

Sustainable Forest Management in a Changing Climate
FAO-Finland Forestry Programme – TANZANIA

Communication Strategy for Community Based Fire Management

Engaging Communities to Sustain their Natural
Resources

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Acronyms

CSOs	Civil Society Organizations
CBOs	Community Based Organisations
CETs	Community Engagement Teams
DED	District Executive Director
FBOs	Faith Based Organisations
FAO	Food and Agriculture Organization
HASHI	Ardhi Shinyanga
ICRAF	International Center for Research in Agroforestry
LGAs	Local Government Authorities
MDAs	Ministries, Department and Agencies
MTRT	Ministry of Natural Resources and Tourism
MJUMITA	Muungano wa Jumuiya ya Mimitu Tanzania
NAFORMA	National Forest Monitoring and Assessment
NSGRP	National Strategy for Growth and Reduction of Poverty
PMO-RALG	Prime Minister's Office – Regional Administration and Local Government
PSAs	Public Service Announcements
TFS	Tanzania Forest Services
TaTEDO	Tanzania Tradition Energy Development
TAWALAE	Tanzania Women Leaders and Agriculture and Environment
ZEPO	Zonal Extension and Publicity Office

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1 Introduction and Background

1.1 Background

This community-based fire integrated communication strategy is one of the strategic plans of the National Forest Monitoring and Assessment (NAFORMA) project – a collaboration between the Governments of the Republic of Tanzania and Finland and the Food and Agriculture Organization (FAO) of the United Nations. The purpose of the FAO-Fin Integrated Fire Management Project (under Outcome 3: Sustainable Forest Management Practices) is to establish a prudent and sustainable system of fire management for natural resources and to help mitigate climate change. Specifically, the objective of the project is to facilitate partnering between the line ministries¹, local communities, Civil Society Organizations (CSOs), the private sector, and Local Government Authorities (LGAs) to establish integrated systems of fire prevention and management. The development and implementation of an effective communication strategy is a critical component of an Integrated Fire Management programme. It should be designed to increase awareness, participation and cooperation, and contribute significantly to coordination of all stakeholders through monitoring and evaluation of expected outcomes. The goal of such communication initiatives must be to empower communities to reconnect with, learn to respect, utilize intelligently and preserve their precious forest, bush and grassland resources, and to integrate into Tanzania’s climate change agenda.

1.2 Steps toward Strategic Design

The preparation of this strategy began with a review of related literature to become familiar with the concepts and trends in fire management. Consultative meetings were then conducted with stakeholders at the policy level, including Government Ministries, Department and Agencies (MDAs), and Civil Society Organizations that deal with the environment at the national level.² Through these interviews, involving experts in the fields of natural resources, tourism, agriculture, livestock, fisheries, meteorology and the environment, knowledge and implementation gaps were identified as well as ways to improve awareness efforts related to wildfires. A second level of consultations followed, with stakeholders at the field level including extension and publicity officers in the Northern and Lake Zones, radio station managers, representative communities, and Civil Society Organizations in Arusha, Kilimanjaro, Mwanza, Shinyanga, and Kagera Regions.

The format of the discussions was an environmental scan that explored direct feelings from villagers as well as the views of radio managers and producers, community leaders and information officers about what kinds of messaging and engaging can be done with and through them.

¹ Ministry of Natural Resources and Tourism (MTRT) and Ministry of Agriculture (and their agencies such as Forestry and Beekeeping Division and Tanzania Forest Services (TFS) Food Security and Cooperatives, Ministry of Livestock and Fisheries Development, as well as Vice-President (Environment), Ministry of Water and Irrigation, Ministry of Energy and Minerals, and Prime Minister Office.

² Tanzania Forest Conservation Groups, International Center for Research in Agroforestry (ICRAF), Muungano wa Jumuiya ya Misitu Tanzania (MJUMITA), Tanzania Women Leaders and Agriculture and Environment (TAWALAE) Tanzania Tradition Energy Development (TaTEDO).

In developing this strategy, great benefit was derived from major studies on policy, baseline, and community knowledge on wildfires in Tanzania³ and from a two-day workshop for policy-makers, representatives of CSOs and communication experts, held in Bagamoyo by FAO, .

The design also draws on lessons learned from communication cases of Eastern and Southern Africa presented at International Forest Communication Workshop held in Bagamoyo Tanzania.⁴ Finally, the FAO supported Pilot Project which ran from late August to early December provided valuable practical insight into how the process could be implemented, and informed the strategy that is presented in this document.

1.2 Situational Analysis from Communication Perspective

1.2 Inadequate Delivery

Although baseline studies indicate that the areas of burning in Tanzania are declining in some parts of the country and changing in others⁵, the question of why wildfires continue to break out is still an issue. Past initiatives to attempt to tackle the problem have had very limited impact and have not made any real difference for the intended beneficiaries. A critical issue is the lack of facts about the technical, social, economic, and ecological implications of wildfires. The incomplete data there is has not been compiled, analyzed or used to design strategies to address fire issues. Consequently publicity and prevention initiatives to deal with the problem are being launched with unclear policy and legal frameworks, an absence of any clear profile of the issues involved and no clarity about the political will or commitment at all levels of government to deal with the wildfire problem. It is difficult to be clear, motivated and effective in the absence of facts, insights and knowledge. This in turn creates challenges when it comes to identifying appropriate communications actions, recommending technical contributions, establishing training, suggesting policy/legal changes, measuring progress or the impact of existing initiatives or selecting useful alternatives. To date the general approach has been to conduct campaigns, most of which have not been outcome-based; rather they have been conglomerations of activities without indicators on achieving desired behavior change. Recent data gathered as part of the FAO "Pilot Project on Communication Campaign on Integrated Fire Management" (hereafter the Pilot) reveals that materials created for recent campaigns (i.e. posters) may have "missed the mark" entirely, being either seen as "meant for somebody else" or incomprehensible to the intended beneficiaries. Some villagers described particular imagery as "scary" while others remarked that a poster lacked any real "human" connection. In the case of one poster, those for whom it was intended actually interpreted a message that contradicted the very purpose of the campaign.⁶

³ Under the NAFORMA project, major studies on community based forest management (CBFiM) and baseline fire information were conducted. These contributed to the communication strategy design and policy review process on integrated fire management.

⁴ Eastern and Southern African Region Forest Communications Workshop was held in Bagamoyo, Tanzania from June 26-28, 2012.

⁵ According to the 2012 Baseline Study the burning areas in Tanzania are in decline. The study suggests that this may be because of change of weather seasons and/or increase of agricultural activities. However there is no indication that the attitudes of people toward burning bushes and forests have fundamentally changed.

⁶ An open flame under a green tree with an "X" through the fire was intended to show that fires should not be set in forests. Muslims in the community made the assumption that the "X" was a cross and this indicated that any message was intended for Christians only; Christians drew the message that because the tree was so green the message was that fires should not be set in wet seasons but only in dry – clearly not an intended response.

Perhaps the most critical issue for effective communications initiatives is the model of delivery. To date, the tendency has been to structure communications components of development initiatives around traditional “campaign” models. Herein can be found a core weakness that helps explain why many well-intentioned “communications for development” (CD) initiatives in all sectors fail to change perceptions and understanding, deliver strong positive results or help bring about change for village people.

The reviewed documentations and consultations as well as base-line data gathering and interviews conducted with village people as part of the Pilot, suggest little impact has been made and little of direct benefit has been delivered to communities by following the “same-old” campaign practices time and again. At some point the model itself has to be assessed, and on three critical levels the “same-old” campaign model is very weak:

it is “top down” and imposed from above; it fails to engage the intended beneficiaries, which is an essential ingredient in helping people understand the benefits of accepting change;

the time given for implementation is relatively short. In most campaigns beneficiaries are regarded as “target audiences”, consumers, whose role is to accept what is being delivered from the top, and to act upon it accordingly – i.e. in ways intended by those sponsoring, creating and delivering the campaign. The only opportunity for interaction in this approach is for the target audiences to “buy into” what they are being told. Manifestly they are failing to do so. Review undertaken in Tanzania suggests that communication strategies on fire management (and on environment preservation in general) have by and large adopted the traditional power-holders’ model based on “creating awareness” in and delivering messages to “target audiences.” It is the expectation of the power-holders and planners that as a result of their campaigns, targeted audiences will learn “what they need to know” and change their perceptions, behaviours and practices accordingly and as expected. While this approach may “sell” beer, soft drinks and cell phone services it is doing little to bring about substantive and sustainable change at the community level.

Governments, donor agencies and other stakeholders directing awareness campaigns too often simply assume that they “know” what is needed and what is best – despite the fact that for the most part they never truly consult with those for whom they are planning. Campaigns are, for the most part, designed by “experts”. They mostly seem to determine beforehand, based on the priorities and mandate of their projects, what they want to deliver and consequently have little inclination to *listen first* to what intended beneficiaries may have to say or to *respond* to what they may want to know. Little consideration is given to facilitating active and effective engagement on the part of potential beneficiaries, to help them begin to participate directly in dialogue about issues that are important to their well-being and improvement of their lives.

In the case of wildfire mitigation, some past campaigns were designed and delivered with little or no sensitivity towards or even awareness of the geographical setting. For example the belief commonly held is that the dry season is the best time to burn fields and that those who can burn the largest areas are the most fortunate. Yet reasons for burning fields are not the same across the country. People living in concentrated woodland regions have quite different views on why they burn bushes compared to pastoralists who reside in grassland regions. Even the “danger time” for wildfires differs from one zone to another.

Therefore, running an identical campaign for the same period of time in every region, ignoring local knowledge and structures cannot be expected to be effective when there is failure to utilize local

knowledge or connect with local beliefs to communicate new information and imprint symbols. Consequently messages often do not “connect” with the public or raise awareness levels or challenge core beliefs, all of which is required for change to be adopted. In some instances it can even mean delivering messages that reinforce destructive behaviours.

The evidence suggests that to date in Tanzania, most communications initiatives and materials produced related to fire management have been designed and launched with little thought given to intended audiences’ knowledge about fires. There has been no analysis of the perceptions and understanding of why and how fires occur or of why village people believe they are using fire for legitimate purposes but may lack understanding of the impact burning and re-burning may have on their lives and livelihoods. Stakeholders also pointed out that often information materials are not “audience friendly;” for example, brochures, flyers and posters are frequently produced without much consideration of intended audiences’ education or literacy level or their reading culture.

This is not unique to Tanzania. An evaluation of an environmental education and communication project in the Mt. Mulanje area in Malawi reiterates the same experience. It indicates that the use of “branded” messages on pens, clothing, or in flyers, posters and brochures has a low impact on awareness-raising. It further points out that print-based media tools have low receptivity among adults who regards these as materials for school children.⁷ The study also found that brochures and magazines on forest campaigns are often used to decorate walls in homes or to wrap items purchased in local markets.

It has also been observed that while communicators may use a variety of media such as movies, printed materials, radio and television programmes, they seldom build in evaluative components and hence are unable to demonstrate that their campaigns are having any impact on audiences’ or are contributing to mindset change. Typical communication for development strategies are rooted in the ineffectual paradigm of talking and disseminating information first without listening to intended beneficiaries or those who might be engaged as partner-stakeholders. Consequently communications interventions are launched without any real knowledge of the characteristics of those for whom the interventions are intended.

1.2.2 Failure to Scratch Where it “Itches”

Even accepting that the campaign model is an effective model to replicate, the information campaigns related to fire management have often been run in an almost abstract form, with little or no human touch. A common approach has been to prerecord a programme in studio with experts and influential personages talking to the public participating through “call in.” But despite the call-in feature, the level of discussion often remains impersonal and not particularly involving; when repeatedly broadcast in a campaign this is unlikely to engage audiences or convince them to take action – which is the whole objective of the initiative. Campaign managers fail even to identify and engage local opinion leaders to help promote behavior change in face-to-face settings, thus missing an opportunity to use them as role models for interventions or to provide some motivation to help change social norms and accelerate behavioral change.

⁷ David Nangoma. 2012. *Environmental Education and Communication: The case of Mulanje, Malawi. A Paper presented at International Workshop on Eastern and Southern African Region Forest Communications held at Bagamoyo Tanzania from June 26-28.*

Campaigns have also been weak when it comes to behavioral enforcement. For example, older community members observed that during the colonial period local bylaws not only punished arsonists but also required neighbors to report the perpetrators. If they failed to do so, they as witnesses to the act would be held responsible and would face punishment. Today, say villagers, there are almost no bylaws or procedures to encourage such citizen engagement. In fact most commonly there is expressed uncertainty about who or what actually causes a fire – and whether it is the result of accident or arson. Even when arsonists are known, they either go unpunished or the punishment is not severe enough to convince the public that lighting fires is a crime. What environmental policies and laws there may be are not known to people or they are contradictory. Feedback from villagers confirms that the absence of law enforcement directly contributes to low receptivity for anti-fire messages and leads to citizens regarding fires set illegally as none of their business. Campaigns fail to integrate messages with actions; simply put, a change in perception is not enough to change fundamental behaviour.

Throughout Africa there is a lack of a sense of “ownership” of forest resources by those who live adjacent to them, and this has serious implications for fire management. Several authors such as (Abakerli 2001, Saket 1999, Schafer & Bell 2002, 2001, Serra 2001; West & Kloeck-Jenson 1999) have described general patterns in Southern African countries with regard to fire management during pre-colonial, colonial and post-colonial times (Figure 1).

The pattern outlined for Mozambique is instructive for Tanzania. Here too, the process of centralization following independence was accompanied by the loss of power of the local leaders. As a consequence, this has led to the gradual erosion of self-reliance within communities, a loss of traditional knowledge and the elimination of customary laws that “enforced” environmental conservation. The growing dependency of rural communities on government brought with it top-down communication approaches. The entwining of fire with day-to-day living declined and communities lost environmental values such as biodiversity to the point that today these are barely even recognized in many places.

Regrettably, the very important concept of incentive has also been lost. It is a normal human response to raise the question ‘what is good for me?’ when asked to adopt any new behavior. In years past, communities adjacent to forest resources were accustomed to access them for sometimes critical, immediate benefits such as firewood, timber, vegetables, medicines and other items. Today government-imposed regulations often prohibit community people from accessing “their” forests even as they regularly observe interests from outside but with no connection to their community gaining ready access to and harvesting significant benefits from what once were (and they continue to perceive as) “their” forests. In the past villagers were responsible for guarding and protecting the forests around their communities. Village leaders often feel that district regulations have snatched all authority and every supervisory role from them, creating adversarial, confrontational relationships between the official guardians of the forests, the private sector and local authorities and citizens. For example village leaders may feel that they cannot exert jurisdiction over forest activities that are granted permits from District authorities.

It should therefore be no surprise that in most practical senses, villagers feel that they have been “ejected” from any real management role over, and stripped of important benefits from, “their” forests. Consequently village people increasingly no longer identify with the resource and ignore or reject messages directed at them by the very people they hold responsible for their loss of access. When fires erupt in the national forest, community members are still expected to become firefighters. It is understandable that they do so less willingly than in the past and now usually through compulsion. Most villagers have lost touch with and no longer have empathy with forests to which they no longer feel any

spiritual or emotional connection, and from which they now receive little or no benefits. For many, it simply no longer makes any difference whether or not the forests burn.

Figure 1: A Case from Southern Africa Describing an Erosion of Community Engagement

“During the country’s pre-colonial period, many traditional rural populations in Southern Africa sustainably managed the environmentally sensitive regions in which they lived. Although their direct dependency on the utilization of resources varied, different cultures shared similar characteristics such as low population density, consumption patterns and levels of pollution. Within these populations, the use of fire required permission from traditional authorities and was restricted to certain occasions or situations. Many populations also developed a particular form of common property management that provided assurance that the resources on which people depended would collectively be used sustainably. These management systems were defined and governed through continuous acceptance of a set of social norms and rules—and helped ensure the efficient and equitable provision of livelihood benefits within communities. During this time, lands in Southern Africa were affected by wildfire about once every 12 years.

During the colonial period, new fire legislation and no-burn policies based on those in Europe were introduced and local control mechanisms were revoked. Forestry legislation was designed to promote the aesthetic, ecological and economic value of forested lands without giving any consideration to local people’s needs or interests. For example, the 1921 forestry legislation prohibited setting fires and clearing forest vegetation through the traditional system of shifting cultivation. Article 13 of this legislation stipulated that local authorities should avoid, whenever possible, big fires and itinerant agriculture. The colonial government’s perspective on this issue is captured in a decree issued by the Governor of Mozambique in 1928, in which he underlined the prohibition on the use of fire in the forests. From the beginning of the twentieth century, lack of supervision, particularly in remote areas, led to increasingly indiscriminate use of fire by local populations.

Following independence in 1975, the Government of Mozambique continued to adhere to the colonial practice of implementing forest policies determined by the centralized national government that gave no consideration to the existing, local social context and economic-environmental dynamics. However, the government’s capacity to protect forest and woodlands progressively declined.

Thus it can be seen that throughout the periods of colonial, post-independence and civil war, traditional authority in Mozambique’s rural areas was transformed many times over, changing in response to the larger political context in which these local institutions have existed. These transformations led to conflicting power relations and a lack of clarity regarding the roles of local communities and the national government in forest management and consequently in fire management. Without a sense of responsibility, local community attitudes towards common property resources have changed. This breakdown of traditional land use management systems, combined with population growth, has led to an increase in (uncontrolled) burning practices that are uncoordinated in terms of timing, location and frequency.

1.2.3 Lack of Coordination among the Stakeholders

Lack of coordination among stakeholders⁸ sends mixed, confused and often confusing signals to those trying to implement campaigns. Content is critical in communication interventions. Problematically, campaigns in Tanzania against fires have sent different messages – both negative and positive. Furthermore they have not successfully addressed different uses, perceptions, customs and cultures across the country. For example, while the forest sector calls for a total prohibition on wildfires, the agriculture sector wants to allow some burning so farmers can clear land for farming and to control pests; the wildlife sector also encourages certain levels of prescribed fire to generate new vegetation for both wild and domestic animals. Such unclear and sometimes contradictory policies create confusion and this in turn contributes to inefficient and ineffective inter-agency roles, harmonization, coordination of planning, methodology and implementation or resource mobilization.

Duplication of efforts among various CSOs can also be a problem. Partnership between public and private sectors is often not optimal. Actions are often primarily based on “what will I get or do” regardless of whether or not the same thing is being done by other agencies. It has been observed that a CSO is running an operation parallel to, perhaps even in competition with, a government department extension office which has almost an identical mandate to offer services in the same zone or region. How fire is used can be viewed similarly to how technology is used – both have good or positive uses and bad or negative uses. For example controlled burning can be used to eliminate or control future hazards. On the other hand uncontrolled fires cause loss of life, destruction of valuable timber resources and other property and contribute to a decline of species. However this dual aspect of how burning forest and vegetation can be either positive or negative is not being communicated in a coordinated manner to help village people understand how to adopt appropriate fire uses that are environmentally friendly.

While there may be some reference to controlling wildfires in strategic plans of the line ministries, it is not a priority for most of them. When campaigns are undertaken they are sporadic, usually being run one month or so before the hottest seasons. With the exception of the Ministry of Natural Resources and Tourism (MNRT), fire management is not a strategic goal for most sectors (e.g. for agriculture, fisheries or livestock). Even the Extension and Publicity Units and the MNRT do not have a strategic communications plan focused on wildfires that includes identified indicators and goals. For example the campaign mounted by the Tanzania Forest Conservation Group had a short lifespan and ended before any knowledge gap could be closed or audiences could even begin to identify with the issues and consider actions to achieve change. Unfortunately District governments seem to have neither funds nor plans to manage fires and curb burning.

The control or management of wildfires is not part of any national agenda. While the National Strategy for Growth and Reduction of Poverty (NSGRP II-MKUKUTA II) did note that wildfires are a threat to sustaining natural resources, it is not clear what if any actions to address this threat may be incorporated into any future programmes. National or local media do not usually report incidences of wildfires except when they take place in National Reserves.

Consequently there is little nation-wide public understanding of the impact forest, bush and grassland fires have on the environment and the life of people, or how much damage they do to these precious natural

⁸ <http://www.fao.org/sd/cddirect/cdanoo01.htm>

resources (physically, economically and socially). It is not surprising therefore that there is little or no public pressure to set an agenda to address what is a critical national challenge.

1.2.4 Positive Reinforcement rather Negative Messaging

One striking aspect of the “motivational materials” created for past campaigns that were surveyed is the predominance of hard negative messaging. Posters, songs and slogans that are mainly “don’t do” messages likely do not offer the most productive approach, especially when messages from different sources may be confusing, sometimes even contradictory. This point was reinforced by community consultations that were part of the Pilot project. As a result of, and in response to, community feedback, the Pilot emphasized positive engagement that found ready response and demonstrated potential to support the objectives of the initiative both directly and indirectly. As an example, to support farmers’ concern about decreasing yields from the acres they worked input was sought from knowledgeable agriculturalists. The premise being that if farmers can produce more on existing acreage through implementing practical suggestions, the need to slash and burn to clear land to replace the diminishing production from land cleared previously will be reduced. Over time this should contribute to reducing burning.

Villagers made a strong case that when posters had been designed for previous campaigns, nobody even asked them what they thought; the final product just showed up. Reviewing those posters, they offered numerous specific criticisms and offered interesting ideas for messages and images that they felt would prove more effective. Based on this input, the Pilot experimented with developing creative presentations by community members – including youth and children.

It was also as a result of community input that a “soft” approach was adopted for the Pilot project, and hard, negative messaging eliminated. The primary medium adopted for the Pilot was radio, with two 15-minute programmes produced each week from late September to early December for prime-time listening periods on the Radio Kwizera network and for direct playback in the village. In some programmes fire-related issues were not even raised. Rather a variety of topics was determined by the interests and concerns of the villagers themselves. This included background to Kazuramimba, how people melded their different cultures and traditions to form the village starting in 1974, changes that have occurred and are occurring in agriculture, concerns about health care and education and economic needs. The stories were told by the people themselves, and gradually the topic of environmental damage caused by burning began to be raised in some of the interviews.

The base-line survey had shown that there was little or no interest in the topic of burning amongst villagers. As interviews for the radio programme began to reflect some concerns expressed this provided content for a module that was included in the first village listening session that stimulated further discussion. While focused around the environment, the emphasis was on how the residents of Kazuramimba could begin to work together with their leaders to begin to make a difference – in all spheres. When looking for identifying theme music to open each show a song recorded for a previous campaign was rejected because of its “hard sell” lyrics, and a purely instrumental theme was chosen instead.

Every effort was made to help the villagers feel that the programmes being produced belonged to them – and accurately expressed their concerns and interests. The emphasis was on enabling the people of Kazuramimba to communicate positively with stakeholders who could provide information and assistance and helping them open new dialogue with village leaders and other government levels to begin to address

issues such as by-law enactment and enforcement. While interviews understandably were about issues of direct concern to the residents of Kazuramimba, most of those issues also had broad application in other communities for all rural listeners to the radio network.

The Pilot did not avoid addressing the problems caused by burning, and there was considerable discussion about fire by the villagers as a result of points they themselves raised. Care was taken to ensure that the “tone” set emphasized the positive rather than the negative – and focused on what village people could do to contribute to a more sustainable environment rather than telling them what they should not do. The positive tone was drawn from interviews conducted among the villagers before the intervention had to begin. Several interviewees observed: “Nobody wants to live in a desert.” That is the villagers indicated right from the beginning that they would like to live in the greener environment. Therefore the rest of interventions attempted to empower the community people to achieve their inspiration, “to live in the greener environment.”

1.2.5 Summary of Weaknesses of Communication Initiatives to Date

There are a number of reasons why top-down communications, which have characterized virtually all initiatives in the fire management sector to date, cannot be expected to bring about the desired outcomes:

- Campaigns launched from the top down, “targeting” without involving designated “information receivers,” fail to engage the intended beneficiaries so that the beneficiaries begin to collaborate to shape their own decisions and take action to implement positive behaviours. The “same old” campaign model has proven to be ineffective. It is therefore time to explore new paradigms that promote and enable engagement at the community level. Once communities begin to actively participate in setting their own development priorities and working with all stakeholders, appropriate campaign strategies judiciously implemented may become part of the mix.
- Conflicting messaging from official sources leave recipients with no clear path towards taking action or adopting new behaviours.
- Past communications initiatives have not been sufficiently focused in terms of geographical setting or of sufficient duration to change attitudes.
- Capacity has been developed to reinforce beliefs. By-laws are either nonexistent or not enforced. Strong role models have been engaged. Tangible benefits from protecting forests have been made evident. There has been no understanding demonstrated or use made of existing beliefs and community knowledge.
- Previous communications initiatives have failed to bridge knowledge-gaps that exist due to age, gender, and variations in interest among local populations. Opportunities to utilize different attitudes towards fire have been missed: for example while elders in communities tend to believe that fire management is the business of every member in the community, most young people feel fighting fires or managing forest and grasses resources is not worth the effort. Differences such as these must be resolved by building into any communications strategy approaches that relate to specific segments within communities (e.g. age groups, gender, pastoralists, agriculturalists, beekeepers, loggers, hunters etc.).
- Fire management does not appear as part of the mandate of most key ministries – even in that of Local Government Authorities (LGAs). This is an omission that needs to be redressed.

- To date most “top down” campaigns related to burning have focused on negative messaging, emphasizing what villagers should not do, instead of identifying positive ways to engage with them. Creative ways should be found to avoid this pitfall. One example follows.

1.2.6 Example of Participatory Communication Initiatives to Conserve the Environment

In the villages of Monduli in Arusha and Bariadi in Shinyanga incidences of wildfires have declined dramatically or disappeared entirely in recent years. The success is attributed to participatory communication initiatives. In these areas various programmes employed social capital techniques to protect the forest, involving villagers and their community leaders (such as Community Based Organizations and Civil Societies) in planning and decision-making. Villagers with assistance from outsiders (CSOs, LGAs, and agro-foresters) established bylaws and selected leaders to oversee the forest and develop procedures to address problems. They mobilized to plant trees around their homes and alongside the national reserves. They were also given the mandate to supervise and make violators accountable for their actions. As well they were trained in good uses of land and the forest including the dangers of misusing fires. They were also introduced to new techniques for working with bees and harvesting honey without using fires.

The issue of fire and the environment became part of the agenda in all village committees. Local knowledge – such as Ololili (Mbulu), Mpingo (Massai) and Ngiritiri (Sukuma) – was used to manage individual and communal lands and forests. These practices enabled villagers to reserve areas for animals and grow forests and use weeds (dried grasses) to fertilize the land and feed their animals. The burning of fields diminished and became a taboo. In addition, the village authority put in place a mechanism to protect farms and property through the use of firebreaks. Once the villagers started to realize these benefits, outside agencies left the operation in their hands and became enablers through regular visits to provide additional training as required and to monitor the impact. This strategy was adopted by Participatory Forest Management (PFM). Unlike top-down communications initiatives, this bottom-up model empowered the village people.

In Shinyanga region villagers made revolutionary advances in managing their own environment by making use of a traditional system of agro-pastoralism - *Ngitili*. The case story of Shinyanga as outlined in Figure 2 is an excellent example of a bottom-up communication model that produced dramatic, sustainable results. Thanks to development agents willing to listen to villagers and utilize their knowledge to achieve results desired by the local people, the community was enabled to own and replicate the techniques and villagers were able to see the fruits of their labor.⁹

Unfortunately, despite the success of this and similar initiatives and the fact that the model has been shown to be an excellent fit for sustainable rural development, participatory communication has not been favored by many development agents whether local or foreign. The time is right to change the paradigm.

⁹ *Ngitili provide forage for livestock; fuel and poles from nearby the village, medicinal plants, wild fruits and foods to add variety to their diets, a source of shade and quiet in dry and drought times.*

Figure 2: Example of Community Engagement Approach in Environment Conservation

Source: <http://ag.arizona.edu/oals/ALN/aln55/nssoko.html>

A Mystery of Bottom up Communication Model: A case of community-based fire management in the Miombo woodlands in Bukombe District, Shinyanga, Tanzania

For the last two decades Bukombe District in Shinyanga Region faced a growing environmental degradation due to human-made fires as a result of age-old traditional attitudes and socio-economic activities. Slash-and-burn was common means of farming among the Sukuma people. The nomadic population mainly pastoralists set fires to initiate pasture regeneration for their cattle. At times, the fires were set on good intention but it went out of hands of an individual and caused a great damage. Due to the subsequent land degradation and dwindling soil nutrients, farmers were unable to get enough crops. Thus they quitted farming and begun relying on illegal logging and charcoal production for their livelihoods.

The Hifadhi Ardhi Shinyanga (HASHI) project, which means "soil conservation" in Kiswahili, was a Government initiative under the Ministry of Natural Resources and Tourism to intervene in the growing environmental problem in Shinyanga. HASHI begun with a range of other means such as video, theatre, newsletters, and community meetings to raise awareness and mobilize them to take action but villagers were unable to change their mindset; thus the risks of fire kept increasing. HASHI's initial strategy was too expensive and ineffective, so it was decided to change the strategy. HASHI started applying indigenous knowledge, known in Sukuma Ngitili meaning 'enclosure', to actively engage people to manage fires in a way that they used to conserve natural resource in the past. Ngitili was an area near a village which was closed off at the beginning of the wet season to preserve fodder, and opened during the dry season for grazing cattle. The villagers were encouraged to identify such an enclosure and dug strips around the area for demarcation purposes; which also function as fire breakers. The new enclosures preserved not only grasses but also trees. People were encouraged to plant tree around enclosure; hence Ngitili become permanent conserved areas even during the dry season.

Furthermore the villagers were led to establish village environmental committees whose members were elected to represent village units. Another community action was to formulate by-laws and village working plans for protection during the fire season. The land ownership rights were respected and protected through local community bylaws. The bylaws were enforced by the local scouts called "sungusungu", mainly young people, who were mandated to patrol the areas surrounding the village and bring arsonists and other environmental offenders into justice. The part of penalty paid by the offenders was distributed among the scouts as an incentive to continue safeguarding the forest.

Furthermore, the community involvement went beyond fire management to include protection of forest resources. The villagers decided to map and demarcate the village forests and protect them from fire. They also asked the District Office to provide title deeds to local residents to solve a problem of land tenure. Further, HASHI acted as enabler to encourage community people think of other means in which they can utilize the natural resources for their benefits. The villagers learned an alternative way of beekeeping and stopped fire use in bee harvesting.

The most significant achievement of HASHI project was to strengthen community self-organizing, to re-establish and strengthen existing social organizational structures within communities and to increase people's confidence that they can continually decrease their vulnerability to disaster through

1.3 Approach to the Design

To maximize the impact and respond to the challenges of wildfires, the following strategy is recommended:

- Adopt an integrated approach. An information campaign alone is not sufficient to address the serious challenges wildfires present. Linkages between fires and daily human life must be identified and communicated so that men, women and youth of all ages and status in communities become centers of transformation.
- Build social capital by creating partnerships between communities, local authorities, foresters, and forest guards and coordinate of efforts among all key stakeholders, especially by promoting the sense of “ownership” at the local community level.
- Apply “listening before talking” modes to initiate communication processes that engage villagers, experts, community leaders, and local authorities
- Focus on behavioral change techniques. Ensure that the elements of the intervention and how they are delivered are in line with the time-tables and seasonal practices of the recipients, conform to local environments (physical and cultural), and are directed towards outcome-based results utilizing a *Process approach such as that articulated in “Communications for Another Development – Listening before Telling.”*¹⁰
- Be practical: to be effective any design must be guided by the core principle that the process leads to plans of action that are achievable in practice and beyond ‘business as usual.’ The strategy must complement existing initiatives by the government and its development partners, supplementing them and not diverting scarce resources. It also must focus on delivering concrete results that make a material difference to the lives of villagers and Tanzanians in fire and natural resources management issues.
- Use positive messaging to help participants discover new ways of engagement and of doing things for themselves to reduce burning and improve the environment
- Take advantage of this initiative to explore ways to employ whatever communications tools, especially radio, but also video, TV, print and social media as may be possible, to utilize process methodologies first demonstrated in the seminal “Fogo Process”¹¹ which “essentially regards silent people – the silent man, the silent majority or the silent minorities, for that matter – as worthy of the privilege of a voice-expression.”¹²

¹⁰ The title of a recent book that challenges standard development thinking, arguing that creative and innovative communication that encourages and facilitates listening to the voices of intended beneficiaries lies at the core of any development initiative. W. Quarry and R. Ramirez, Zed Books, 2009.

¹¹ The Fogo Process evolved through a series of events and interventions that took place on Fogo Island (an island off the northeast coast of Newfoundland, Canada) beginning in 1967. It evolved as collaboration between the Extension Department of Memorial University of Newfoundland and the National Film Board of Canada. Upon reading the Economic Council of Canada’s “Report on Poverty in Canada” Snowden had been distressed that the report’s perspective on poverty was through the lens of urban values and began to look for ways to present how the people of Newfoundland felt about poverty and other issues and thus show that “poverty” meant more than just economic deprivation but extended to isolation, the inability to access information and communication media and the lack of organization and opportunity to participate meaningfully in social and economic development. Snowden and Low came together to develop a documentary that would do this. They identified Fogo Island as the most suitable location to film in order to present an overview of the issues facing rural Newfoundland. As they and their colleagues proceeded, their work evolved from a traditional documentary film into the seminal communications process that became known worldwide as the Fogo Process. The process de-emphasizes the “product” the programmes focusing on how they can be utilized to engage village people, facilitate their “voices” being heard and empower them to participate in their own development planning and implementation.

¹² Colin Low – Canada Today, May 1970.

2

2 Strategic Components

2.1 Stakeholders in the Initiatives against Wildfires

For this strategy, the suitable term for “participant” includes “stakeholder” and “partner” – whether as sponsors, implementers or community beneficiaries.

The strategy is not to create a sales campaign designed to sell a concept or product to a designated “target” audience. Rather it focuses on engaging with and actively involving community people who live their lives in daily interface with the forests and countryside in one way or another, and bringing them into multi-level dialogue and active partnerships with multiple stakeholders to address the challenges of wildfire management. Each stakeholder/partner will have different characteristics and will be able to offer different levels of services and play varied roles. All will share the common interest of creating a new sensibility around issues pertaining to burning forests and bush and grasslands that will help curb destructive practices that destroy forests through fire. These partnerships will also promote environmental management learning that will benefit all.

Stakeholders will include: communities, Civil Society Organizations (CSOs), Local Government Authorities (LGAs), private sector forest users, policy level sector (especially key Ministries), community radio stations, and mainstream media and social media users.

2.2 Analysis of Stakeholders

2.2.1 Community

The “Community” includes all village people and their leaders. The community is the source of most fires, either accidental or by arson. Each village has its Environment Management Committee and fire crews, but these mostly lack the technical skills required to communicate the knowledge on proper and improper use of fires, have inadequate support to implement plans and policies related to fires or forest management and lack authoritative power to fine offenders. Generally community members know who is involved in setting fires; when asked they identify groups such as honey harvesters, hunters, loggers, headsmen, smokers, farmers, firewood collectors and young people who want to “try their fortune.”¹³ Those identified spend much time in the bush or forest as part of their regular activities. Except for the arsonists (e.g. those who are “trying their fortune”) most groups set fires for positive purposes as part of their work, but too often leave them unattended.

Many villagers believe that if they were trusted and involved in forest management as was the case in the past, the issue of fires would be moot and fires could be contained. They offer a variety of explanations ranging from accidents to arson for fires breaking out in the forests near or surrounding their respective communities. These include:¹⁴

¹³ *There are beliefs in most cultures in Tanzania that if a person lights fires that burn a large area, that person will have good luck (fortune) in the future or is blessed with a talent to do extraordinary things.*

¹⁴ *Reasons identified by the members of the communities interviewed conform with those identified by Hoffmann. See the details at Anja A. Hoffmann. 2011. “Interim report on institutional development of integrated fire management in Tanzania: initial stakeholder analysis and promotion of integrated fire management.”*

- Lack of clarity related to community land ownership contributes to an absence of benefits and a consequent refusal to accept responsibility;
- Inadequate knowledge on safe uses of fire as a management tool for securing their farms or property, farming, bee-harvesting, controlling pests, or pasture management;
- Harmful beliefs such as “trying fortune” leads to abuse and arson;
- Negligence and lack of understanding of the broader and long-term negative impacts of not controlling fires;
- Lack of awareness of fire-related legislation and policies and poor law enforcement at the local and central levels of government.
- Inadequate monitoring of possible groups using fire such as bee-harvesters, loggers, firewood collectors, smokers, hunters, and herdsmen.¹⁵

2.2.2 Ministries, Departments, and Agencies (MDAs)

The key ministries and agencies with some responsibility for fire management include:

- Ministry of Natural Resources and Tourism (MNRT),
- Ministry of Agriculture, Food Security and Cooperatives,
- Ministry of Livestock and Fisheries Development,
- Prime Minister’s Office – Regional Administration and Local Government (PMO-RALG)
- Prime Minister’s Office Vice-President (Environment),
- Ministry of Water and Irrigation,
- Ministry of Energy and Minerals, Forestry and Beekeeping Division (FBD),
- Tanzania Forest Services (TFS).

None of these sectors include anything related to fire management in their strategic plans; however some play a message-giving role through their Extension and Publicity Units (EPUs).¹⁶ The main task of the EPUs is to educate and create awareness amongst farmers, pastoralists, charcoal producers, loggers and beekeepers. However EPUs face financial challenges when it comes to implementing a campaign across the entire country; they also have to contend with inadequate interpretation of fire legislation and policies and all lack technical skill-sets in participatory communication methodologies. The Ministries are more effective when they work through environmental CSOs, but they too experience difficulties working directly with village people because they are required to work through Local Government. To establish effective communication mechanisms Ministries and Agencies in the different sectors need first to harmonize their planning and monitoring across sectors to ensure that they all put forward common and consistent messages and set common goals on fire management. Second, they need to link with each other and link with Local Government Authorities to be able to become effectively involved with the communities. This will also reduce costly duplication and competition to provide services.

¹⁵ These were all given by villagers in Kazuramimba in initial base-study interviews.

¹⁶ Tanzania Forest Services (TFS) has offices located in seven zones operating as Extension and Publicity Unit follows: Eastern (Kibaha), Southern (Songea), Southern Highlands (Mbeya), Northern Zone (Moshi), Western (Kigoma), Lake zone (Shinyanga) and Central (Dodoma) see Hoffmann (2011).

2.2.3 Local Government Authorities (LGAs)

Local Government Authorities are well-served when it comes to having access to agriculture, forestry, livestock, and wildlife extension officers, even at the ward levels. Fire management seldom if ever appears in District plans. One serious challenge is the lack of enforcement of legislation or bylaws on fire management. Furthermore LGAs lack financial resources and the capacity to respond to community issues such as land allocation, investors, environmental degradation, or how to benefit from natural resources. Councilors play a critical role when it comes to mobilizing local communities, however they seem reluctant to address fire-related issues. They lack the essential enabling environment to motivate their communities around the issues or to help them understand the negative impact of uncontrolled wildfires versus the beneficial use of controlled fire. It is critical for the LGAs to find ways to engage with communities not only to enforce laws but also to facilitate dialogue to develop mechanisms so that fires can be managed for the benefit of the community and environment. Unfortunately politics can sometimes have a confusing impact. For example in Kazuramimba where the Pilot was implemented, during an election one candidate spoke up for protecting the environment while another said that nobody had the right to tell the people not to burn as they saw fit.

2.2.4 Regional and Community Radio Stations

Community radio stations are becoming popular sources for educating, informing and entertaining rural populations. Although many of them have begun covering subjects of public interests such as education, human rights, gender, health, the economy, accountability and good governance, the themes around which each station develops programming are to a large extent determined by on-air hosts. Seldom do ideas or suggestions for themes come from the few callers to the studio. Religious radio stations have the advantage of collecting views from Sunday congregations however this does not guarantee that major secular concerns such as wildfires are even raised. When asked during the research for the Pilot about how they covered fire-related issues in the Kigoma region, reporters said that the topic was not covered much, if at all. It had no priority for their editors or station news managers. What coverage they could recall mainly focused on events and speeches given by dignitaries and promotional information about the agencies or organizations involved – nothing substantive.

Radio programmes at present may include a variety of voices: for example community members may be invited to speak on an issue, an expert may be invited to speak on the given topic, or a leader may be approached for comment. As well provision may be made for the general public to call in live to ask questions or express opinions about the subject but there is no true community engagement. There is also little evidence of any shared “national vision”, little in-depth understanding of development goals, and virtually no regular access to current knowledge-based research on any topic or theme in local radio programming.

Most community-oriented radio stations in Tanzania face significant internal challenges including; financing, staff turnover, inexperienced management, a low level of production skills, weak hardware/software base and technical support, ownership issues and pressures from external forces. When it comes to production, poorly trained or equipped journalists tend to make productions with lower production values. The local “producer” may be over-stretched trying to cover too much with too few resources – especially time. Community-oriented station owners are considered to be part of the economic and political elite with a vested interest in maintaining the “status quo” and therefore with little incentive to “rock the boat” in terms of topics and issues. At the same time the power ownership of a radio station

bestows raises suspicion on the part of both those who govern and those who are governed. It is worth noting that some independent radio stations have taken an interest in, and shown capacity for, sustaining content-enriched programming on important topics of local interest even after seed money provided by donors ends, so long as it can draw audiences. Some stations have raised issues related to wildfires in their environment-focused programmes but have not created or intensively run programmes on how fire can be used beneficially or on the consequences of destructive fires. Nevertheless where interest is shown and when stations have ideas which are worth tapping into to build audience-based programming related to fire management these should be encouraged and supported.

Figure 3: Partners-Suggested Radio Programming.

Radio station managers and CSOs suggested that the programming should start with an investigation of the records to learn the full magnitude of damage that fire causes. The programme should include community voices talking about causes leading to burning the bushes and ways to stop it. However the story has to have two-sides and include the police and local authorities discussing how are they dealing with causes and the role of regulations in addressing fire problems. A programme needs to bring multi-sectoral experts on agriculture, beekeeping, forests, wildlife, livestock and the like to talk to the community not only about the damage of fires but also to explain on the best ways to use and contain fires. Furthermore, programming should include slogans and memorable music by famous artists to catch the attention of audiences, especially young people. In terms of length it was also mentioned a thirty-minute programme to be on air between 7-8 pm and repeated between 6-8 am. It is critical that the radio producers involve villagers in both

2.2.5 Civil Societies Organizations (CSOs) and Private Sector

It is widely believed that Community Based Organizations (CBOs), and Non-Government Organizations (NGOs) are better able to reach communities and motivate them to protect the environment. However when it comes to fire and forest management, most CSOs lack awareness-raising techniques and skills to enable them to assist communities to negotiate with the authorities or private sector interests. A serious problem is that relationships between communities and the private sector have generally not been cordial. Private interests are blamed for degrading the environment and misusing the natural resources around many communities. Often villagers look on the private sector as appropriating resources that by tradition belonged to their communities. This engenders animosity towards the offending private sector interests and indifference to what happens to the resources they have “taken” out of the community’s use.

2.2.6 Stakeholders’ Views

Stakeholders’ suggestions presented during the integrated communication initiative include:

- Clearly formulate and articulate procedures to permit individuals to set fires, prepare their farms, and enter into the forests; and set guidelines that clarify and ensure individual and community land-ownership.
- Educate farmers, hunters, loggers, headmen, beekeepers and school children on all issues related to fires, including how to deal with them when they break out and on alternatives to using fire to clear land and do other things.
- Involve religious groups to motivate people on the good and proper uses of fires and to discourage harmful belief-based practices associated with burning. Employ religious-focused “stewardship” messaging.

- Increase entrepreneurship skills to link natural resources (such as water, forests and wild animals) with daily human life. Help villagers to realize the importance of the resources of the forest and of operating in sustainable ways to be able to share directly in the benefits of renewable resources that are pro-actively well managed.
- Utilize local community radio stations that have a good signal. The most suited are: Sauti ya Injili, KILI FM, Radio Kwizera, and Radio Safina in the north and Radio Free Africa--RFA in the Lake Victoria region.
- Establish and communicate policies, legislations, and bylaws at all levels, based on wide participation in formulation and implementation.
- Reduce reliance on print media such as flyers, brochures and posters as these were not recommended by the villagers except for training purposes.
- Employ methodologies to create dialogue and meaningful, active partnerships between villagers, local authorities, and other groups that are dealing with environmental issues.
- Involve villagers (men, women and youth) to help them understand good uses of fire across their networks (children, neighbors, students, extended families and friends). Do this in the context of a broad overall participatory "process."
- Spell out the duties and responsibilities (vertical and horizontal) for all sectors to mainstream fire management issues in their day-to-day activities.

2.3 Channels of Delivery

2.3.1 Creating Active Dialogue vs. Disseminating Passive "Commercial" Messages

The key to the proposed strategy is to address a fundamental weakness in the adoption of consumer-oriented models designed to sell products. Previous communications initiatives around issues of wildfire management have tried to "sell" ideas or motivate "end users" to adopt new practices or to teach them or inform them of something. This was even as reasons for the "target audiences" to want to protect their forest resources have been declining. Rather than beginning by listening to the intended beneficiaries and learning what matters to them and identifying shared concerns and interests, "authority" figures from outside the communities have launched top-down campaigns. These campaigns have, for the most part, failed to engage the people for whom the messaging has been intended. The strategy proposed here is to develop the capacity of Community Engagement Teams (CETs)¹⁷ to work directly with all levels in communities (elders and children and youth, women and men at every economic stratum and of every occupation). The teams will draw on perspectives and local knowledge, and assist local people to articulate and disseminate their conceptions (and even their misconceptions) about how fires impact their environment and their lives. Opportunities will be created to share practical knowledge about how they dealt with wildfires in the past and hope to deal with the challenges wildfires pose today.

¹⁷ CETs will be drawn from young people with demonstrated interest in communications and willingness to explore new techniques/methodologies, Extension (Field) staff of government Ministries who have forest-related and community responsibilities (including agriculture, bee-keeping, environment, etc.), Tanzanian Forest Conservation Groups and other CSOs with interests in forestry matters with active field staff and producers from independent (indie) radio stations. LGAs may be also be included at a the later stage once communities identify issues that require their attention. The role of the CETs will be to facilitate as "community animators" and "enablers." Each CET may consist of 3-5 core individuals drawn from the groups referenced above. Others may participate as appropriate and when necessary, but having too large a core team would become unwieldy and counter-productive.

This is in essence a process of knowledge-aggregation. Opportunities and situations will be generated to empower and enable community people to contribute directly to the formulation of policies and the implementation of initiatives designed to bring about positive change in their communities related to this and other important issues. This will be by sharing their knowledge and changing attitudes with peers in other communities through appropriate communications channels.

The strategy emphasizes generation of debate and dialogue rather than promulgation of commercial style messages. In this process, listening is the first, essential step in helping people to reach new understanding, recognition and, it is anticipated, acceptance of creating ways to address the problems associated with wildfires. This model will engage local communities around the topic of forest wildfires and also provide opportunities to raise other important social issues. The issues might include elements that are critical for environment conservation such as gender empowerment, transparency, poverty reduction, mutual accountability and social delivery.

Radio programmes will be structured to entertain, inform, and educate and hence influence new responses to fire-related issues. A very significant plus for this kind of programming is the high degree of community-level interest it can stimulate as people hear themselves, their neighbours and others in their community, as well as peers from other communities within the listening range, talk about important issues that concern them all. Debate will not be dictated by programmers, though at times discussion may be directed to ensure a smooth and interesting flow and to allow opportunities for expert, informed or official input. From time to time, as appropriate, a community forum may be developed and broadcast which will make it possible to share voices amongst peer communities as well as opinions and ideas of policy makers and external specialists invited to make presentations. Community participants will participate fully in such fora, encouraged to ask questions and make comments of local relevance.

All programmes will become important sources of information on other options and ideas, such as the "FireWise" concept for example, to expand understanding of issues around wildfires and promote natural resources management in appropriate and acceptable ways that benefit all citizens. The radio producers with the CETs may also seek out local cultural elements to incorporate into the programmes – e.g. music and where possible humour; segments may be dedicated to women, youth or children – all designed to attract audiences and stimulate thought and engagement.

2.3.2 A Communication Mix

Both "interactional" and "mediated" approaches are important to the success of this *Integrated Fire Communication Strategy*. "Interactional communication" (modelling events, *in situ* training, interviews, forum, playback sessions, workshop, radio programming) will increase access to information and will allow voices of local people, including those of the most vulnerable groups such as women, elderly people, youth, children, and people with disabilities, to be heard and will encourage their active involvement in fire management at their local level. "Mediated communication" (TV, social media, podcast, cell phone audio, video documentaries, reports and print) will disseminate the information further. This mix of communications channels and tools will expand spheres of influence to include people who could otherwise not be reached. An objective of the strategy is to motivate policy-makers at the local level to start talking about (possibly crafting solutions to) issues raised at the community level with policy-makers at the central government level. As well, rural communities will share information on integrated fire initiatives, development concerns, and examples of community intervention through their social networks and to neighbouring villages.

During the strategy's implementation, it will be important to maintain a research component to document how information flows and is utilized among stakeholders as well as among unorganised communities. This data, collected and organized, will aid future initiatives to identify the most effective means of reaching different audiences potentially to spark nationwide discussions about what it means to manage and sustain natural resources.

3

3 Strategy to Implement Bottom Up Fire Communication

3.1 Introduction

This strategy is based on the experience of the Pilot Study undertaken in the Kigoma region between late August and early September 2012. This in turn was inspired by and based on the Fogo Process introduced above in footnote 11. The Pilot confirmed the validity of the approach which is founded on the principles of “bottom-up” development which demands listening to intended beneficiaries before making policies or taking any action or implementing any initiatives related to their development.

The experience in Kazuramimba was instructive. At the outset of the Pilot it was virtually impossible to find anyone in the village with any interest in the environment – or in fires and burning, which were looked on as just part of the annual round of life. Less than four months later, when the Pilot ended, there had been a dramatic turn-around:

- Village leaders together with residents from all sectors of the community had begun to work together and had produced a practical work plan¹⁸ to address a wide-range of needs including environmental education and ways to tackle issues related to fires; they identified specific activities and targets for each quarter;
- They had prioritized the need to clarify by-laws and licensing practices related to fire-setting and had begun to work with the District government to do that and begin to enforce regulations;
- The inactive Environment Committee had been revived to take on active initiatives;
- Discouraged fire-fighters whose attempts to launch a small programme to educate schools had been rebuffed, were re-launching it;
- Pastoralists who up to that time had been marginalized within the community were beginning to engage actively with their fellow-citizens;
- Other groups who seemed suspected to cause fire such beekeepers, hunters, loggers, charcoal makers began to engage in the good use of fires;
- School children and their teachers had launched initiatives to “green” their school yards and plant trees and plants;
- There was movement towards setting up a small tree nursery to supply the village;
- School children and young people had helped develop a calendar with interesting graphic imagery and observations about and ideas to address fire issues;
- Extension officers communicated knowledge needed by the community to address soil, social, and other related matters.

¹⁸ See the Village’s 2013 Community-based Fire Integrated management plan to address environmental and socioeconomic matters attached in Appendix 1.

- The District government responded positively to the approach from the community, and the District Executive Director and senior officials had enthusiastically joined in a community forum to discuss diverse issues and needs brought forward by representatives of all segments of the village. They committed to partner with the community;
- Prominent local NGOs working in diverse fields that included health care (especially HIV/AIDs), education for agriculturalists and pastoralists and financial training for women as well environmental initiatives (including fire management) also joined with District departments and agencies to promise to partner with the community to achieve its goals.

Based on this experience and the background of the *Fogo Process*, the following strategy is proposed.

3.2 Strategy to Engage Community, Local Authorities and Partners to Manage Fire

3.2.1 Involve Villagers, Local Authorities, and other Partners in Broad Discussions

Start with listening: Although listening is a critical part in any forms of communication routes, it is often underestimated. The community people are aware of the obstacles they face and the solutions they need. But in most case the community workers lose that window of opportunity by bringing to the community a ready-made package that brings short-lived results that the communities are unable to adopt as theirs and sustain. With the bottom-up approach on the other hand, interventions can have long-term effects and be sustained because they are based on stated community needs and demands. The strategy includes:

1. Identify and train Community Engagement Teams (CETs) in “process” techniques for utilizing communications tools in community development work. Communications tools per se – no matter how sophisticated or technologically advanced – do not “do” anything. The role of good community workers is critical. The CETs will be responsible for all aspects of working on the project in their respective regions. As community animators and catalysts, the CETs will, among other things, identify openings for dialogue through local structures and networks in place, create linkages and develop opportunities to incorporate outside and peer knowledge. They will also provide an opportunity for the voiceless community to raise their concerns through radio programs.
2. Identify and provide information sessions for key stakeholders with a responsibility or mandate to work on integrated fire management issues, to serve as a Consultative Committee/Group. Introduce them to the concept and solicit their cooperation. This support committee will be comprised of representatives from government departments and agencies and from civil society organizations that will be willing to partner with villagers and help sustain whatever development-oriented activities and programmes are begun as a result of this initiative.
3. Conduct baseline survey. This will be the initial engagement by the CET with the communities and the stakeholders. The purpose is to document initial attitudes and behaviours of villagers related to fire prevention and management and what stakeholders have done and are planning to do related to this issue. The gathering of data will provide the opportunity for the CET to get to know and to be known by the communities and the stakeholders. This will also provide part of the on-going training for the CETs in the context of in-village compartment and work. Some surveys may be traditional questionnaire-based while others may be conducted through recorded interviews (which in turn may provide initial content for radio programmes).
4. Identify initial interview subjects. As part of the baseline research the CETs will begin to identify potential interviewees and issues and themes on which to focus for programming. This will also be the opportunity for CETs to begin to formulate ideas for possible interventions and linkages.

Proceed with a “soft” approach: Observation around the Pilot project revealed that previous campaigns were less effective than anticipated in part because they adopted a “hard” approach, dominated by negative messaging and imagery – burning is bad, don’t do this, don’t do that, and so on. Unfortunately posters developed for previous campaigns also missed their mark not only because of their negativity but also because they conveyed unintended, contradictory or sometimes even wrong messages to those who saw them. With this in mind, the Pilot focused on positive and reinforcing engagement to empower village people to seize the initiative to address their development challenges:

1. *Launch radio programming and community playback initiatives.* Based on individuals/groups identified during the baseline surveys, interviews will be recorded on themes and subjects that interest those being interviewed. The topics will be fully driven by the interests and needs of the village people. The CETs will structure programmes around themes from the interviews.
2. The broadcasts may be carried on individual stations or across a network (as was the case with the Pilot on the Radio Kwizera network). Before they are broadcast, many of the programmes created will be brought back to the communities (especially during the early phases of the project) so that participants and other members of the community can hear them first and give their clearance for them to be put on the radio. In-community playback/listening sessions are not mere *pro forma* exercises; rather, they are integral to the process, “priming the pump” for discussion of issues. They provide interviewees with the opportunity to request deletions or changes to their own interviews – even to request new interviews to clarify points or introduce new ideas – and give other community members chances to suggest ways to improve the presentation and to suggest new programmes. This builds trust and creates “ownership” of programmes on the part of participants. It also ensures that programmes represented as emanating from communities are actually the communities’ programmes, not programming created by others that include community inputs. Also as part of playback session, participants will be encouraged to promote the radio programs by sending the text messages to other people in their network to inform them about the program and when it is being broadcasting.
3. *Identify environmental and development issues for further discussion.* Playback sessions will serve as catalysts for discussion of any and all issues brought forward in the programmes. Through these playback sessions specific development issues will be identified for deeper examination and extended discussion. Based on the experience of the Pilot, it is anticipated that these discussions will progress to thoughtful consideration of environmental issues such as what excessive burning that communities have come to think of as normal may actually be doing to the soil (thus impacting farmers), the forests (negatively impacting beekeepers, charcoal makers and those who rely on forests for medicines and other products), grasslands (which arguably is affecting the livelihood of pastoralists), water supplies (which can negatively affect everyone) and air quality (which can have a negative impact on health). Without imposing messages the CETs will promote any and all considerations of environmental issues at playback sessions and in follow-up with community residents.
4. *Encourage discussions and active engagement amongst community residents and between them and the village leaders.* As was the case in Kazuramimba there may be marginalized groups within communities (e.g. pastoralists, hunters, loggers, bee keepers having limited interaction with the rest of the community). The CETs will act as animators to promote dialogue to overcome any differences and help the marginalized groups enter into a more productive relationship with their fellow citizens. As was also seen in Kazuramimba, residents may believe (factually or not) that leaders are not performing as they should and could be. In many cases this may simply be due to misunderstanding or poor communications, but in some there may be something more fundamental that needs to be addressed. Evidence clearly shows that enhanced communication and active dialogue between those with different perspectives can often help all parties reach a consensual point of view and agree to work together to overcome misunderstandings and tackle challenges. This enhances intra-

community communication and increasing dialogue will be an important part of the CETs mandate. These activities may be seen as “internal interventions” – i.e. internal to the community.

5. *Encourage discussions and active engagement between community government and District and higher levels of government.* An interesting finding of the Pilot was that while village residents speculated about lack of by-laws and inequitable application of regulations, village leaders explained through their interviews about the lack of urgency and response from the District level to which they had already sent their proposed bylaw draft. By bringing these concerns on audio tape to district officials (including the highest – the DED) who proved willing to “buy into” the process and listen and respond, impressive progress was made through commitments to get bylaws through the system and confirming that village government has the right to enforce regulations for forest management. Using communications tools in this way to bridge gaps between levels of government is another important aspect of the process. In the Pilot this helped solve problems that were impeding development and accelerated bureaucratic procedures and promoted better understanding on all sides. This typifies what can be achieved through “external interventions” – such as between different levels of government; the same principles can be applied to facilitate or improve dialogue between local communities and NGOs and even with private sector interests.

3.2.2 Broaden Stakeholders’ Knowledge on Fires Impacts on People and Environment

1. *Identify knowledge/skills sets needed by the community people.* Through the interviews with village people, knowledge and skill sets will be identified to support villages’ development needs. The CETs will work with villagers and their leaders to develop plans to engage partners (stakeholders) to collaborate on programmes and activities to develop capacities and address their actual development priorities.
2. *Identify knowledge and other support resources needed to provide education to meet the knowledge/skill sets identified by the community people.* This is the corollary of the preceding (#1). Working with and on behalf of the communities, the CETs will identify knowledge/support resources and bring them to the table – either directly (in the case of government departments/agencies or NGOs working in the region or in close proximity) or indirectly (through appropriate media) for content specialists working at institutions or agencies afar.
3. *Identify and engage with peer-groups to share knowledge.* Peer-to-peer knowledge sharing has been demonstrated to be very effective – for example with farmers showing farmers new techniques. Often these are implemented via first person visits, but media such as radio and particularly video are also effective means of facilitating peer-to-peer sharing. Sometimes, as was the case in Kazuramimba, villagers themselves identify other villages from which they think they can learn new things. In others, partners and stakeholders will help identify appropriate sources of knowledge for sharing. Closely associated with this is the identification and sharing of indigenous and traditional knowledge.
4. *Disseminate knowledge and understanding through radio programming.* An important feature of the strategy is to utilize the audio programmes assembled as catalysts for change in communities and between communities and outside elements on which they depend or with which they must interrelate in some way. Equally important will be the broadcast element. While raw material (interviews) may be gathered in one or a few communities, most of the themes addressed are relevant in other communities. Thus messaging, information, cultural content, entertainment that “speaks” to the source communities will be well received in many others. Moreover programmes will

encourage responses from all listeners and it is anticipated that there will be a positive ripple effect that will foster inter-community interaction.¹⁹

5. *Encourage group listening to radio programme in affinity groups and neighbourhoods.* Such group experiences provide valuable opportunities for discussion of important issues, to build consensus and articulate communal approaches to challenges. The CETs will encourage this type of activity and help coordinate them and subsequent interactions between the listening groups to build broad community consensus to address development challenges.
6. *Explore the potential of social media* to involve village people in promoting the radio programme to their networks and engage with peer groups and stakeholders about development issues, including the environment and fire use, misuse and management. Development work should provide opportunities for methodologies to evolve. This is particularly true for communications for development, as communications technologies are in constant flux. There was only sufficient time in the Pilot project to explore the potential of social media tools by encourage Kazuramimba residents to text their contacts to tell them about the programmes. The strategy for a more comprehensive project must acknowledge the explosion of new technologies and create space within which to investigate, try and document their potential for practical application. There are many possibilities; for example: build on the capacity to utilize cellphones for call-in programmes dealing with substantive issues; explore how new digital tools (cell-phone, iPad and others) can be coopted for development purposes.

This raises another very important point. Projects that incorporate community development approaches must build in opportunities to fail. Those initiating projects and planning for them must accept that not everything can be plotted and planned to the extent required to satisfy the demands of logical framework analyses. Some things simply cannot be plotted and expected to run with precision when dealing with initiatives that are founded on bottom-up participation. In a process that holds true to its underlying philosophy there will always be unpredictability once the voices of the intended beneficiaries are heard. What they will say may not always be what planners anticipate or think is needed. The approach being recommended is, after all, founded on responsiveness to priorities, needs and wishes of the intended beneficiaries.

It is possible to confirm from the Pilot that there is a high level of acceptance of using new technologies – especially with youth (especially male). This should be harnessed (and broadened to other segments of the population) to become a potent tool that extends the reach of programmes and brings into the programming contributions from peers, from officials, from civil society stakeholders and new inputs such as visual. The strategy recommends that serious attention be paid to finding ways to utilize the new technologies to enrich and to consolidate and extend the objectives of the project.

¹⁹ *Experience from a Canadian-supported initiative "Voices from the Coast" produced through UDSM's School of Journalism and Mass Communications (SJMC) demonstrated that once "voices" from one community are heard by other communities, the latter seek equal opportunity to be heard. In the case of the "Voices from the Coast" project, no sooner were the voices from fishing communities in the Kilwa region broadcast than requests for "equal access" came from Tanga and Zanzibar fishing communities. This same desire to be part of a public dialogue is seen wherever the opportunities are provided. The longest-running radio programme in North America ("The Broadcast" from CBC Newfoundland studios) is built on the principle of providing community-level people (in this case often fisher-people) the opportunity to be heard regularly; often government spokespeople respond, sometimes during hour-long call-in programmes. The "talk show" format is widespread in many countries. While the format is often abused, well-run, principled programmes provide opportunities for serious discussion of public policy; the fact that their spokespeople often respond (sometimes within minutes of a critical or questioning call) suggests governments often closely monitor many of the more serious programmes.*

3.2.3 Strengthen Communities and their Partners' Actions related to Natural Resources and Environment

1. *Develop action plans.* Work with village leaders and other groups and organizations in the villages (such as the environment committee, fire crews, schools, religious leaders, pastoralists, agriculturalist, hunters, loggers, beekeeper) to build consensus and formulate strategy and action plans to address fire-related challenges and broader development needs. The CETs will work as requested and required with all groups, utilizing whatever communications tools are available (e.g. recorded material, cell-phones, appropriate print materials and the like) to help animate discussion, build confidence, respond to requests for information/knowledge and create links to peer and other resources.
2. *Organize forum type meetings between authorities, other external stakeholders and the villagers.* The Pilot project demonstrated the importance of such face-to-face meetings. The key to success is to structure the engagement to promote direct discussion on a level playing field, avoiding elaborate top-down presentations or speeches from visiting dignitaries. At the Kazuramimba forum that concluded the Pilot project senior District level officials, including the DED, along with senior officials of key NGOs came to the village, listened and responded and confirmed their willingness to partner with the community in progressing the plans that the villagers and their leaders had worked out in advance. This forum demonstrated that with proper preparation at the village level (see point #1, preceding) and with government and civil society officials who are willing to listen and cooperate, productive engagement is achievable and can produce positive results for all parties involved. Although such forums may focus on a particular community, they provide local authorities with the opportunity to speak to other communities in the district/region because the issues being addressed are the public issues that matter to other communities. Residents in the particular community in which a forum is being held will also likely invite their friends, families, and others from neighboring villages.
3. *Organize environment-modeling events for the entire village to expand knowledge.* Obviously in large villages it would be unrealistic to draw everyone into the process from the beginning. The key is to develop core groups of committed people who recognize the value of taking initiatives to build a better community – environmentally and every other way. True development is not something that can be imposed from outside. It must evolve within the communities and there must be ever-expanding “buy in” if it is to be sustained. Failure to achieve this has weakened many development initiatives; this is what the “bottom-up” approach of this strategy seeks to cultivate. Thus the CETs collaborating with stakeholders will help those groups, individuals and leaders create opportunities to demonstrate effective environmental stewardship through modeling events and activities. These may include activities such as establishing a small tree nursery, organizing clean-up days, working with schools to develop green spaces to replace dirt areas, or showing how to build a fire-break and helping neighbours understand why these are important and how they can help reduce fire risks.
4. *Involve the community in appropriate branding exercises.* The Pilot project provided an opportunity to demonstrate in a small way how community people – as young as school children – can participate creatively in developing materials (content) to promote good fire usage and fire management. It is important to recognize that there resides talent and capacity within many Tanzanian communities that goes untapped. Talent that may be more effective in presenting culturally-relevant messaging than what is usually developed outside and imposed from the top down. As they work with communities, the CETs will identify and encourage those who are interested and have creative skills and in concert with groups in the community and their development partners devise ways to utilize this to promote development ideas.
5. *Engage neighbouring villages in planning and implementing actions to address environmental and fire-related concerns.* While the focus may be on one or two or a few localities for initial interviews and programme creation, as a pebble in a pond creates expanding ripples so too will participation radiate out from the centre to engage nearby (and not so nearby) villages. There is a considerable body of

experience that shows that in a project that has some medium-to-long-term duration (rather than the short-term life of a Pilot) once radio programmes begin to be heard, other communities “want in on the action” and will approach broadcasters to visit their communities and include their voices as well. In a full project CETs, partners and stakeholders at all levels will develop strategies that encourage such expansion and participation. Thus other communities will bring their ideas and examples to share and this will benefit all participants. Once started, such a process can be self-perpetuating, and accepting this and planning for it must be part of the overall project strategy.

6. *Consider the possibilities of including video and TV.* As well as experimenting with and employing social media as outlined above, consideration should be given to whether video can be included both for community process work as well as to bring inputs such as peer-to-peer learning, demonstrations of practices from other areas, and information from specialists in particular fields. Areas of interest may include agriculture, forest use, new approaches to using fire, techniques for working with bees that may not require fire, proper tending of fires when set for legitimate reasons among others. The Fogo Process began with film, shifting to video as new technologies introduced portable, less costly equipment. The title of a film made about a small project in India titled “Eyes See, Ears Hear” highlights the added value the visual component can bring to communications initiatives for segments of the population that have low literacy levels. While the cost of equipment and the need for professionals to operate it are often given as reasons not to consider video, and while the Pilot project has proven that the oral/aural component alone can be effective, the Project should allow for opportunities to explore the possibilities of utilizing cell-phone and tablet recording capabilities for gathering and assembling images for display. This could be through current but also emerging projection systems such as possibly utilizing the ultra-small Pico devices now in development).

The application of communications in development has lagged well behind the exploitation of new technologies for commercial purposes. This project could provide the opportunity to re-launch practical *in-situ* R&D on communications to serve the objectives of community engagement to reduce burning and engage with and involve the marginalized and disenfranchised in designing and implementing their own development.

3.2.1 Increase the Taking of “Ownership” of their Development and Environment Initiatives including Fire Management by the Community

1. *Empower communities, local authorities and stakeholders* to drive forward initiatives to strengthen fire-management, discourage destructive burning practices and to implement and manage development initiatives of all kinds. Implementation of a process through techniques outlined above can motivate and empower local communities to become “masters of their own destinies.” Some current approaches to development drain the initiative of intended beneficiary and extend dependency. A process that begins by listening to those for whom the development is intended and responds positively to their actual needs (rather than those perceived by outsiders) and helps them begin to build skills and capacities to work in partnership with authorities and stakeholder/partners to meet the challenges and achieve realistic objectives, presages a much brighter future. The experience of the Pilot project suggests that this can be an effective approach. How all parties (villagers, local leaders, district authorities and civil society organizations) responded gave considerable encouragement to proceed with an expanded full project based on the methodology.
2. Much more needs to be done to refine the approach, and the follow through in the Kigoma region by all partners will be important to monitor. What was remarkable to see was how given the opportunity, even within such a short time, a critical mass of villagers and leaders coalesced around issues that were important to them and began to work towards solutions through building positive

working relationships and partnerships with District authorities and key NGOs with knowledge and experience to help them.

3. *Develop strong CETs to play supportive roles.* It is critical to build mature firmly grounded Community Engagement Teams or have in place strong community workers. While these “Field Workers” do not “do” the work, they are catalysts – initiating the methodology at the outset (but knowing when to draw back and let the villagers carry it forward). While a CET may start another work in the new community they continue providing motivation to previous community. The CETs help build confidence amongst all levels in communities – from the youngest to the oldest, with different segments (e.g. agriculturalists and pastoralists) and with those most often marginalized: women, children and youth and the disabled or handicapped. They promote inclusivity and reject exclusion. They identify links both within the community and between the community and outside organizations, agencies or authorities. They connect with external knowledge resources and bring them into the process. They can experiment with the use of communications technologies to expand the possibilities and utilize them to achieve the development objectives.
4. *Draw other public media (radio, TV, print) into the process.* The potential role traditional media can play in rural development is often been under-rated. In the case of the Pilot project, journalists surveyed at the outset of the project admitted that they seldom (if ever) covered issues surrounding wildfires, burning practices or any aspect of fire management. What “reporting” they did extended only to coverage of events, and then only focused on speeches by dignitaries or descriptions of the organizations involved. The inclusion of local reporters in the final Pilot forum was a significant breakthrough that should be encouraged and followed up. At that session they were urged to pay attention to the commitments that had been made and to monitor progress – not only to inform the public about what was a bold new experience, but also to keep some pressure on all partners to perform as they had promised to do.
5. *Determine development priorities and communicate these to policy-makers.* This will be an important element in a full project (it was not possible to move to this stage in the limited-time of the Pilot). As the process unfolds as outlined above and the partners work through solution to fire-related and other environmental issues, as well as broader development concerns, their collaboration will lead to deeper understanding of policy requirements. Since these are largely set at the national level, the District authorities will likely be best-positioned to develop links with the appropriate departments and ministries so that input from the community levels can be heard and considered by those who set policies that impact development and environment in communities throughout the nation.

It all begins with listening, which is at the core of this strategy. The strategy is one of facilitation so that the voices from the lowest levels of society can be heard at the highest. So that their real needs can inform policy-making and decision-taking that will flow down from the top after full consideration has been given to what the voices from the bottom have to say. The process can be a catalyst to empower ordinary people to propel their own development. It is intended to help them take more control over their development and to help the nation’s leaders be more responsive to citizens’ needs. This can make an important contribution to better governance, transparency and accountability even as it improves the quality of life for those who have for too long been left out of the growing prosperity of the nation. By raising awareness of the effects of wildfires and uncontrolled (often unnecessary) burning, the process can help mitigate the impact on the environment and lead to better stewardship of forests and grasslands through heightened awareness and resultant action taken to improve fire management. This in turn will improve air quality and assuage negative impacts on climate due to excessive burning. It is important to note that the elements outlined above underlie the mental process that captures the interaction of events rather than strictly defining a wet sequence of events. For events may run concurrently or overlap, and different elements and requirements may emerge as a result of being responsive to the requirements and requests of the

communities. A process of this nature must be designed to be flexible enough to accommodate the real needs of the communities involved.

4

4 Implementation, Monitoring, Evaluation, Risk Mitigation, Sustainability and Costing

4.1 Introduction

Implementation, monitoring and evaluation will be critical for the success of the Integrated Fire Management Communication Strategy. This section highlights institutional arrangements, timing and sequences, and a guide for monitoring, evaluation, mitigating the risk, sustainability and costing.

4.2 Institutional Arrangements

Effective implementation of this strategy will require high levels of involvement on the part of both community and local government. The modalities will focus on the likelihood of achieving programme outcomes while enhancing national ownership and sustainability as well as strengthening capabilities of both public and private sectors.

A Fire Communication Strategy could be implemented under the following institutional arrangements:

- 1) The National Task Force (NTF) inter-ministerial body will oversee the coordination of the project on behalf of the government to ensure that the strategy is implemented according to the plan as expected. Based on quarterly and annual reports, NTF members will track the development of the strategy and make necessary adjustment. The NTF will also provide a platform through which the Districts hosting the project will channel lessons learned or key messages to policy-makers (MDAs and Parliament).
- 2) Community Engagement Teams (CETs) will implement the strategy in the rural areas under the supervision of *Fogo Process* specialists. Each CET will include 2 to 5 individuals - one of whom will be the primary community-worker who will provide content focus and continuity of contact; a second will be a radio/media producer who will be responsible for producing the radio programmes. Other team members may work less regularly in the community, but will be available to provide support according to their skills, experience and interest.
- 3) Just as team composition may vary from zone to zone, so may the approach in response to local needs; but common responsibilities will include:
 - a) Animating and mobilising communities - ZEPO will link and establish a mutual relationship between the LGAs and communities.
 - b) Using radio to engage villagers and LGAs in creating community-based programmes that empower villagers to voice their concerns and Local Authorities, CSOs and content specialists to provide responses. The CETs and radio stations will follow up to ensure the commitments made by both community people and local authorities are fulfilled.
- 4) The CETs will work with the Consultative Committee that will be composed of people from Civil Societies Organisations (such as CBO, FBOs, CSOs) and district officers who will monitor and make necessary adjustments according to the experiences of the operation.
- 5) It is recommended that (a) senior consultant(s) that specialize(s) in communication for development, especially participatory communication should oversee the communications initiatives to ensure integrity of community engagement – to train, monitor and provide on-going motivation and incentive

for the CETs to implement a bottom-up model that is relatively new in East Africa. Amongst other responsibilities the senior consultant will liaise with other partners such as Tanzania Commission for Science and Technology (COSTECH) and mobile phone companies to integrate new technologies and their applications into the strategy. Another important responsibility will be to involve media journalists and producers to help disseminate both campaign content and information about the campaign and the methodology throughout the entire region. The overseeing senior consultant will also be responsible for working closely with monitors and coordinating quarterly and annual reporting on behalf of National Task Force and project partners.

- 6) Development Partners. The primary and lead sponsor for this initiative has been the FAO. The Government and Development Partner will determine the financial/procurement requirements as will be defined in a Memorandum of Understanding. The Development Partner will also provide capacity development, particularly in the content area, as required to support implementation. Other partners who have interest in community work such as UNDP, UNESCO, UNICEF, UN Women, GiZ, WWF and various foundations may be interested in providing support for appropriate fire-management or related community initiatives and opportunities that will emerge during the campaign.

4.3 Timing and Sequencing

The timeframe recommended for implementation of this strategy is between three to five years. The first stage of implementation will ideally continue at least for one year following the pilot trial and demonstration that was undertaken in the community of Kazuramimba in Kigoma District. It is recommended that while continuing with the work that has already started in Kazuramimba, to launch the full project, another community within a neighboring district should be selected to build on the experiences initiated in the Pilot project. Significant amendments and adjustments were made to the strategy, based on the experience of and information gathered during the Pilot. Before beginning to work in new areas, formative surveys must be conducted to ensure that the strategy lines up with the cultural and geographic context of those areas.

Following on from the success of the pilot, it is recommended that a two-year initiative be run in “key point” communities in regions where fire problems are most serious; those suggested are Kigoma, Rukwa, Ruvuma, Lindi or Tabora. Some of the radio programmes and other materials created during the pilot are appropriate for utilization in these communities. New content generated within the key point regions will be available to be disseminated to and utilized in other areas in southern, central, and western regions as well as to Kazuramimba, the center for the Pilot. After the two years of concentrating on the key points regions, the strategy will be launched nationwide particularly in the northern, coastal and Lake Victoria zonal regions with the primary focus on districts that are prone to wildfires. As the strategy is rolled out, initiatives will be developed to ensure that nationwide attention is paid to the central issues. While high-recognition people (senior government officials, politicians, and celebrities) may be recruited to endorse and promote the initiative, the focus will be to engage Tanzanians from the bottom up through utilization of all appropriate communications technologies (TV, social media, podcasts, and video).

Specific major regional phases and activities for this strategy will be scheduled for times that are best suited to the stakeholder/participants – especially those at the grassroots who are the intended beneficiaries. For example, during the cultivating and harvesting time there will be fewer opportunities to engage farmers; but this time may be appropriate for work with people in other sectors. According to village participants in the Pilot project area, awareness/engagement programs should take place from January through May so that everyone can prepare for the season when wildfires are normally at their

peak. Forums and environment modeling events will be conducted from June to December to motivate community people to apply preventive techniques – i.e. to take action to prevent fires.

Rather than setting fixed time-frames for work for any given community, the appropriate amounts of time will be determined in consultation with community leaders and representatives of the various sectors (agriculture, etc.) with consideration for the themes and issues being addressed. Each year, a working calendar will detail a schedule of activities for the year ahead, together with activity tracking mechanisms to ensure accountability. As indicated above, short or long-term goals will also be a factor in determining how activities will be sequenced. For example, activities aimed primarily at initiating broad stakeholder participation and awareness creation must take place at the beginning of each new phase to kick-start the process in as short a time as possible. Other activities – such as organizing a forum – will commence later to continue to build long term sustainable objectives.

4.4 Implementation Process

The following should not be seen as a fixed sequence of events or a set roadmap for implementation of the strategy in every region. Rather these are typical components of a communications supported participatory process:

- 1) The obvious entry point is to identify and train the CETs. Special emphasis will be placed on their role as enablers, which requires learning practices and techniques to build trust with community people.
- 2) Non-intrusive content-collection – both aural (e.g. interviews, meetings, songs, children playing games, etc.) and visual (a potentially powerful component may be the use of images as well as sound for dissemination on media such as cell phones).
- 3) Creation of 'play back sessions' to engage community members and enable them hear what is being said, share video or sound recorded in their cellphones with other people – first in their own communities and then through their broader networks. Recording and playback will continue until the CET and project management feel it will be appropriate to move to (an)other community(ies). Within a week or so of beginning to work in any community, the radio producer should have begun to assemble material that can begin to be broadcast over the local indie radio station.
- 4) A strong way to launching radio programming of this kind is to begin with interviews of villagers on past practices in their community, encouraging them to recount experiences with respect to forests. This can provide a base on which to build, following up by challenging interview subjects to discuss how things have changed and to describe what they see as possible ways to begin to introduce change – especially to youth and others who no longer seem to respect forest resources.
- 5) Facilitation of dialogue between community people, policy-makers and experts over forestry-related and other relevant issues. Hearing themselves present their viewpoints on the air will build self-confidence amongst villagers. Peers in other communities, hearing viewpoints similar to their own given on-air respect and prestige may be encouraged to consider (or re-consider) their own attitudes towards forest resources and how their communities are impacted by and deal with wildfires. Radio, well-produced and highly focused, can play a vital role in stimulating thought, discussion and positive response throughout a region. It is anticipated that as residents of other communities within the broadcast range begin to hear issues discussed by peers they may begin to participate actively in programming through call-ins or perhaps request the indie stations to open up opportunities for them to speak out and have their views heard.
- 6) Periodical production of "forum" type programmes focused around one or more of the major fire-related themes or other natural resource related issues that are of broad interest in the zone. Each forum (approximately two hours in length) will be hosted in a selected village and will bring together

residents of other communities, along with specialists, teachers, school children, officials and politicians. This will result in further expanding discussion and stimulating debate and positive actions to address the issues.

- 7) Radio producers may prepare special themed programmes on related topics which may be shared across regions – creating the opportunity to build a national dialogue around issues related to preventing and managing wildfires and managing forest and other natural resources.
- 8) Experimenting with utilization of mixed media by building on and exploiting rapidly expanding digital technologies to supplement the base radio programming. Opportunities will also be sought to develop regional and national TV programming and to expand the outreach through podcasts, and social media.

4.5 Monitoring and Evaluation

Monitoring and evaluation (M&E) is a critical and indispensable function of the communication strategy. Evaluation will track success in three long-term target objectives: a) raising awareness of the dangers of wildfires, and knowledge and skills related to fire prevention; b) mindset change toward adaptability of effective fire management practices to reduce wildfires and conserve the environment; and c) citizen engagement and participation in dialogue with policy-makers on integrated fire management-related issues. The integrated-fire management communication strategy is an outcome-based strategy, hence its monitoring and evaluation should include; stakeholder and beneficiary awareness, attitudes, and actions as well as cost effectiveness.

It will be important to undertake well-planned but quickly delivered base-line studies in selected regions to determine the extent of awareness and knowledge related to (a) what changes take place during the project; and (b) citizen engagement and participation in dialogue with decision and policy-makers. There will be a continuous assessment to confirm that it is nil and then to assess the strategy's successful implementation in this regard.

The Communication Logical Framework Matrix in **Table 2: Interlocking Logic Framework** in Appendix 2: Logical Frameworks Matrices demonstrates various indicators that will measure the effectiveness of each outcome. In the beginning of the implementation process the government and Development Partners will approve the mechanism proposed by the communication agency in which monitoring, evaluation and feedback will be collected. Documentation and reporting and tracking outputs and performance will be established by the agent(s) selected to provide technical support to the implementation.

Based on the measurables required, a database will be created and all reports will be posted online so that not only head office but all stakeholders can track and compile reports on a weekly basis.

The ultimate goal of the assessment will not only be to collect people's ideas about what is happening but also to identify evidence of tangible change. One key example would be if there is evidence that the villagers have become more interested in wildfire and other environmental issues at the conclusion of the intervention than they had been at the beginning. Therefore, to determine if change has occurred, the evaluation process will begin by identifying key issues and asking individuals or focus groups to assess how they think things have evolved during the intervention and whether or not they have detected any noticeable change (however slight) in attitude, spirit, interest, and willingness to talk about fires or environment-related issues on the part of village people. The evaluation will concentrate on what (if any) changes have been seen and will include observations that suggest any changes that might have occurred.

CETs will lead monthly regional sessions to review the past month's performance, consider what has been learned, discuss strategies for the next month and identify opportunities to share programming between regions. Media production crews will hold regular review and planning meetings to address technical and production issues. As part of the on-going community-based discussion and interviewing sessions the CETs (including the media production members) will be in constant touch with residents of the communities and their leaders.

The NTF will hold quarterly meetings to discuss the progress of the project. Immediately following this meeting, a quarterly report will be sent to all stakeholders including the board members, donors, and government agencies. Thus all levels from those working in the most remote areas to those working at the national level will be able to participate actively in implementation and monitoring the trends and results of the project and will be able to contribute to on-going improvements. Tracking records, as indicated in the verifiable indicators in the Appendix 2: Logical Frameworks Matrices, will be supported by documentation of each station's experience and the evidence, successful stories, and views of the people, community leaders, the CSOs, LGAs, government and all other participants.

Annual, mid-term and final reviews will include participatory evaluations of all aspects of the effectiveness of the program, comparing expected and actual outputs and outcomes. It is recommended that an independent consulting firm be hired to conduct the final evaluation in line with verifiable indicators.

A participatory monitoring and evaluation approach will be used to involve all groups for whom the communication strategy is intended in order to make it possible for stakeholders to reflect upon their own experiences. For example, validation workshops, national and regional consultations, and surveys on public views should be organized to stimulate debate among and gather opinion, comments, views, and suggestions from key partners and the general public. All feedback will contribute evidence-based information necessary for policy makers to make smart and timely decisions regarding the effective use of resources available or make changes in policies for better environment conservation.

The effectiveness of monitoring and evaluation will be regulated by the provision of funding to ensure the best collection and analysis of data and as well as the effective distribution of and consultation on the results.

4.6 Mitigating Risks

Some challenges that may hinder the effectiveness of the strategy include:

- 1) Communities may not respond positively to or adopt new methods of preventing fires and establishing bylaws;
- 2) Experts, local authorities, policy makers and donors may be unwilling to listen to and may be unresponsive to community needs and ideas;
- 3) Programmes may not be implemented in ways that support community values and consequently does not open opportunities to discuss issues.
- 4) New technologies may not be adaptable or adapted.

The following steps (not exhaustive) will be applied to mitigate these possible risks:

- Providing radio exposure throughout the process will enable community people to hear themselves and their peers speak on radio. Experience demonstrates that people in communities generally respond well to opportunities such as this, and engage actively to solve problems and seek new information that is of benefit to them. For some especially young people, engagement through social media may offer a greater level of comfort and promote still higher involvement.
- Creating environments of “comfort” best suited to the people, whatever the technology. Opportunities must be provided for “trial and error” – especially at the beginning – until what works best for the people and suitable ways to work with the available technologies are identified and consolidated. The study done by International Development Research Centre (IDRC) in Kenya, Uganda, South Africa and Senegal confirmed that villagers do not give up on technology but are eager to learn and tell others about it.
- In the case of radio, it will be important to help producers develop capacity and skills to ensure that all on-air guests including power-holders are put at ease.
- Producers will be trained to help experts, officials, politicians – all who participate – “present” clearly, keep focused on relevant issues and content that the community people want to know about and not stray into political rhetoric, official and meaningless utterances or technical complexity. It is also important to ensure that nobody is embarrassed.
- Where there is criticism, it must remain fair, impersonal and positive. The goal is not to create confrontation but to promote dialogue and seek solutions that will benefit everyone involved in regard to fire and resources management.

4.7 Sustainability

It is important that from the outset and throughout the process of implementing the Fire Communications Strategy, attention is paid to sustainability of the tasks, roles and responsibilities. This will be achieved through a combination of improving capacity, introducing new skill sets, creating demand for communications on Fire Management and engaging government officials to enhance their understanding, skill and comfort levels with the fire communications processes. At the end of the formal project, participating radio stations will have staff with new and improved skill-sets and experience as well as heightened audience demand for the continuation of similar activities or other types of programming in pursuit of the same goals of deepening community participation. It is anticipated that through their participation in the project, radio stations will build larger audiences and increased levels of trust and identification on the part of the communities in their listening areas. All of these elements are crucial for the survival of community-focused radio. One long-term goal is that participating radio stations gain acceptance by power-holders and the public, creating the demand on the part of all development stakeholders to partner with media to strengthen development initiatives in local areas through enhanced engagement with local populations. Decision-makers will also be encouraged to become more involved within the media and policy research bodies in order to sustain the impact of the project beyond its completion. The multi-stakeholder approach of the project, the lesson-learning and participation at communal, regional, and national levels is intended to spark an era of participatory communication that will change the traditional role of media, with interactive communication potentially becoming a future model for forestry management and development in general in Tanzania.

It is also anticipated that with new skill-sets and experience radio stations will be able to market services and air-time to government and donor-supported projects of all kinds. Through their participation in the project they will acquire capacities to integrate “new media” into their production. Some may expand their

programming to new formats and onto new technological platforms. All this should increase the potential to build new and stronger sponsorship bases that in turn will help sustain them. As well participants from LGAs and CSOs with new skills in utilizing, and with understanding of, the bottom-up/listening paradigm and the use of social media for development will be able to bring to environment conservation initiatives of all kinds based on the culture of responsiveness. This should be very attractive to funding agencies and donors supporting development to advance Tanzania towards its climate change goals. Through participation in the process communities will be equipped to take charge of their development with new confidence so that they can see themselves as the architects of change. Village people will be encouraged and motivated and learn how to formulate plans of actions, to identify and recruit partners to work with, and to lead the implementation of their community's process. By the end of the project, communities will have developed a culture of owning environment conservation including fire management.

4.8 Costing the Strategy

The budget for the Integrated Fire Management Communication Strategy includes the following components:

- Training and capacity building;
- Coordination and outsourcing costs;
- Basic production equipment (sound recorder, computers, video camera, projector etc);
- Learning workshop on evaluation report-planning for second phase
- Formative surveys;
- Pre-engagement with the districts (base-line data collection);
- Informative survey (mid-term evaluation);
- Awareness conferences, workshops, meetings, and seminars for regional and national stakeholders and the supporting donor community;
- Information dissemination (website, newsletters, etc);
- Radio programming, including participatory engagement of stakeholders, forums, and special radio programmes;
- Producing Public Service Announcements (PSAs) for branding;
- Exploration of a wide range of media technology (TV, social media, and podcast);
- Developing specific messages for campaign translation, adaptation, printing, and dissemination;
- Collecting and publishing local knowledge;
- Monitoring, collecting feedback and disseminating key findings and policy messages;
- National surveys on impact assessment on fire management (final evaluation);
- Production of documentary video with distribution costs (print, radio, television, DVDs online, etc);
- Reports and publications;
- Compensation, benefits of and operating expenses for CETs.

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Appendix One: Example of CBFiM Plan at Village Level

2013 Kazuramimba (Kigoma) CBFiM Plan

TIME	ACTIVITIES	RESPONSIBLE AGENT
January-March	<ul style="list-style-type: none"> · Demarcate all areas identified in the Proper Land Management Plan · Village Council discusses and approves traditional title deed · Present traditional title deed request to District Executive Director (DED) · Educate pastoralists & agriculturalists about proper land use · Educate villagers on proper use of fires · Mobilize general cleaning around the homes · Inspection of water sources and forests · Slash grasses around the villages and homes · Introduce "Ubhumwe" - day of solidarity to villagers · Responsible committees work on Home Based Care, and most vulnerable children matters · Contact partners (JIG, ICAP, and District) on their commitments. · Educate village council and related committees on bylaws. 	Village Council, Religious leaders, Environment committee, leaders of Sub-villages, Village, Fire Crews, the Office of District Executive Office, District Officers (land planning, Corporates and Association)
April-June	<ul style="list-style-type: none"> • Prepare nursery trees • Educate the villagers on environment bylaws • Organize day of solidarity "Ubhumwe" to make firebreaks around the forests • Meet different groups (pastoralists, hunters, loggers, charcoal makers, lime makers, grass sellers etc.) • Work on pastoralist issues by doing the following <ul style="list-style-type: none"> • Mobilize them to form pastoralists' association; • Conduct animal (cattle) censuses • Plant grasses in the areas allocated for pastoralists • Contact extension officer for • Day of "Ubhumwe" to collect materials for Health Center Constructions 	Village Council, Religious leaders, Environment committee, leaders of Sub-villages, Village, Fire Crews, the Office of District Executive Office, District Officers (land planning, forestry, natural resources), NGOs (CAP, JGI)
July-September	<p>a) Mobilize agriculturists to form their association and establish food warehouses.</p> <p>b) Organize training on environment and life in general as</p>	Village Council, Religious leaders, Environment

	<p>follows:</p> <ul style="list-style-type: none"> • economic empowerment -- alternative income generation <p>activities that are conducive to environment</p> <ul style="list-style-type: none"> • HIV and AIDs and family planning education • Alternative energy • Gender empowerment 	<p>committee, leaders of Sub-villages, Village, Fire Crews, the Office of District Executive Office, District Officers (agriculture, Women, Community Development, Youth, NGO ICAP, JGI)</p>
<p>October-December</p>	<p>a) Educate villagers on tree planting and benefits attached b) Motivate villagers to plant trees, flowers, and grasses around their houses. c) Evaluation and work on 2014 plan</p>	<p>Village Council, Religious leaders, Environment committee, leaders of Sub-villages, Village, Fire Crews, DED's office</p>

Appendix 2: Logical Frameworks Matrices

Table 1: Logical Framework Matrix

Tanzanians at all levels engaged effectively in Integrated Fire Management to Protect human life, improve livelihoods and Conserve the Environment			
Objectives	Objectively verifiable indicators	Means of Verification	Assumptions
Involve villagers, local authorities, and other partners in broad discussions on environmental issues that concern them like wildfires and socioeconomic issues	CETs selected and a description how they were engaged	Quarterly and annual reports	Programme implemented in ways that support community values and open opportunities to discuss issues. Adaptability of new technology and acceptance by communities. Experts, local authorities and policy makers are willing to listen to and respond to community needs.
	Consultative Committee members identified and their levels of engagements	Baseline survey reports	
	Specific themes and subjects identified		
	Interviews recorded, edited, utilized in communities and programmes broadcast		
	What development issues have been identified and have been or are being addressed – with description of how.		
	Outcomes of discussions with minority groups		
	Number and outcomes of discussions between villagers and local authorities and NGOs		
Broaden stakeholder’s knowledge on how fire impacts people, the environment and natural	Type of needed skills-sets identified	Quarterly and annual reports	Programme implemented in ways that support community values and open opportunities to discuss issues. Adaptability of new technology and acceptance
	Identification of knowledge resources	Progress reports	
	Number of peer-groups identified and outcomes of their engagement		

resources, especially at the community level.	Number of audio modules produced and utilized and radio programmes aired. Documentation of topics covered and responses		by communities. Experts, local authorities and policy makers are willing to listen to and respond to community needs.
	Total number of participants participating in listening-discussion activities		
	Documentation of how social media are being used		

Strengthen communities and their partners' actions related to the environment and natural resources,.	Groups involved in developing action plans and content of action plan	Quarterly and annual reports	Programme implemented in ways that support community values and open opportunities to discuss issues. Adaptability of new technology and acceptance by communities Experts, local authorities and policy makers are willing to listen to and respond to community needs.
	Number of forum meetings and their outcomes		
	Type of activities carried out during the modeling events	Progress reports on specific initiatives and activities	
	Kinds of and people involved in branding		
	Number of neighboring villagers involved		
Types and number of visual media utilized			
Increase the taking of "ownership" of their development and initiatives to address problems of wildfires and uncontrolled and unnecessary burning by communities.	Number of villagers coalesced to address issues	Quarterly and annual reports	Programme implemented in ways that support community values and open opportunities to discuss issues. Adaptability of new technology and acceptance by communities. Experts, local authorities and policy makers are willing to listen to and respond to community needs.
	Number of fire incidents reduced		
	Type of support CETs provided	Progress reports on specific initiatives and activities	
	Outcome of media follow-ups		
	Number of environment and social economic activities included		

Table 2: Interlocking Logic Framework

Tanzanians at all levels engaged effectively in Integrated Fire Management to Protect human life, improve livelihoods and Conserve the Environment			
Summary of Objectives	Outputs	Activities	Means of Verification
Involve villagers, local authorities, and other partners in broad discussions on environmental issues that concern them like wildfires and socioeconomic issues	1.1. Establishment of a process of listening to community's ideas and issues	CETs identified and services they provide	Progress reports on various activities as determined by project management in consultation with stakeholders and CETs Quarterly and annual reports
		Session with stakeholders and issues raised/discussed and responses	
		Documentation of response and outreach to other communities	
		Interviews and discussions conducted and information gathered and issues/concerns raised by the village people	
	1.2. Focused positive engagement and motivation of villagers to take up the challenges	Number of playback sessions and suggestions made by the listeners	
		Documentation of the number/types of development issues (social, environment, and economy) discussed or raised	
		Documentation of solutions that emerge from different groups in the community	
		Documentation of participation level of village leaders and villagers	
		Participation level by government officials, NGOs and other partners	
		Actions taken to address issues raised and discussed	

	<p>1. 3. Expanded utilization of communications technologies (TV, social media, podcasts, video) to empower and enable community engagement with issues of social and economic concern - including playback/listening sessions, radio fora, use of social media, etc.</p>	<p>Practical demonstrations of innovative techniques to utilize communications tools to engage communities in positive participation in identifying and implementing solutions to challenges such as wildfires.</p> <p>Documentation of the number of people participating, issues raised by communities, input by community participants into radio programmes, local use of cell phone technology to disseminate information, discuss issues, show activities, etc.</p>	<p>Process and technical reports on specific activities</p> <p>Specific reports as required</p>
<p>Increase “ownership” on the part of communities taking development initiatives to address problems of wildfires and uncontrolled and unnecessary burning and address other development needs.</p>	<p>4.1. Empower communities, local authorities and stakeholders to drive forward initiatives</p>	<p>Document initiatives addressed and actions taken.</p> <p>Level of participation by partners (CSOs, LGAs, District officials and communities) in implementation of village action plan</p>	
	<p>4.2. Develop strong CETs to play supportive roles</p>	<p>Follow up meetings and intervention by CETs and as requested by the community</p> <p>Adjustments proposed and implemented to refine and strengthen coordination among the communities leaders</p> <p>Area and issues raised by the media regarding to commitments of different groups involved</p>	
	<p>4.3. Linking of key issues and findings on social, environment, forest, and climate change to policy-makers</p>	<p>Action-generating (requiring) issues communicated</p> <p>Relevant policy messages documented and communicated through proper channel</p> <p>Reports of the Issues discussed</p>	

Table 3: Activities

Summary of Objectives	Outputs	Activities	Responsible Agent	
Involve villagers, local authorities, and other partners in broad discussions on environmental issues that concern them like wildfires and socioeconomic issues	1.1. Establish a process of listening to community's ideas and issues	Identify and train the CETs	Lead Consultant and Process specialist	
		Identify and recruit members of Consultation Committee	CETs	
		Conduct Baseline study	CETs	
		Identify initial interview subjects	CETs	
	1.2. Focusing on positive engagement to motivate the villagers to take up the challenges	Launch radio programs and playback session	Lead Consultant and Process specialist with CETs and Village Leaders	
		Promote the program across the village networks	Villagers	
		Critiques to improve radio programming	Villagers with CETs	
		Organize meetings between villagers and village leaders	CETs and Village leaders	
	Broaden stakeholder's knowledge on how fire impacts people, the environment and natural resources, particularly at the community level.	1.1. Identification of knowledge/skills sets needed by the community people.	Identify knowledge needed by villagers	CETs working with Lead Consultant, consultative committee and stakeholders
			Identify knowledge resources	CETs and District Executive Director (DED), Lead Consultant and consultative committee and stakeholders
Identify peer groups			CETs with NGOs and district department extension workers	
2.2. Mobilizing groups listening to radio programs		Establish listening groups in the sub-villagers	CETs and Village leaders	
2.3. Exploration of social media		Liaise with mobile companies and tech institutions	Lead Consultant	

		Mobilize the community to adopt new technologies	CET and Village leaders working with Lead Consultant and Process specialist
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Strengthen communities and their partners' actions related to the environment and natural resources, especially at the community level	3.1. Developing village action plan	Involve village leaders in initial planning	CETs
	3.2. Organized environment modeling events to apply knowledge	Mobilize range of groups in groups to coalesced around the plan	Village leaders
	3.3. Involving the community in appropriate branding exercises	Identify partners and open negotiations with them	Village leaders/DED
	3.4. Consider the possibilities of including video and TV	Organizing modeling activities and motivate villagers to participate	Village leaders assisted by CETs and supported by district and NGOs
		Reach out to neighboring villages	CETs, village leaders, and villagers
		Mobilize school children and youth	CETs with teachers and creative villagers
		Liaise with mainstream media	Lead Consultant
		Determining issues and ways to apply video and other media – both production and utilization of materials produced to maintain integrity of “process” while providing other professional programming for TV, presentations, etc.	Lead Consultant and Process specialist/media producer
Increase the taking of “ownership” of their development and initiatives to address problems of wildfires and uncontrolled and unnecessary burning by	4.1. Empowering communities, local authorities and stakeholders to drive forward initiatives	Involve CSOs, LGAs, District officials and communities	CETs. DED, Village leaders
	4.2. Developing strong CETs to play supportive roles	Establish follow up criteria for the CETs	Lead Consultant
	4.3. Linking of key issues and findings on	Creating Policy messages	Lead Consultant & DED

communities.	social, environment, forest, and climate change to policy-makers	Communicating Policy messages to Policy-makers	DED
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