEG and PFM processes through better communications** – people at local level reported that both law enforcement and PFM process were often slow and delayed. It seems clear that often a significant part of the delays or shortfalls occurring can either be resolved or eased by improved communications and follow-up at local – and even national – level. The campaign, in helping resource and in working through local partners – including MJUMITA – as part of its interactive communications could be a useful catalyst in this process.

**Box 3: Mama Misitu experiences - Whose forest? Who enforces? Who benefits?**

*One evening a field officer of a Mama Misitu partner was travelling back from field work at Ngumburuni Forest in Rufiji District. He came across a lorry loaded with logs in one of the villages along the road. The officer stopped to inquire about the legality of the logs and why they were being transported after 6 pm (which is illegal). To his surprise the driver and those who were in the lorry fled and left the lorry alone. The field officer then went to find the village leaders in order to ask them to impound and guard the vehicle, but he was told that the Village Executive Officer and the Village Chairperson were both away. He also asked if the Village deputy Chairperson was available but the answer was the same. So he asked the villagers he had spoken with to take care of the lorry until the following day. He explained to the villagers that they would get a reward for looking after the logs – according to the forest law. He informed them the law states that half of the value of timber would be theirs if they took care of the logs as they had been harvested illegally. As the field officer was alone, and had to continue his journey, he phoned the District Forest Officer (DFO) to let him know about the lorry load of logs, and then left. However, later the next day when the DFO arrived, there was no lorry and no logs to be found. So despite the efforts made by the field officer to convince the villagers to take care of the lorry, it seemed that the villagers were not interested in preventing the lorry from leaving with its logs, reward or not.*

*On recounting his experience to the Mama Misitu team, the field officer saw what happened as strong evidence of the low level of awareness of villagers and their role in law enforcement. In many instances villagers don't consider the forest as theirs to guard and benefit from legally, despite the foundation of local government beginning at village level. They consider it the task of the DFO and other Forest Officers who in many cases are based at district or regional level, often a long way away from forested village areas. The incident underlines a key issue that needs to be addressed by the Mama Misitu campaign - raising people's awareness at village level about their roles and responsibilities in law enforcement. At the same time people at village level should be encouraged to ask questions such as: Whose forest? Who enforces? Who benefits?*

#### 4.1.2 Campaign management

- **Achieving a sufficient and sustained level of intensity and coverage** - the campaign is ambitious and innovative, and the pilot period has demonstrated that the campaign shows considerable promise, if it can attain sufficient inertia and targeted coverage at national and local levels. Thus far the campaign's activities appear to have been reasonably successful – gauging by the reactions to the TV spots, video shows and drama groups – but the overall intensity and extent of coverage has not been strong enough. This suggests that greater technical input is required to help the PIU better plan and coordinate the campaign – particularly in terms of the

development and timing of its outputs and activities. A clear request from villagers was that the campaign should ensure that there was a continuity of activity and presence at grassroots level.

- ***Adaptively planning and budgeting*** – ideally each implementing partner should be able to plan their own activities and budgets for the campaign, which are then incorporated in the overall project planning and budgeting. However in reality, a compromise may have to be made in that overall budgets are set by the PIU – in consultation with each implementing partner, and then more detailed plans are developed later once the overall project document has been approved by the Mama Misitu Steering Committee and the respective funding partner(s).
- ***Focusing on quality rather than quantity*** – the campaign is most likely to achieve its objectives and outcomes by limiting the extent of its coverage to a limited number of high priority districts. It is likely that a strategy which focuses on extent of coverage rather than quality of coverage will result in little discernable change in long-term outcomes in forest law enforcement and governance and participatory forest management. This underpins the fact that forest law enforcement and governance issues are complex and require concerted work and support if longer term improvements are to be achieved and sustained.
- ***Managing expectations and demand*** - the campaign has met with widespread positive responses at all levels – and it is clear that demand and expectations for the campaign are quite high. This is both an exciting opportunity, and also a challenge. The high expectations and demand mean that the campaign can capitalise on this goodwill through developing an interactive, demand driven approach to its implementation. The challenge is how the campaign can respond to people’s expectations and needs given that it does not have limitless resources and that it is likely to be frequently working in difficult circumstances. Both these points are taken up further in Section 4.3.
- ***Ensuring client focus and accountability*** – a recurring phenomenon in many development projects is that there is a lack of accountability and trust between target groups and project implementers. Villagers and district staff made reference to several previous projects in the pilot districts that had ended without achieving their stated objectives. They expressed frustration and resignation that many development projects benefited the implementers more than the supposed beneficiaries, leaving them in the lurch and having to contend with incomplete outcomes and outputs. It is important that the campaign is managed to ensure that it is accountable to its target groups and that they are satisfied with the campaign’s services and outcomes. Managing expectations and demand is important in this regard.
- ***Using more out-sourcing*** – many of the technical documents / packs / guides have been delayed in their final stages waiting for inputs and/or review. The PIU has expended a considerable amount of effort in following up with third parties who often have many other simultaneous commitments. A solution to this situation is to out-source more of the production of these technical outputs – or at least key components of them – to quality contractors. This does not always eliminate delays or quality assurance shortfalls, but it is likely to be helpful overall.
- ***Developing monitoring and evaluation*** – the project’s monitoring and evaluation thus far has been satisfactory relative to the overall development of the campaign. However as the campaign develops, it is clear that a more sophisticated programme of monitoring and evaluation will be necessary, and that this will need to be carried out by a dedicated PIU staff member. A draft monitoring and evaluation plan has been developed, which will need to be modified in relation to the changes made to the implementation phase project document. Monitoring the campaign’s progress and attainment of outcomes and outputs would be aided

by the use of more interactive communications which would provide a rich source of data. It would be further aided by developing a monitoring component for illegal forest harvesting and transporting and integrating it with the **Independent Forest Monitoring** program currently under finalisation.

- **Improving internal communications** – need to be improved in order to ensure that campaign implementing partners and members are sufficiently informed about campaign progress and developments. More regular email updates and better use of the Mama Misitu website would help.
- **Assessing activity cost relative to impact** – the PIU needs to work with implementing partners to assess the cost of activities relative to their impact, particularly towards the end of the pilot phase. While some activities may have a ‘feel good effect’, they may actually have little discernable immediate or near-term impact while being expensive. For example, it has been suggested by an implementing partner that schools’ competitions are popular with school children but have little discernable and immediate impact and are relatively expensive and time consuming to organise. While this activity is obviously a good investment in the next generation, the campaign might decide to make this a lower priority activity, as it does not necessarily immediately address pressing forest law enforcement, governance and management issues. Similarly investments in bill-board type communications have not been carried out as they are generally considered to have little, if any, direct impact.
- **Adaptively clarifying roles and responsibilities** – this is especially important due to the collaborative design of the project and the diversity of collaborating partners. Project (implementing) partners should appoint campaign liaison officers. In some instances field implementing partners will want to, and be able to, implement campaign activities independently; in other cases, field implementing partners may require and ask for facilitation and even implementing support. It is important that in each case the roles and responsibilities of each implementing partner and/or participant (e.g. District Natural Resource Staff) are clarified and agreed – including the Forest and Beekeeping Division. This will avoid confusions, misunderstandings and inefficiencies in project implementation. While bureaucracy needs to be avoided as much as possible, a straight-forward **‘implementing agreement’** should be developed between the PIU and each implementing partner, which sets out their agreed mutual roles and responsibilities, including financial obligations and procedures.

#### **4.1.3 Community-based Forest Management Associations (MJUMITA)**

The campaign has begun to work with MJUMITA Associations in the pilot districts. However it is clear that the MJUMITA Associations are still nascent and need a considerable level of support and facilitation. Ultimately the MJUMITA Associations are best placed to advocate and work for lasting improvements in forest law enforcement and governance – including the efficient and equitable implementation of participatory forest management.

Currently the campaign is struggling to work effectively with many of the associations at local level – as the work required to support and to facilitate the development the MJUMITA Associations may be beyond the ability and resources of the campaign and its partners. Realising this, the TFWG developed a parallel project in July 2008 closely linked to the Mama Misitu campaign with the objective of supporting and facilitating the development of MJUMITA. The project submission was submitted to the Foundation for Civil Society, and reached the final stage, and was mysteriously shelved by the Foundation without

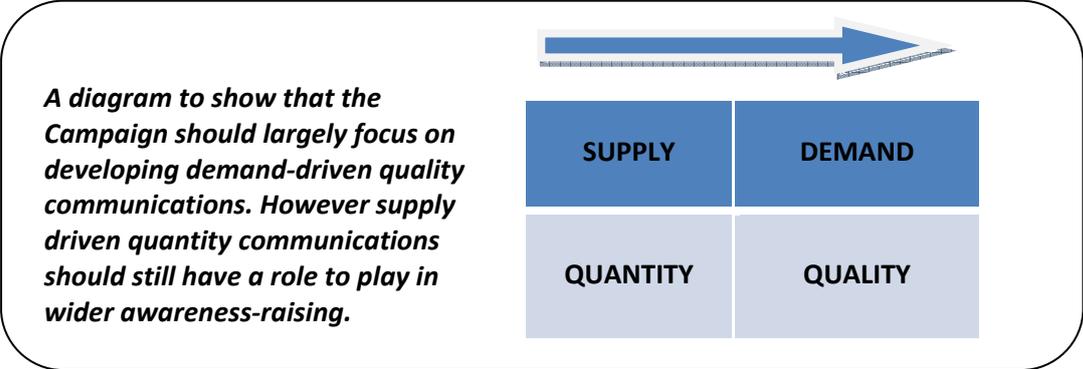
further communication<sup>7</sup>. It would be appropriate, in consultation with MJUMITA, to revisit this project concept and to re-develop it and find new funding – given the strategic importance of MJUMITA for PFM in Tanzania

**4.2 Recommendations for the main implementation phase**

On the basis of people’s overall opinions, it is clear that the general design, governance and management of the campaign should not be substantively changed. Although the pilot phase is effectively only mid-way through its implementation due to the delay in the disbursement of funds, sufficient experience and insights can now be drawn to allow some straight-forward recommendations about how the main implementation phase can be developed.

The following recommendations build on the emerging lessons – with some repetition – and should be explicitly taken into account in developing the main implementation phase:

- **Improving the tangibility of outcomes** - the Campaign should review its outcomes to ensure that they are as tangible as possible. This does not mean the current outcomes should be changed, rather that they should be supported through more specific, tangible and better measurable ‘**sub-outcomes**’. These should be identified at national level by the TFWG and at local level by implementing partners in consultation with target CBFM Associations and Village and District Governments as appropriate;
- **Managing quality, expectations and performance** – the campaign should be very strategic in ensuring that it is a high quality initiative matching and managing its performance (i.e. attainment of outcomes) with people’s expectations. This necessarily means limiting the area of its focus to a restricted number of high priority districts which have the best likelihood of achieving sustained improvements in forest law enforcement, governance and management. In focussing on quality and not quantity, the campaign can also better respond to peoples needs / demand;



<sup>7</sup> It is now understood, through informal inquiries that the project was not funded due to internal governance and conflict of interest issues at board level at the FCS.

- ***Developing an integrated approach*** – the campaign should develop an integrated approach in its target districts to cover an inter-related set of forest management and governance issues. These issues have a critical impact on the ability of forest communities and local governments to improve governance and forest management at local level, and include:
  - Local Forest Law Enforcement & Governance issues – communications and advocacy on locally targeted issues – such as timber, charcoal and other issues e.g. forest land alienation / expropriation for biofuels. This would also allow the campaign to complement and integrate with new initiatives – such as the WWF Sustainable Charcoal Project;
  - Participatory Forest Management – communications and advocacy on expediting Participatory Forest Management in practical ways;
  - National Forest Governance and Financing issues – providing communications and advocacy in a prioritised manner on:
    - Raising awareness and tracking the development and implementation of *Reduced Emissions from Deforestation and Degradation* (REDD) – as an important development for PFM. This would enable Mama Misitu to complement and integrate with new pilot REDD initiatives - such as projects under development by TFCG, MCP and Carbon Tanzania.
    - Raising awareness and accountability about the performance of PFM funds through PMO-RALG and the performance of PFM in general (e.g. tracking and analysing the ratio PFM requests to PFM development to actual working examples of PFM);
    - Raising awareness about the renewal and performance of TASAF funds designated for natural resource management.
    - Raising awareness and tracking institutional reform in the forest sector e.g. the proposed *Tanzania Forest Service* and *Tanzania Forest Fund*;
  - Learning – providing the opportunity for wider civil society to share and benefit from the lessons learned from the Mama Misitu campaign – and providing a wider number of civil society organisations the managed opportunity to participate in the campaign (particularly in regard to the WWF Civil Society Capacity Building Programme).

Although it is recommended the campaign be widened to cover the above issues – these issues should be addressed in a prioritised manner in so far as they support and help the campaign achieve its two objectives and its existing six issue groups. The rationale for a more integrated approach to the campaign is to ensure that Mama Misitu helps implementing partners and communities (and other forest stakeholders) in as constructive and tangible a way as possible to achieve the campaign's outcomes. This means ensuring that the Mama Misitu's communications and advocacy is pragmatic and responds to the needs of its partners and participants.

- ***Building on interactive communications, responsiveness and client-focus*** – will help transform participation and will help the campaign become a popular, high profile and successful initiative, particularly at local level. A focus on interactive communications should be complemented by the development and implementation of a strong culture of client focus and service by the campaign. This will help the campaign to capitalise on and respond to the demand and goodwill that exists, building on the successes it has begun to attain thus far;

**Box 4: Mama Misitu experiences – supporting PFM through better communications**

*A process of developing joint forest management (JFM) between Rufiji District and adjacent villages is underway for Ngumburuni Forest Reserve, a local government forest reserve. The project started more than five years ago with the support of IUCN. In this time the steps required to develop JFM agreements for each village such as the demarcation of the JFM areas and preparation of the forest management plans has been completed. However the agreements have remained unsigned and unimplemented for quite some time, to the frustration of the villages concerned.*

*During Mama Misitu activities at Ngumburuni village, the village government convened a meeting with the Mama Misitu team to talk more about Mama Misitu activities. The meeting also provided an opportunity for them to share their views about forest management plans and activities in their village. About 15 Village Council members attended the meeting and the briefing on the Mama Misitu campaign.*

*The council members requested that Mama Misitu support them to get the JFM agreements signed and the implementation process begun. They said they had been waiting for a long time without clear answers as to why the agreements had not been signed and JFM started. They complained that currently harvesting at Ngumburuni Forest was going on at alarming rate – almost as if the forest was not protected. They were concerned that the reserve would be heavily deforested by the time JFM was implemented if the current lack of progress continued. The villagers wondered what was preventing the district council from finalizing things. They lamented the fact that every time they saw lorries carrying logs from the forest, it was difficult for them to do much about it directly as power to manage the forest still rested entirely with the district council.*

*So they requested Mama Misitu to follow up with IUCN and ask them to facilitate the completion the process so that they can have full control of the resources rather than continue seeing the forest being lost. They wanted to make sure they were provided with the signed JFM agreements and that the JFM areas could be begun to be co-managed by the forest adjacent communities. Mama Misitu agreed to pass the request on from the villages to IUCN, particularly since IUCN is a Mama Misitu partner. Subsequently a team of councillors visited the forest adjacent villages and the process of finalising Joint Forest Management of the reserve with villagers has resumed with the aim of completing the process as soon as possible.*

It is suggested that a potentially useful way of structuring the campaign is to categorise the campaign's geographical coverage into:

- **Focal Districts** – comprising the prioritised districts in which the campaign has a full-time presence through its implementing partners. It is recommended that the campaign gradually increase its coverage by no more than three additional districts per year up to a total of eight districts.
- **Response Districts** – comprising the remaining districts in the six regions identified by the campaign. The Campaign's activities will be restricted to a demand-based response to emerging governance issues and events which require interim support and action. It is suggested that CSOs and CBOs, for example those participating in the WWF Civil Society Strengthening Programme, be able to request the Mama Misitu PIU support them on a particular forest governance issue(s). The PIU will then work with the CSO partner in helping

them design and implement an appropriate response addressing the forest governance issue under focus.

This arrangement will enable the campaign to focus on managing quality, expectations and performance while simultaneously maintaining its responsiveness to partners' and participants' needs. In this regard, an agreed '**Scope of Response**' can be developed for the 'Response Districts' which sets out the nature and limits of any response the Campaign can implement. This will help to plan and control the amount of time and resources the campaign can invest in the 'Response Districts', assuring overall quality and performance and helping it to meet people's expectations.

The TFWG have developed a preliminary set of criteria for selecting the campaign's additional 'Focal Districts':

- Existing threat level to biodiversity and forests;
- Future threat level to biodiversity and forests;
- Response to MM TV spots?
- Are the districts contiguous (project logistics)?
- Partner capacity;
- Partner presence - looking for smooth take offs and landings;
- Adding value to specific donor investments;
- Adding value to specific partner investments;

***Developing communications guidelines and best practices*** – as a way of achieving quality assurance, through training and implementation support, particularly given the collaborative multi-partner nature of the campaign. The communications guidelines and best practice examples would provide a straight forward way of promoting a consistency of approach and practice across the campaign, and would also be useful for qualitatively monitoring the campaign's implementation.

***Monitoring and evaluating outcomes to investment*** – developing a monitoring and evaluation plan that tracks how the project is making an impact in the short (activities and outputs), medium (sub-outcomes) and longer term (outcomes). This should also include a component evaluating the effectiveness of the campaign's approach and methodologies and documenting experiences for future reference by others. A summary review of useful tools and best practices in monitoring and evaluation should be an integral part of finalising the monitoring and evaluation plan. Finally, as previously stated, direct forest law enforcement and governance monitoring should be re-instated as part of the Campaign's monitoring and evaluation plan through integration of this activity and close liaison with the developing process of Independent Forest Monitoring.

***Increasing the project's implementation period to at least three years*** – the main implementation phase of Mama Misitu should last for an absolute minimum of three years, and ideally five years. This will provide a realistic time frame for the campaign to proficiently expand into a sufficient number of districts, before phasing out. In this regard, it is critical that the project time frame allow the campaign to develop an effective exit strategy which sustains the campaigns investments and outcomes.

	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
<b>Number of Focal Districts</b>	4	6	8	8	6

**The exit strategy** – developing and implementing an exit strategy which ensures that the campaign leaves behind a sustained improvement in forest law enforcement, governance and management. It is clear that the most important component of an exit strategy should consist of developing capable and effective Community-based Forest Management Associations in the campaign’s ‘Focal’ and ‘Response’ districts, as part of MJUMITA. **This requires that MJUMITA be sufficiently supported over the next three to five years to develop into a strong community-based forest management network.** In this regard TFWG should make a concerted effort to secure funding and support for MJUMITA, in order to secure Mama Misitu’s investment and outcomes. **This would be a major strategic investment in the future of Tanzania’s forests and sustainable forest-based livelihoods outside state protected areas.** In the absence of immediate additional funding, at the very least, Mama Misitu should ensure that sufficient campaign human and financial resources are set aside to support MJUMITA in the campaign’s focal districts.

**Project human and financial resources** – overall the campaign has been realistically structured and budgeted in relation to the outputs and activities planned for the pilot phase. Given the Tanzanian context, the campaign was somewhat understaffed. It is proposed that the same basis upon which the pilot campaign was budgeted be continued into the implementation phase, bearing in mind the added need for maintaining longer term support in each target district.

It is suggested that the PIU staffing be gradually expanded to mirror the expansion of the campaign over three years – as follows:

	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
<b>Number of Focal Districts</b>	4	6	8	8	6
<b>Direction</b>					
Campaign and Communications Manager	1	1	1	1	1
Technical Advisor	0.5	0.75	1	1	1
M + E Officer	1	1	1	1	1
<b>National Level</b>					
Communications Officer	1	1	1	1	1
<b>Local Level</b>					
Field Manager	1	1	1	1	1
Field Liaison Officer	1	2	2	2	2
<b>TOTAL STAFF</b>	<b>5</b>	<b>6.75</b>	<b>7</b>	<b>7</b>	<b>7</b>

## **ANNEXES**

## **A 1 PROJECT OUTCOMES**

The Project's outcomes are provided below. This interim evaluation did not set out to assess the project's achievement of these outcomes, due to the early stage of its implementation.

### **A 1.1 Outcome 1: Increased stakeholder awareness about the economic value of forests and the need for improved forest governance;**

#### **Indicators**

1. Key national stakeholders are aware of the contents of the TRAFFIC report
2. Forest governance is on the agenda of GoT & the donor community.
3. Increased participation of MoF & MoP in forestry sector.
4. Key local stakeholders in six regions of Tanzania (Tanga, Coast, Morogoro, Lindi, Mtwara and Ruvuma) are aware of the contents of the TRAFFIC report.
5. Increased and active participation of PCCB.
6. Increased awareness of forestry corruption, causing rise in reports to PCCB.

#### **Means of Verification**

- Time given to forestry sector governance, assessed through interviews with key civil servants.
- Media coverage quantified.
- Six districts have action plans to address shortfalls in local level forest governance.
- Law enforcement agencies have access to, and understand, the regulations governing the forestry sector and their role within the sector.
- Schools competitions about forest governance.

### **A 1.2 Outcome 2: Corruption challenged and improvement of moral values encouraged;**

#### **Indicators**

1. Clear public statements from top government leaders made & publicised.

#### **Means of Verification**

- Public statements made by leaders through the media.

### **A 1.3 Outcome 3: Improved stakeholder understanding of forest harvest compliance supported by increased availability of information;**

#### **Indicators**

1. Forest adjacent communities have access to documentation explaining licensing procedures & follow steps on 'what to do when correct procedures not followed'.

2. Increased number of illegal activities reported to the relevant authority.
3. MNRT (FBD) staff fulfil their professional roles regarding licensing.
4. National guidelines for harvesting timber products are streamlined, well publicised & better followed.
5. District timber harvesting plans made publicly available at district & village level. Also, information on outcomes of applications, actual timber trade, economic / financial summaries & infractions available.

***Means of Verification***

- Target audiences in six regions have access to, and understand the regulations governing their trade.
- Key national stakeholders are aware of the contents of the TRAFFIC report.
- Target audiences within six regions have an increased understanding of roles, regulations and procedures that govern forestry.
- Incoming foreign investors able to access fact sheets through their embassies.

**A 1.4 Outcome 4: Local awareness improved about law compliance and increased prosecution of forest crime**

***Indicators***

1. Increased knowledge and awareness of laws & legal procedures.
2. Better understanding of forest values & stronger enforcement of forest laws.

***Means of Verification***

- Selected villages in six regions understand what forest crimes are, and the consequence of them continuing unabated.

**A 1.5 Outcome 5: The need to strengthen PFM and improve the speed of its roll-out realised**

***Indicators***

1. Increased number of PFM agreements in existence and communities are receiving benefits from PFM.
2. Awareness and knowledge of PFM has increased to the point that communities demand PFM, understanding that it is more beneficial than a logging boom-bust cycle.
3. MNRT and local governments sign PFM agreements

***Means of Verification***

- Communities in six regions have received and understood information packages on PFM.

- MNRT attend consultative meetings to address the PFM process, steps are put in place to ease the process of obtaining PFM.

**A 1.6 Outcome 6: Stakeholder awareness about the need to increase timber export standards improved**

**Indicators**

1. High level institutions better understand the value of sustainably and ethically obtained timber, and timber produce.
2. Pre-export value addition is happening, increasing revenue to Tanzania.

**Means of Verification**

- Government and Tanzanian players in the timber industry understand shifts in international demand for sustainably-sourced timber products and the increased profits to be made catering to that market – verified through sales and marketing information, change in industry attitudes and norms.

## A 2 OUTPUTS

As of 8<sup>th</sup> May 2009, following 8 months of implementation and **XX** project funds expended, the Mama Misitu project had achieved the following outputs:

Outputs	Progress
<b>Issue Group 1: Increasing stakeholder awareness about the economic value of forests and the need for improved forest governance;</b>	
<ul style="list-style-type: none"> <li>Cabinet briefing pack (<i>MM PIU &amp; TRAFFIC</i>)</li> </ul>	Currently not appropriate – instead the Director of FBD briefed the President on Mama Misitu as part of his Division’s efforts to improve Forest Law Enforcement and Governance;
<ul style="list-style-type: none"> <li>Civil society consultation meeting (x 4) (<i>MM PIU &amp; WWF</i>)</li> </ul>	These were removed from the work plan, as they were considered unnecessary during the pilot phase;
<ul style="list-style-type: none"> <li>Meetings directly with media editors &amp; provision of media pack (7 x newspaper, 3 x radio, 3 x TV) (<i>MM PIU</i>)</li> </ul>	Meetings carried out, with varying results;
<ul style="list-style-type: none"> <li>Articles in printed press, TV and radio (<i>MM PIU</i>)</li> </ul>	Four articles only were printed in the press following a field familiarisation visit for 15 journalists, including a briefing pack on Mama Misitu. Radio slots still under development;
<ul style="list-style-type: none"> <li>Civil society consultation meeting including law compliance pack (<i>MM PIU, IUCN-FLEG</i>)</li> </ul>	Law compliance pack still in draft;
<ul style="list-style-type: none"> <li>Media coverage of campaign activities; promoting positive collaborations with law enforcement agencies and successes of agencies in tackling forest governance issues. (<i>MM PIU</i>)</li> </ul>	The campaign has not yet reached a stage of implementation at which this has been possible (recent TV spots – have now set a precedent);
<ul style="list-style-type: none"> <li>Distribution of briefing packs and the TRAFFIC report to key stakeholders</li> </ul>	Done – and continues;
<ul style="list-style-type: none"> <li>Presentations to stakeholders using existing forums including the Parliamentary committee on the environment, Development Partners Group, using high impact Powerpoint presentations.</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Awareness raising meeting with media representatives and journalists.</li> </ul>	One workshop was held, but following poor response (see above) a change in strategy has become necessary;
<b>Issue Group 2: Challenging corruption and encouraging improvement of moral values;</b>	
<ul style="list-style-type: none"> <li>Briefing document presented to target audience. (<i>MM PIU &amp; MJUMITA</i>)</li> </ul>	Attempted, but frustrated at Ministry level – lack of cooperation;

Outputs	Progress
<ul style="list-style-type: none"> <li>Filming senior government representatives making statements on the importance of challenging corruption and improving forest governance.</li> </ul>	Attempted, but frustrated at Ministry level – lack of cooperation;
<ul style="list-style-type: none"> <li>Positive mixed media coverage released, following statements made by top level officials; snippets of speeches / statement to be utilised. <i>(MM PIU &amp; MJUMITA).</i></li> </ul>	Attempted, but frustrated at Ministry level – lack of cooperation;
<b>Issue Group 3: Improving stakeholder understanding of forest harvest compliance supported by increased availability of information;</b>	
<ul style="list-style-type: none"> <li>Radio plays, 8 x 20 minute series – roles, regulations &amp; responsibilities. <i>(MM PIU &amp; TFCG).</i></li> </ul>	Written, produced and aired;
<ul style="list-style-type: none"> <li>Popular version booklets, e.g. how to understand a harvesting license or what to do in case of illegality. <i>(MM PIU &amp; TFCG).</i></li> </ul>	In draft, awaiting finalisation and printing;
<ul style="list-style-type: none"> <li><i>Booklets in Swahili, English and Chinese about harvesting laws and regulations for investors.</i></li> </ul>	Scheduled for later development in the project;
<ul style="list-style-type: none"> <li>MNRT guidelines for harvesting are promoted. <i>(MM PIU &amp; IUCN-FLEG).</i> Also available in Chinese <i>(MM PIU &amp; WWF TPO).</i></li> </ul>	In draft, under finalisation and printing;
<ul style="list-style-type: none"> <li>Booklets providing more detailed information about individual district harvesting plans.</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Posters and sign boards for distribution in villages about harvesting regulations.</li> </ul>	Not begun yet – awaiting finalisation of harvesting guidelines booklets;
<ul style="list-style-type: none"> <li>Support to communities to address specific governance issues and to communicate successes.</li> </ul>	Requires further facilitation and a higher level of support to MJUMITA;
<b>Issue Group 4: Increasing local awareness about law compliance and improved prosecution of forest crime;</b>	
<ul style="list-style-type: none"> <li>Posters branded to match guidelines, offering contact details for further information. <i>(MM PIU &amp; IUCN-FLEG).</i></li> </ul>	In draft, awaiting finalisation and printing;
<ul style="list-style-type: none"> <li>Fact sheet for new investors made available through embassies. <i>(MM PIU).</i></li> </ul>	Under development;
<ul style="list-style-type: none"> <li>Law compliance pack provided to newly appointed personnel when changes occur. <i>(MM PIU)</i></li> </ul>	Not yet implemented;

Outputs	Progress
<ul style="list-style-type: none"> <li>Drama groups to present information on forest laws and provoke discussion and debate.</li> </ul>	Pilot group productions held, and continuing to be developed;
<b>Issue Group 5: Emphasizing the need to strengthen PFM and improve the speed of its roll-out;</b>	
<ul style="list-style-type: none"> <li>Film production – forest crime (20 mins) (<i>MM PIU &amp; TFCG</i>).</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Village cinema shows, presenting a forest crime drama and PFM success stories (<i>MM PIU &amp; various partners in field</i>)</li> </ul>	Film shows have been held, but not with forest crime drama and PFM success stories yet;
<ul style="list-style-type: none"> <li>Community drama groups to present information on PFM and provoke discussion and debate at village level.</li> </ul>	Material not yet developed with Drama groups;
<ul style="list-style-type: none"> <li>Posters – distributed at village cinema shows (<i>MM PIU, TFCG &amp; various partners in field</i>).</li> </ul>	Funds reallocated to other activities after reassessment;
<ul style="list-style-type: none"> <li>Radio – forest crime (8 programmes) (<i>MM PIU &amp; TFCG</i>).</li> </ul>	Integrated with the radio drama (see above) – done;
<b>Issue Group 6: Improving stakeholder awareness about the need to increase timber export standards</b>	
<ul style="list-style-type: none"> <li>Posters, leaflets (<i>TFCG</i>).</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Guidelines (<i>FBD and TFCG</i>)</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Meetings at district level (<i>MM Members and MJUMITA</i>)</li> </ul>	Not begun yet;
<ul style="list-style-type: none"> <li>Newspapers (<i>MM PIU</i>)</li> </ul>	Not begun yet;

### **A 3    *ADVOCACY & AWARENESS RAISING – LESSONS LEARNT***

The following information was originally included in the Mama Misitu Project Document, and is reproduced below to provide background information on some previous experiences and lessons learnt from communications campaigns in Tanzania.

#### **A 3.1    *HakiElimu***

Founded in 2001, HakiElimu have been using the media for a number of years to convey their message to a wide reaching Tanzanian audience. Throughout the years HakiElimu have learnt many lessons with respect to utilising mass media to stimulate citizens into taking informed action, these are summarised below;

**Media is a powerful institution** – it works, turn a dial and the radio informs listeners, wake up in the morning and there are the newspapers, and they reach millions of readers.

- **NGOs are generally weak** – they are not much of a force to reckon with and projecting messages at a large scale is a particular problem. However, NGOs can derive power from teaming up with the media.
- Lasting change comes from an informed and **active citizenry, not projects, programs and policies** – the typical domains of the ‘development class’.
- Governments generally respond to **public pressure**, not logical arguments; evidence or policy papers.
- People like humor, contradictions, different ways of seeing things, debate... therefore it is more effective to **provoke, rather than preach**.

##### **A 3.1.1    *Overall HakiElimu Goals***

Broader and imaginative public debate on education and democracy in Tanzania

Ordinary citizens are informed, debating and taking action

Government and public institutions are responding to citizens’ views and demands

##### **A 3.1.2    *Utilising the media to achieve the goals; Mass media***

To achieve these goals one tool utilised by HakiElimu is mass media i.e. radio, TV and newspapers. Experience has taught them that most mass media events are centred on, and around the capital city; workshops; and what ‘the big people say’. As such HakiElimu facilitates journalists to undertake independent, in-depth investigative stories, usually outside the capital, triangulating voices. Each year 100s of stories are covered in this way.

Aware that TV programs rarely cover the viewpoints of ordinary people, and the idea that ordinary people can hold leaders to account is still in infancy, HakiElimu runs a weekly program on Government TV that has citizens asking questions of their leaders. On live public television leaders respond. This use of the media enables the viewing public to identify with problems and assess the quality of the responses offered by their leaders. It promotes the reality that the public can hold leaders to account. Questions asked in this manner have included ‘why do we not have enough medicines when this was promised, why has this corrupt leader still not been taken to task’?

60 second TV and radio slots transmit messages around the subjects of procurement, education and disability to de-mystify development propaganda, the messages are designed to invite questioning, reflection and debate and ultimately exert pressure for accountability.

### A 3.1.3 **Popular publications and competitions**

Due to the lack of accessible written materials; what there is is dense, boring, stultifying and preaching; HakiElimu printed popular publications that de-mystify policies and enable people to understand their rights. These popular publications are accessible, highly visual and invite debate. These publications have been printed in tens of thousands and have been distributed by ‘piggybacking’ on other items e.g. as newspaper inserts.



The voices, particularly of the rural populous is rarely heard or shared, as such the opinions of the rural populous are not contributing to public debate. To mitigate this, HakiElimu run biannual essay and drawing competitions targeting responses from this under-represented proportion of the population. About 3,000 entries are received for each competition. Best entries are published in a book and the findings analysed. One such competition brought to light the level of sexual corruption in education to be high.

### A 3.1.4 **Citizen Engagement – ‘Friends of Education’**

Ordinary citizens have little access to information, and are generally of the opinion that ‘things happen to us, we cannot make them happen’. In response to this HakiElimu established the ‘Friends of Education’ initiative; whereby anyone can join and they receive a quarterly packet of information. The information pack also provides the opportunity to ask questions and get answers. For example a typical packet may include; budget figures; a speech by the president; an education policy made simple; and news clippings.

Many citizens find it hard to access the media as such the concerns of the elite fill the media. To help ordinary citizens gain a voice in the media HakiElimu developed a simple handbook on how to use media, such as how to get on talk shows, develop a story or get letters to the editor published in the newspapers. As a result of this handbook 1000’s of letters to the editor have been published.

### A 3.1.5 **Policy Analysis – Launching studies**

Many studies done at great cost often have little impact, as they end up simply sitting on shelves, as such policy makers can get away with ignoring them. In response to this, media launches are undertaken at the time of report launches. Press releases with ‘punchy’ points and people available to be interviewed can help make the contents of a report a public issue.

### A 3.1.6 **Summary**

Necessary to facilitate journalists to undertake coverage from outside Dar es Salaam.  
Idea that ordinary people can hold leaders to account is still in its infancy. Promote this reality.

- Short, 60 second messages broadcast on the radio and TV are effective.
- Need for popular version publications on policies and rights. Should be highly visual.
- Piggy-backing your message in other publications can increase the distribution range.
- The rural populous is not heard in public debate, help promote their voice.
- Ordinary citizens have little access to information. Information packs increase their access to knowledge and stimulates them to ask questions on topical issues.
- Helping ordinary citizens to access the media can increase coverage of a topical issue through the printing of letters to newspaper editors.
- Media launches of reports helps to make their contents a public issues, thus the report is less likely to simply be left sitting on a shelf.

### **A 3.2 Conservation and Management of the Eastern Arc Mountain Forests**

#### **A 3.2.1 Stakeholder analysis and an Information, Education and Communication Strategy**

The Conservation and Management of the Eastern Arc Mountain Forests project of the MNRT, FBD developed an Information, Education and Communication Strategy for the Eastern Arc Mountain Forests (FBD, 2005). When developing the strategy the project undertook a stakeholder analysis (FBD, 2006) to assess the knowledge of rural and urban persons of the EAMs; to discover how people liked to receive information; and what information sources people trusted. The results of the stakeholder analysis; as captured in the Information, Education and Communication Strategy for the Eastern Arc Mountain Forests; reveals information relevant to 'Mama Mimitu' campaign specifically in respect to how people prefer to receive information, and what information sources they trust.

#### **A 3.2.2 Summary of stakeholder analysis**

Preferred means of communications: what the stakeholders told the CMEAMF research team

Stakeholder	Language	Means of Communication
Central Government	Swahili English	Meetings / workshops Written materials Letters / reports Newspapers Internet Radio TV Briefing packs
Local Government	Swahili English	Meetings / workshops / training Radio TV Newspapers Written materials Letters Email Artistic Performers

Stakeholder	Language	Means of Communication
Civil society organisations	Swahili English	Radio Meetings / seminars / training / workshops Letters Written materials Artistic performers
Development partners	English	Internet / Email Meetings Written materials Letters / reports Newspapers Magazines / journals
Eastern Arc communities	Swahili	Radio Meetings / seminars / training / workshops Letters Written materials Artistic performers
Environmental Education Practitioners	Swahili English	Meetings Seminars Training workshops Artistic performers Written materials Radio Newspapers
Politicians	Swahili English	Briefing packs Meetings Letters Written materials Radio TV Newspapers Internet / Email
General public	Swahili	Radio Newspapers Television Adverts Artistic performers

Stakeholder	Language	Means of Communication
Media	Swahili English	Press releases Email Letters Meetings
International conservation organisations	English	Meetings Letters Written materials Briefing packs Newspapers Email Internet

Source: CMEAMF Information, Education and Communication Strategy. FBD, 2005.

### A 3.2.3 *Pertinent findings*

- An average of 69% of households surveyed owned a radio, though numbers varied.
- Radio journalists and school teachers are generally well trusted sources of information.
- Radio is the preferential form of audio communication in Eastern Arc communities. In order of preference the preferred stations are; Radio Free Africa, RTD, Sauti ya Injili, Radio 1, Radio Tz, Radio Abood, Harakati.
- In some areas, District Commissioners, MP's and videos are very highly trusted sources of information, whilst in others these are not trusted.
- 82% of sampled households had at least one person who had completed primary school and is therefore able to read and write.
- There is a gender bias in education, female headed households are likely to have lower education levels and thus are less likely to have a literate person in the household.
- 91% of focus discussion groups (Eastern Arc communities) had not seen a copy of the 1998 Forest Policy or 2002 Forest Act or any summaries of the same.
- 50% of District staff were aware of the 1998 Forest Policy and 2002 Forest Act. Only 50% had not seen a hard copy.

## A 4 TERMS OF REFERENCE

**Title:** Documenting lessons learnt and proposal development for Phase II of Mama Misititu  
**Prepared by:** Rehema Mtingwa, Carol Sorensen, Nike Doggart  
**Date:** 21<sup>st</sup> April 2009

### A 4.1 Objectives

	Status
1.0 To document the lessons learnt with regard to the impacts and processes of the campaign;	Done
2.0 To examine governance /management issues and partner collaboration;	Done
3.0 To make recommendations for revising the project document reflecting the lessons learnt for in order to develop a full implementation phase for Mama Misititu;	Done
4.0 To develop a revised project document reflecting lessons learnt for Y2 and Y3.	

### A 4.2 Activities

1.1 Interview with MM team to capture lessons learnt and experiences.	Done
1.2 Interview with MM field partners to capture lessons learnt and experiences.	Done
1.3 Interview with a selection of other partners with regard to the MM project so far and their views and recommendations on a way forward for Y2 and Y3.	Done
1.4 Interview with District staff and FBD staff with regard to MM project implementation	Done
2.1 Review project reports to extract relevant data	Done
2.2 Interview MM team to get additional information	Done
2.3 In consultation with MM team review indicators	Next
2.4 Revise indicators where necessary.	Next
2.5 Review evaluation process in consultation with MM Team.	Next
2.6 Review communication plan with MM Team.	Next
3.1 Prepare a draft proposal for Y2 and Y3 based on the original MM plan but incorporating lessons learnt during the Y1 pilot phase.	Next
3.2 Document a stakeholder review meeting of the draft proposal including a review of the geographical focus for the project.	Next
3.3 Finalise proposal for submission to donor incorporating comments from partners.	Next

### A 4.3 Outputs

<ul style="list-style-type: none"> <li>• Lessons learnt document. This document would identify some of the lessons learnt with regard to:               <ul style="list-style-type: none"> <li>○ Project impact including experiences from the field with regard to the impact of the project on improving forest governance;</li> <li>○ Partnership processes</li> <li>○ Linkages with government</li> <li>○ Project structure including issues such as how realistic the project document was; organisational set up.</li> <li>○ Budget</li> </ul> </li> </ul>	Done
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<ul style="list-style-type: none"> <li>• Finalised Monitoring, Evaluation and Communication plan including baseline and Y1 data</li> </ul>	Next
<ul style="list-style-type: none"> <li>• A M, E and C plan which is SMART and has been completed in terms of baseline and other data to the extent possible</li> </ul>	Next
<ul style="list-style-type: none"> <li>• An action plan agreed with MM Team to secure priority outstanding data.</li> </ul>	Next
<ul style="list-style-type: none"> <li>• Finalised proposal for Y1 and Y2 incorporating lessons learnt and input from partners.</li> </ul>	Next

## A 5 **EVALUATION SCHEDULE**

<b>Date</b>	<b>Day</b>	<b>Description of work</b>
Tues, 28 Apr	1.0	Planning and meeting with MM team;
Wed, 29 Apr	1.0	Continued meetings with MM team and TFCG;
Thu ,30 Apr	0.5	Meeting with Finnish Embassy;
Sat, 2 May	1.0	Meeting with MCP;
Sun, 3 May	0.5	Travel to Kilwa, meeting at Somanga Village;
Mon, 4 May	1.0	Meetings with Kilwa District, Ndegerere Village and with WWFat Ikiwiri;
Wed, 5 May	1.0	Meetings with Rufiji District, travel back to Dar es Salaam, meeting with MM team
Thu, 6 May	1.0	Meeting with FBD, preparation for TFWG presentation
Fri, 7 May	0.5	TFWG meeting
-> Fri , 22 May	7.5	Travel and report writing
	15	