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KENYA - Wildlife and Tourism Project
(Loan 1304-KE)
PAR

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SecM90-380

FROM: Vice President and Secretary

March 27, 1990

PROJECT PERFORMANCE AUDIT REPORT

Republic of Kenya: Wildlife and Tourism Project
(Loan 1304-KE)

Attached is a copy of a memorandum from Mr. Rovani with its accompanying report entitled "Project Performance Audit Report: Republic of Kenya - Wildlife and Tourism Project (Loan 1304-KE)" dated March 16, 1990 (Report No. 8446) prepared by the Operations Evaluation Department.

Distribution:

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WBG ARCHIVES

Report No. 8446

PROJECT PERFORMANCE AUDIT REPORT

REPUBLIC OF KENYA

WILDLIFE AND TOURISM PROJECT
(LOAN 1304-KE)

MARCH 16, 1990

Operations Evaluation Department

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REPUBLIC OF KENYA

FISCAL YEAR

July 1 to June 30

COUNTRY EXCHANGE RATES

| | | |
|--------------------------------|---|-----------------|
| Name of Currency | : | Kenya Shillings |
| Year | : | Exchange Rate |
| Appraisal (1975) Average | : | US\$1 = 8.05 |
| Intervening Years Average | : | US\$1 = 11.01 |
| Completion Year Average (1986) | : | US\$1 = 16.04 |

ABBREVIATIONS

| | | |
|------|---|--|
| CIDA | - | Canadian International Development Agency |
| ERR | - | Economic Rate of Return |
| IBRD | - | International Bank for Reconstruction and Development (World Bank) |
| MTW | - | Ministry of Tourism and Wildlife |
| OED | - | Operations Evaluation Department |
| PCR | - | Project Completion Report |
| PMU | - | Project Management Unit |
| PPAR | - | Project Performance Audit Report |
| RMEA | - | Regional Mission in Eastern Africa |
| SAR | - | Staff Appraisal Report |
| WCMD | - | Wildlife Conservation and Management Department |
| WCMS | - | Wildlife Conservation and Management Service |
| WPU | - | Wildlife Planning Unit |

Office of Director-General
Operations Evaluation

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WBG ARCHIVES

March 16, 1990

MEMORANDUM TO THE EXECUTIVE DIRECTORS AND THE PRESIDENT

SUBJECT: Project Performance Audit Report on Kenya Wildlife
and Tourism Project (Loan 1304-KE)

Attached, for information, is a copy of a report entitled
"Project Performance Audit Report on Kenya - Wildlife and Tourism Project
(Loan 1304-KE)" prepared by the Operations Evaluation Department.

Attachment

A handwritten signature in black ink, appearing to be 'A. May' or similar, with a large loop at the top and a trailing flourish.

PROJECT PERFORMANCE AUDIT REPORT

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REPUBLIC OF KENYA

NOV 29 2022

WILDLIFE AND TOURISM PROJECT
(LOAN 1304-KE)

WBG ARCHIVES

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PROJECT PERFORMANCE AUDIT MEMORANDUM

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ATTACHMENTS

1. Comments from the Kenya Wildlife Service
2. Comments from the Wildlife Conservation
and Management Department
3. Comments from the Canadian International
Development Agency

MAP - IBRD No. 11845R1

PROJECT PERFORMANCE AUDIT REPORT

REPUBLIC OF KENYA
WILDLIFE AND TOURISM PROJECT
(LOAN 1304-KE)

PREFACE

1. This is a Project Performance Audit Report (PPAR) on the Wildlife and Tourism Project, involving an IBRD loan in the amount of US\$17.0 million to the Government of Kenya, with the objective of supporting the Government in implementing its policies for wildlife and tourism. The loan was approved on July 1, 1976, and became effective on November 10, 1976. US\$0.2 million of the loan was cancelled on December 31, 1985 at the request of the Borrower. The original closing date of June 30, 1982 was first extended to June 30, 1984 and ultimately to June 30, 1985. Final disbursement was made on December 31, 1985. The project was completed on June 30, 1986. Parallel financing in the amount of Can.\$2.0 million was provided by the Canadian International Development Agency (CIDA).
2. The PPAR is based on the Project Completion Report (PCR) prepared by the Africa Region and issued in 1989,^{1/} the Staff Appraisal and the President's Reports, the loan documents, the transcript of the Executive Director's meeting at which the project was considered, on a study of project files, and discussions with Bank staff. An OED mission visited Kenya in June 1989 and discussed the effectiveness of the Bank's assistance with staff of the Wildlife Conservation and Management Department (WCMD) and other public and private sector individuals concerned with wildlife-based tourism. Their kind cooperation and valuable assistance in the preparation of this report is gratefully acknowledged.
3. The PCR provided a reasonably satisfactory account of the project experience. This PPAR elaborates on particular aspects such as the institutional arrangements for project execution, limited commitment to project objectives on the part of Government and weak supervision by the Bank, and the economic rate of return.
4. Following standard OED procedures, copies of the draft PPAR were sent to the Borrower and CIDA. The comments received from the Republic of Kenya and CIDA are reproduced as Attachments to the PPAR.

^{1/} Project Completion Report, Kenya - Wildlife and Tourism Project (Loan 1304-KE), Report No. 7727, April 20, 1989.

WILDLIFE AND TOURISM PROJECT
(LOAN 1304-KE)

BASIC DATA SHEET

KEY PROJECT DATA

| Item | Appraisal <u>Estimate</u> | Actual or <u>Estimated Actual</u> |
|------------------------------------|------------------------------|--------------------------------------|
| Total Project Cost (US\$ million) | 36.6 | 32.2 |
| Underrun (%) | - | -11.5 |
| Loan Amount (US\$ million) | - | 17.0 |
| Disbursed | - | 16.8 |
| Cancelled (US\$ million) | - | 0.2 |
| Date Physical Components Completed | 12/81 | 06/86 |
| Proportion completed | | |
| by Above Date (%) | NA | 100.0 |
| Proportion of Time Underrun | | |
| or Overrun (%) | | +96 |
| Economic Rate of Return (%) | 15.6 | -1.0 |
| Financial Performance | | Fair |
| Institutional Performance | | Poor |

(in US\$ million)

[illegible]

PROJECT DATES

| | <u>Original Plan</u> | <u>Revisions</u> | <u>Actual</u> |
|--------------------------|--------------------------|------------------|---------------|
| First Mention in Files | - | - | 05/73 |
| Government's application | - | - | 07/73 |
| Negotiations | 02/23/76 | - | 02/26/76 |
| Board Approval | 07/01/76 | - | 07/01/76 |
| Loan Agreement Date | 07/09/76 | - | 07/09/76 |
| Effectiveness Date | 10/07/76 | - | 11/10/76 |
| Completion Date | 06/30/81 | - | 06/30/86 |
| Closing Date | 06/30/82 | 06/30/84 | 06/10/85 |

STAFF INPUT

(staff weeks)

| | <u>FY72</u> | <u>FY73</u> | <u>FY74</u> | <u>FY75</u> | <u>FY76</u> | <u>FY77</u> | <u>FY78</u> | <u>FY79</u> | <u>FY80</u> | <u>FY81</u> | <u>FY82</u> | <u>FY83</u> | <u>FY84</u> | <u>FY85</u> | <u>FY86</u> | <u>FY87</u> | <u>Total</u> |
|--------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|--------------|
| Preappraisal | 8.7 | .2 | 30.0 | 84.1 | 8.0 | | | | | | | | | | | | 131.0 |
| Appraisal | | | | 1.7 | 96.3 | .2 | | | | | | | | | | | 98.2 |
| Negotiation | | | | 13.1 | .6 | | | | | | | | | | | | 13.8 |
| Supervision | | | | | | 31.9 | 37.9 | 21.1 | 21.2 | 21.2 | 14.4 | 13.2 | 11.5 | 4.7 | .1 | 2.6 | 179.8 |
| Other | | | | | | | | | | | 3.6 | 1.5 | | | | | 5.1 |
| TOTAL | 8.7 | .2 | 30.0 | 85.8 | 117.4 | 32.8 | 37.9 | 21.1 | 21.2 | 21.2 | 17.9 | 14.7 | 11.5 | 4.7 | .1 | 2.6 | 427.8 |

MISSION DATA

| <u>Mission</u> | <u>Date (mo./yr.)</u> | <u>No. of Persons</u> | <u>Task Leader Specializa- tions</u> <u>/a</u> | <u>Performance Rating</u> <u>/b</u> | <u>Trend</u> <u>/c</u> | <u>Types of Problems</u> <u>/d</u> |
|----------------|---------------------------|---------------------------|---|--|---------------------------|---|
| Identification | 09/73 | 1 | | | | |
| Preparation I | 06/74 | 1 | | | | |
| Preparation II | 11/74 | 4 | | | | |
| Preappraisal | 05/75 | 2 | | | | |
| Appraisal | 07/75 | 5 | | | | |
| Supervision 1 | 11/76 | 3 | Econ. | 2 | 1 | M,T |
| Supervision 2 | 05/77 | 2 | Eng. | 2 | 2 | M,P |
| Supervision 3 | 11/77 | 4 | F.A. | (no 590 report on file) | | |
| Supervision 4 | 03/78 | 1 | F.A. | 2 | 1 | M |
| Supervision 5 | 08/78 | 2 | F.A. | 2 | 1 | M |
| Supervision 6 | 01/79 | 2 | F.A. | 2 | 2 | M |
| Supervision 7 | 07/79 | 3 | Eng. | 2 | 1 | M |
| Supervision 8 | 02/80 | 2 | Eng. | (no 590 report on file) | | |
| Supervision 9 | 07/80 | 2 | Eng. | (no 590 report on file) | | |
| Supervision 10 | 03/81 | 2 | Eng. | (no 590 report on file) | | |
| Supervision 11 | 07/81 | 1 | Eng. | (no 590 report on file) | | |
| Supervision 12 | 11/81 | 1 | Eng. | 2 | 1 | P |
| Supervision 13 | 04/82 | 2 | Eng. | 2 | 2 | P |
| Supervision 14 | 10/82 | 3 | Eng. | (no 590 report on file) | | |
| Supervision 15 | 03/83 | 1 | Eng. | 1 | 2 | F |
| Supervision 16 | 10/83 | 2 | Eng. | 2 | 1 | F |
| Supervision 17 | 06/84 | 1 | Eng. | (no 590 report on file) | | |
| Supervision 18 | 10/84 | 2 | Eng. | (no 590 report on file) | | |
| Supervision 19 | 06/85 | 1 | Eng. | (no 590 report on file) | | |
| Completion | 11/86 | 2 | Eng. | | | |

OTHER PROJECT DATA

Borrower: Republic of Kenya
Executing Agency: Ministry of Tourism and Wildlife, principally through its Wildlife
Conservation and Management Department

-
- /a Econ. = Economist; Eng. = Engineer; F.A. = Financial Analyst.
/b 1 = Problem-free or minor problems; 2 = Moderate problems.
/c 1 = Improving; 2 = Stationary.
/d M= Managerial; T = Technical; P = Political; and F = Financial.

PROJECT PERFORMANCE AUDIT REPORT

REPUBLIC OF KENYA
WILDLIFE AND TOURISM PROJECT
(LOAN 1304-KE)

EVALUATION SUMMARY

Introduction

The project was intended to combine wildlife conservation with an expanded visitor capacity in three of Kenya's more important wildlife tourism areas, at a time when the tourism industry was experiencing strong growth and much concern was being expressed at the resultant congestion and environmental damage which was taking place in those areas.

Objectives

The project was designed to support the Government in implementing its policies for wildlife-based tourism through strengthening staffing, training and investment activities.

Implementation Experience

Progress was slow and halting throughout the project's almost ten year implementation history. Weak management support for project policy objectives, particularly at the senior levels of the WCMD; organizational failings; staffing deficiencies; budget shortages; civil works design and procurement delays; poor performance by contractors; and progressive worsening of the wildlife conservation situation due to the continuing poaching of large herbivores (elephant and rhinoceros) all contributed to an unsatisfactory outcome.

Results

The results have been most disappointing. The quality of civil works construction was often poor and maintenance has been less than satisfactory, while large numbers of project financed vehicles and equipment quickly became inoperative because of inadequate repair and servicing. A major rehabilitation effort will be necessary before project facilities can be brought back to a satisfactory operational condition. Many of the vehicles will have to be replaced.

The policy-based and institutional strengthening aspects were particularly disappointing. The reorganization of the WCMD did not stimulate the expected efficiency improvement; the untested revenue and cost sharing arrangements for the reserves, parks and surrounding pastoral areas with county councils were never introduced, while those for group ranchers proved to be unworkable; and poaching of large herbivores and

illegal export of their trophies, especially of elephant tusks and rhinoceros horn, continued unabated in the absence of effective regulatory controls and strong Government commitment.

Sustainability

Progressive deterioration of the loan-financed civil works and equipment items observed at audit, which took place three years after project completion, clearly indicated the limited sustainability of project provided assets. Efficient management, aided by a dedicated staff and supported by adequate rehabilitation, operating and maintenance funds are a prerequisite for improving the prospects of sustainability.

Findings and Lessons

Effective management of the WCMD matched by a major supervision effort on the part of the Bank, upon which the success of this complex project was heavily postulated at appraisal, did not materialize; instead, limited commitment to project objectives by the agency top management coupled with a lack of determination on the part of the Bank in resolving outstanding problems with Government, commencing at an early implementation stage, led to a low level of project performance, which persisted through to project completion (PPAM, paras. 33-41).

The unsatisfactory project outcome is reflected in the re-estimated economic rate of return (ERR) of minus 1% at audit, in contrast with a PCR re-estimated 29%, which the audit believes to be insupportable on the basis of audit findings (PPAM, paras. 42-46) and the original SAR estimate of 15.6%.

PROJECT PERFORMANCE AUDIT MEMORANDUM

REPUBLIC OF KENYA WILDLIFE AND TOURISM PROJECT (LOAN 1304-KE)

I. BACKGROUND

Context

1. In the mid 70's when this project was being prepared, Kenya was experiencing strong growth in its important foreign tourist industry. Growth in visitor traffic was leading to congestion and environmental damage in the more popular wildlife viewing areas where vehicular access facilities were inadequate, while land pressure from pastoralists and adjudication of traditional pastoral lands around these areas, and indiscriminate game poaching, was threatening the survival of many of the rarer species and, by inference, the future of wildlife tourism. Concern about the situation led the Government and Bank to agree on the need for a project which would focus on wildlife conservation and on expanding visitor capacity in three such affected areas of particular significance for tourist itineraries within Kenya.^{1/}

Objectives

2. The project was designed to support Government in implementing its policies for wildlife-based tourism through strengthening of certain staffing, training and investment activities.

Design

3. The project as appraised included a diverse collection of investment components comprising major infrastructural works incorporating roads, buildings and equipment in three of the more popular wildlife-based tourist areas (Amboseli National Park, and Masai Mara and Samburu/Buffer Springs/Shaba Reserves);^{2/} game proof barriers on the perimeters of these and several other parks or reserves; construction and equipping of a Wildlife and Fisheries Training Institute at Naivasha; establishment of three anti-poaching units; support for a Project Management Unit and a Wildlife Planning Unit (WPU) and associated studies, including a tourism pricing study and a very large herbivores study; and smaller components for

^{1/} Agricultural Sector Survey - Kenya, December 1973, Report No. 254a-KE, Annex 15.

^{2/} National Parks are areas in which all activities in conflict with wildlife preservation are prohibited; National Wildlife Reserves are areas in which hunting is prohibited.

conserving important exposed paleontological sites at Lake Turkana; and providing buses for the Wildlife Clubs of Kenya.

4. The project was to be implemented, in the main, by the Ministry of Tourism and Wildlife (MTW) largely through a newly created Wildlife Conservation and Management Department (WCMD) formed in 1976 by a merging of the Kenya National Parks (a statutory body) into the former Game Department, with support from the Ministry of Water Development, Ministry of Health and Ministry of Education for provision of water supply and operation of clinics and schools respectively at the park or reserve headquarters sites. The National Museum was to be responsible for the paleontological sites.

5. The reason for the merger of the Kenya National Parks into the Game Department is not clear from the Staff Appraisal Report (SAR), but Bank files show that the incorporation of a statutory body having a high conservation reputation into a Government agency of lesser repute was not universally acclaimed. Much concern centered around the issue of ivory poaching and a widespread belief, expressed locally and internationally, in a possible nexus between poachers and Government officials. The Bank, aware of these concerns and also conscious of the weak administrative capabilities and capacity of the Game Department, discussed with Government the alternative of building on the proven strengths of the Kenya National Parks. But this option did not prevail, and thereafter the Bank rationalized its support for the Government's reorganization proposal on the grounds that the Government would not support the alternative, and recommended submission of a wildlife bill to Parliament permitting the establishment of the new agency as a condition of negotiation.

6. The SAR laid great stress on the conducting of formal agreements by the Government with county councils and group ranchers^{3/} in the neighboring wildlife dispersal areas,^{4/} whereby the landowners would undertake to follow ranching practices consistent with continued wildlife migrations. In return, the Government would be committed to assisting the pastoralists to earn direct returns from their wildlife in the form of consumptive utilization through hunting or from tourism rentals, including payment when necessary to enable them to earn a guaranteed minimum return from wildlife.

7. Coordination and supervision of project execution was to be the responsibility of a project manager in charge of a Project Management Unit (PMU) within the WCMD while the WPU was to be in the MTW.

^{3/} Group ranches are lands held on freehold by several families holding equal undivided shares.

^{4/} Dispersal areas are the comparatively large pastoral lands surrounding the parks and reserves wherein the herds of herbivores and their predators migrate during the rains.

8. The Staff Appraisal Report (SAR) acknowledged that the project would be difficult to implement in view of the major organizational changes involved, the application of new techniques of wildlife planning, the scale of the constructions in relatively remote areas and the need for numerous agreements with rural landowners. Institutional weaknesses were also recognized, ranging from uncertainty surrounding the ability of Government to implement the various new policies and laws underpinning the investment including a legal notice abolishing trade in raw ivory, strengthening of staff capabilities through training, and instilling of higher standards of motivation and discipline in the ranks of the WCMD. Competent administration was considered crucial, and the effectiveness of the director of the WCMD was seen as critical to the success of the project. It was recognized that a major supervision effort by the Bank would be needed, but no specific proposals were made as to how the Bank would ensure that such resources would be forthcoming.

Finance Plan

9. Total project cost at appraisal was estimated at US\$36.4 m, of which the Bank was to provide US\$17.0 m through a Third Window loan. Bank funds were variously allocated for civil works, vehicles and equipment, consultant services, staff salaries and other operating costs.

Pre-implementation Processing

10. The initial project proposal from the Government was outlined in a preliminary report drawn up by a National Parks and Tourism Project Working Group, with assistance from RMEA staff, which was presented to the Bank in mid-1974, and was followed by a full identification report in July 1974.

11. A pre-appraisal mission in November 1974 discussed the identification report with Government and provided detailed advice on further preparation. Appraisal followed in July 1975.

12. The project as appraised was predicated on the assumption that the Wildlife (Conservation and Management) Act which permitted the setting up of the WCMD would be presented to Parliament before negotiations. The decision memorandum concluded that a draft county councils and landowners wildlife revenue sharing agreement, together with procedural guidelines for determining dispersal area boundaries and a timetable for negotiations and signature of such agreements, should be conditions of negotiation. The decisions memorandum also concluded that the appointment of the Director of the WCMD should be a condition of Board Presentation (but this condition was not pursued, apparently at the insistence of the Government delegation during negotiations), while appointment of the heads of the PMU (who was also the project manager) and the WPU were to be conditions of effectiveness.

13. Several issues arose during the SAR drafting stage, including status of the county council and landowners agreements, MTW and WCMS

staffing, and civil works design, which necessitated a pre-negotiation mission in November 1975. Finally, a couple of months prior to negotiation, the Bank decided to include an anti-poaching component (not included in the original Government proposal) as a means for combating the rapidly escalating threat to many forms of wildlife, which arose from the activities of well organized groups of poachers over which the Government appeared to have little control. In support of this proposal the Bank also declared the gazettelement of a legal notice prohibiting private trade in ivory as a condition for Board presentation.

14. At negotiation in February 1976 the Bank, in recognition of the crucial importance of the role of the director in the new agency, proposed that the person selected for this post would only be appointed after consultation with the Bank, but the Government did not accept the principle of consultation prior to appointment and later proceeded unilaterally with the appointment (para. 17). Following negotiations it was announced that the legal notice banning illegal trade in ivory would be gazetted in the first week of March.

15. Receipt of the legal notice by the Bank prompted a complaint from the Bank's Legal Department that the notice was "watered down" in comparison with what had been agreed at negotiation, in that, by including a clause permitting dealings in game trophies under license, it did not unequivocally prohibit private trade in raw ivory as agreed at negotiation (Loan Agreement Section 3.13). Reluctance by the Government to modify the notice to that effect led to a compromise whereby a supplemental letter was signed confirming that legally acquired stocks of raw ivory could be exported or otherwise disposed of only until October 31, 1976, and that the Government would thereafter take measures to ensure that no private dealer would be permitted to import, export or deal in raw ivory after that date. The project was approved by the Board on July 1, 1976 and the loan was signed on July 9, with effectiveness scheduled for October 7.

16. Effectiveness was declared after one month's delay, on November 10, after the appointment of the project manager and receipt and approval by the Bank of a program for the carrying out of the anti-poaching component.

II. IMPLEMENTATION EXPERIENCE

Start-up

17. The project made very slow progress in the first two years of implementation due in large part to delays in appointing staff to the PMU and WPU, and more generally, to institutional problems arising from the creation of the WCMD and the integration of staff from the two former agencies. Supervision reports for the period refer to a steady increase in the incidence of poaching, variously attributed to local hunters, foreign armed gangs and highly placed profit oriented Kenyans suspected of having

official connections. Many WCMD staff were reported to be demoralized, and the Bank became concerned at what was taken to be the weak commitment of Government to project objectives. The appointment of a Director of the WCMD became a sensitive issue during the first year, leaving the Bank dissatisfied with the Government's choice and the Government aggrieved at the Bank's attempts to influence the selection. Thereafter relations between WCMD senior management and the Bank became strained and remained so for much of the implementation period, to the detriment of project progress. Commitment to project objectives on the part of WCMD appears to have weakened appreciably, following the assumption of duty by the Government nominee, and is shown most markedly in the delays experienced in staffing the PMU and the WPU, and in the extent of understaffing of these key units which became a regular complaint of Bank supervision missions.

18. In May 1977, independently of the project and without prior discussions with the Bank, the Government banned all hunting throughout the country in an effort to control poaching, and in June a supplementary letter to the Loan Agreement covering the anti-poaching component was signed. The ban on hunting was criticized by safari operators and others on the grounds that it would only make things easier for poachers.

Sequence and Design Changes

19. By the time of the fifth supervision, in August 1978 the project was gaining momentum. Some equipment had been procured, civil works consultants had been appointed, the tourism pricing study was underway, game proof fencing was being constructed, a small staff had been assigned to the WPU, a viewing tracks plan had been prepared for the Amboseli Park, and the anti-poaching units were being established.

20. Thereafter slow progress was made with most components through the remaining life of the project, the closing date for which was extended by three years to June 1985 mainly to permit completion of the larger civil works contracts. In the closing years the pace of implementation, particularly of civil works, was again retarded, due to reduced Government budgetary allocations at a time of serious financial stringency.

21. Consultants for the main civil works design (three park/reserve headquarters and the Naivasha Institute) were only appointed in the second half of 1978, i.e. almost two years after project effectiveness; designs were completed early in 1980; and the award for construction of the Naivasha Institute was not made until early 1981, just a few months before the SAR estimated (June 1981) completion date. Construction contracts were awarded to numerous small contractors, in compliance with Government policy at that time. This gave rise to problems in construction supervision; much delay in completion, and often poor quality construction which has added to the subsequent maintenance problem.

22. Construction of the Naivasha Institute was particularly troublesome. The original contractor failed and was succeeded by a second,

and construction costs rose from an SAR estimated K. Sh 29.5 m to an actual K. Sh 74.0 m. The facility displays a number of design or construction imperfections which could prove costly to rectify.

23. By project completion only 491 km of wildlife viewing roads were constructed, well short of the SAR estimate of approximately 800 km and of the WPU plans. The shortfall was due to delays in establishing the WPU and in preparing plans, and to slow construction progress. In some cases the tracks were merely graded rather than surfaced with gravel.

24. Despite repeated efforts to negotiate revenue sharing agreements with the county councils for the Masai Mara and Samburu/Buffalo Springs/Shaba reserves no such agreements were reached, because the councils, which were also expected to share some of the costs, were not convinced of the advantages. Similarly, agreements allowing payments to group ranchers for wildlife grazing rights were concluded only for the Amboseli Park dispersal area, and were suspended by the Government after a few years.

Management

25. Frequent changes at the ministerial policy level (Permanent Secretary) and at the senior management levels (Director, WCMD, and the Heads of the PMU, WPU and Anti-Poaching Unit) often interfered with the smooth implementation of the project. Most of these staff carried out their duties as best they could under often difficult and even dangerous circumstances, but a lack of commitment to project objectives of a few at all levels is discernible from a reading of Bank files, and was frequently alluded to by both Bank and Government staff during audit interviews.

26. The establishment in 1976 of the WCMD and its absorption of the independent Kenya National Parks, which was strongly criticized by many wildlife and tourism interests at the time as a retrograde step, gave rise to much uncertainty and misgivings on the part of the staff involved. Their concerns were justified by the dismissal of many experienced former National Parks staff during the early implementation years, and this action undoubtedly weakened the professional and managerial talents available to the project.

III. PROJECT OUTCOME

27. The results have been most disappointing. The quality of civil works construction at the Parks/Reserves and the Naivasha Wildlife and Fisheries Training Institute was variable but often poor, and maintenance has been less than satisfactory, to the extent that deterioration of many assets, both buildings and roads, had progressed to a state of disuse at the time of audit inspection (June 1989). Similarly, large numbers of the project-financed vehicles and equipment quickly became inoperative, may be

beyond repair and should be written off, and most of the remainder, as well as many roads and buildings, are in need of major rehabilitation before they can be brought into a program of regular maintenance.

28. The seriousness of the situation with regard to project outcome should be apparent from the fact that civil works, equipment and associated consultant services cost US\$28.3 m, or 88%, of the actual project cost of US\$32.2 m (PCR page 8, Table 1).

29. The policy-based and institution strengthening aspects of the project were particularly disappointing. The revenue and cost sharing arrangements could not be effectively concluded. The WPU did not develop the multi-disciplinary range of skills necessary for it to function as an efficient planning arm of the MTW, as envisaged at appraisal. It was plagued by severe staffing deficiencies throughout the life of the project, to the detriment of the skills-transfer objective of a Canadian International Development Agency (CIDA) assistance project, which was not envisaged at appraisal, but was introduced towards the end of the second year of implementation and operated in parallel with the Bank-assisted project in 1979-83.

30. The Tourism Pricing and the Very Large Herbivore Studies, which were carried out under the supervision of the WPU, were eventually completed to the minimal satisfaction of the Bank, but only after substantial revision to re-address Government and Bank concerns at the interim or draft final report stages. Government accepted some of the recommendations, but in most cases only after several years of consideration, so that it is open to question whether the changes introduced (raising of park entrance fees and airport taxes, and lifting of a ban on capture and export of game animals, for example) were a result of the studies per se or would have been adopted without the studies as a normal response of Government to changing circumstances.

31. Probably the most successful component has been the three anti-poaching units which were staffed and equipped through the project and, in spite of limited operational funding which particularly affected their mobility, were able to exert some restraining influence over poachers within their restricted areas of operation.

32. The 301 km of game-proof barriers constructed (160 km moat, 101 km high tensile fence and 40 km electric fence), although only 60% of the SAR targeted 500 km, appear to have been effective to varying degrees in protecting cultivated lands from damaging intrusions by wildlife, and also thereby avoiding retaliatory killing of the animals by cultivators. It is likely that barrier requirements will mount steadily owing to increasing pressure from agriculturists and pastoralists in the dispersal areas, and the experience afforded to the WCMD through this component in terms of site planning, design and costing should serve its successor, the Kenya Wildlife Service, well in the future.

IV. FINDINGS AND ISSUES

A. Weak Implementation

33. The appraisal report emphasized that the project would be difficult to implement since it involved the negotiation of numerous agreements with rural landowners, the construction of facilities in relatively remote areas, and the application of new techniques of wildlife planning which would be accompanied by major organizational changes within the MTW (paras. 3-8). For these reasons a major supervision effort was considered necessary (SAR, page 18, para. 4.01). Furthermore, uncertainties connected with the shift in values, institutions and management practices in the dispersal areas in response to Government policies, and the uncertainty surrounding the ability of Government to implement these policies, led the appraisal to caution that the effectiveness of the Director of the WCMD would be of critical importance to project success (SAR, page 26, para. 5.27). He was expected to provide competent administration to the WCMD from the commencement of the project, and to exert a greater degree of order and discipline than had characterized the earlier organizations (SAR, page 26, para. 5.25).

34. Unfortunately, these high appraisal expectations were not realized. The county and pastoralist agreements proved to be impracticable under prevailing social and political conditions (para. 24); the quality of road and building construction was often poor and many costs excessive (paras. 21-22), while maintenance of civil works and of vehicles and equipment has been inferior, to the extent that many of these investments have fallen into a state of serious disrepair (para. 27); the WPU was unsuccessful in assuming the intended leadership role in policy or physical planning (para. 29); while the reorganization failed to produce the anticipated improvements in administrative efficiency, but on the contrary led to demoralization, and loss of many of the more experienced staff (para. 26).

35. These circumstances reflect poorly on project management, particularly in the WCMD, in terms of its commitment to project objectives during implementation (possibly reflecting limited political support), and on the Bank in terms of weakness in carrying out its supervision role. Relationships between Bank supervision missions and the Directors, WCMD remained distant and formal throughout the project implementation years. Surprisingly, in view of the numerous problems experienced in the course of implementation which are documented in the Bank's supervision reports, the project was almost invariably performance rated as having only moderate problems, while the trend was recorded as improving more frequently than stationary. At no time was the project rated as facing major problems, nor the trend as deteriorating in the ten supervision reports located in Bank files by the audit. Regrettably, no 590 supervision report summaries could be located by the audit for the other nine supervision missions.

36. More seriously, actions by project management in respect to project policy objectives appear to the audit to have been largely pro forma rather than guided by profound conviction of their appropriateness or worth. This left the Bank, which was unwilling to terminate the project but lacked resolution in confronting Government with evidence of suboptimal project performance especially in the "software" area of policy change, with little recourse other than to assist Government in pushing ahead with the non-controversial "hardware" areas of civil works construction, and vehicles and equipment procurement aspects in the closing years. The Bank's own commitment also appears to have lessened when the Tourism Department was phased out of the Bank organizational structure in mid-1979 and the Urban Department took over responsibility for the project. At that time a municipal engineer became supervision task manager and led all remaining 13 supervision missions. Not surprisingly, civil works construction and disbursement issues tended to dominate the dialogue between Government and Bank from that point through to project completion.

37. In consequence, the audit is led to conclude that an opportunity to influence change in a favorable direction during implementation was lost because of a combination of limited commitment to project objectives on the part of Government, and of a lack of determination on the part of the Bank in resolving outstanding problems by pressing Government more strongly into taking corrective action.

38. In retrospect, deterioration appears to have set in within the first six months after effectiveness, when the first Director to be appointed to the newly established WCMD proved to be the candidate least favored by the Bank, and the first supervision mission reported that poaching controls were weak and that many of the agency staff were demoralized due to rumors of corruption in high places. From that time on the Bank's ability to influence change remained severely handicapped to the ultimate detriment of the project.

39. Had the Bank been willing to address boldly the issues arising at that time with a view to precipitating radical changes in organization and management the subsequent project experience might have been more favorable. But, the opportunity was lost and never returned.

40. This project experience raises (but does not answer) the difficult question of how the Bank should deal with the illusive problem of suspected project related corruption in the face of an intransigent borrower which, while pursuing the construction of project financed civil works and equipment procurement, evades the attainment of previously agreed policy objectives. It is the view of the audit that in this instance the Bank should have been more resolute in confronting the borrower on deficiencies in project implementation, even to the extent of risking premature loan closure on the grounds of limited commitment to project objectives and non-compliance with specific covenants.

41. Avoidance of such action reflects poorly on the Bank's reputation as a development agency, and can be construed as a disservice to borrowers

which are thereby burdened with loan repayments incurred through poorly performing investments.

B. Economic Rate of Return Revisited

42. An economic re-evaluation presented in the PCR (pp. 11-13) claims an ERR of 29% in contrast to an SAR estimated 16%. However, the audit finds the reasoning employed in determining the ex-post ERR insupportable, and believes that the true economic rate of return is more likely to have been negative given the fact that most project investments have been unsatisfactory and in consequence had only marginal effect on improving facilities for tourists or in influencing increased investment by the local tourism industry.

43. The PCR attributes all incremental tourism investments ("superstructure") in the three project areas to the project, beginning in Year 2. It likewise attributes all incremental gross operating profits (from tourist hotels, safaris, etc.) and related park revenues to the project, also starting in Year 2. This attributed impact of the project on collateral investments and profits from tourism therefore begins soon after the start of the project's own expenditures. For example, the PCR derives the net benefit stream for the Masai Mara Reserve as follows:

| Masai Mara Reserve: PCR Economic Evaluation | | | | | | | |
|---|--------------------|-----|-------------------|-----|-----------|-----------|----------------------|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| Year | Project | | Collateral | | Gross | Estimated | Incre- |
| | <u>Investments</u> | | Investments | | Operating | GOP w/o | mental |
| | | | in | | Profits | Project/a | GOP |
| | | | "Superstructure" | | (GOP) | | |
| | | | | | | | Net |
| | | | | | | | Benefit |
| | | | | | | | Stream |
| | | | | | | | [(8)-(2)-(3)] |
| | | | | | | | [(6)-(7)] - (4)-(5)] |
| | Original Renewals | | Original Renewals | | | | |
| -----K sh million (1986 prices)----- | | | | | | | |
| 1978 | 0.5 | | - | | 27.5 | 27.5 | - 0.5 |
| 1979 | 18.5 | | 1.3 | | 32.1 | 27.5 | -15.2 /a |
| 1980 | 9.3 | | 13.3 | | 40.4 | 27.5 | - 9.7 |
| 1981 | 16.5 | | 6.1 | | 41.7 | 27.5 | - 8.4 |
| 1982 | 15.6 | 3.0 | 25.2 | | 56.2 | 27.5 | -15.1 |
| 1983 | 6.0 | 3.0 | 13.3 | 1.0 | 64.5 | 27.5 | 13.7 |
| 1984 | 3.0 | 3.0 | 8.3 | 1.5 | 73.0 | 27.5 | 29.7 |
| 1985 | 0.9 | 4.5 | 25.4 | 2.0 | 78.8 | 27.5 | 18.5 |
| 1986 | - | 4.5 | 51.0 | 3.0 | 102.5 | 27.5 | 16.5 |
| 1987 | - | 4.5 | - | 4.0 | 102.5 | 27.5 | 66.5 |
| 1988 | - | 4.5 | - | 5.0 | 102.5 | 27.5 | 65.5 |
| 1989 | - | 4.5 | - | 6.0 | 102.5 | 27.5 | 64.5 |
| . | . | . | . | . | . | . | . |
| . | . | . | . | . | . | . | . |
| . | . | . | . | . | . | . | . |
| 2002 | - | 4.5 | - | 6.0 | 102.5 | 27.5 | 64.5 |
| | | | | | | | IRR 35.94 |

/a Taken as equal to GOP (with Project) in Year 1.

/b The PCR shows -17.9, apparently in error.

Source: PCR, Annex IV, p. 2.

44. In particular, the PCR assumes without discussion that (i) none of the collateral investments in "superstructure" - the PCR's term for hotels and private sector services - at the three Reserves between 1979 and 1986 would have occurred without the project; and (ii) none of the increase in tourism in the three project areas between 1979 and 1986 would have occurred without the project. In this respect, the PCR has simply adopted uncritically the assumptions underlying the original appraisal evaluation. The audit believes that such assumptions are incorrect. Its own analysis suggests that both the timing of the onset of project benefits and their level are much less favorable than assumed.

45. The poor standards of repair and maintenance and the low level of efficiency at which project assets are being utilized, as observed at all three project areas at the time of field inspection (July 1989) leads the audit to assume a three year delay rather than one in onset of project benefits, and to attribute only 25% rather than 100% of incremental gross operating profits to the project. Using these assumptions the ERR for the Masai Mara Reserve becomes 5%, as shown below:

| Masai-Mara Reserve: Revised Economic Evaluation | | | | | | | |
|---|--------------------|-----|-------------------|-----|-----------|-------------|----------------------|
| (1) | (2) | (3) | (4) | (5) | (6) | (7) | (8) |
| Year | Project | | Collateral | | Gross | Reestimated | Incre- |
| | <u>Investments</u> | | Investments | | Operating | GOP w/o | mental |
| | | | in | | Profits | Project/a | GOP due |
| | | | "Superstructure" | | (GOP) | | to Project |
| | | | X25% | | | | [(8)-(2)-(3)] |
| | Original Renewals | | Original Renewals | | | | [(6)-(7)] - (4)-(5)] |
| -----K sh million (1986 prices)----- | | | | | | | |
| 1978 | 0.5 | | - | | 27.5 | 27.5 | - 0.5 |
| 1979 | 18.5 | | 0.3 | | 32.1 | 32.1 | -18.8 |
| 1980 | 9.3 | | 3.3 | | 40.4 | 40.4 | -12.6 |
| 1981 | 16.5 | | 1.5 | | 41.7 | 41.4 | -17.7 |
| 1982 | 15.6 | 3.0 | 6.3 | | 56.2 | 52.2 | -20.9 |
| 1983 | 6.0 | 3.0 | 3.3 | 0.3 | 64.5 | 58.5 | -6.6 |
| 1984 | 3.0 | 3.0 | 2.1 | 0.4 | 73.0 | 64.8 | -0.3 |
| 1985 | 0.9 | 4.5 | 6.4 | 0.5 | 78.8 | 69.4 | -2.9 |
| 1986 | - | 4.5 | 12.8 | 0.8 | 102.5 | 87.0 | -2.6 |
| 1987 | - | 4.5 | - | 1.0 | 102.5 | 87.0 | 10.0 |
| 1988 | - | 4.5 | - | 1.3 | 102.5 | 87.0 | 9.7 |
| 1989 | - | 4.5 | - | 1.5 | 102.5 | 87.0 | 9.5 |
| . | . | . | . | . | . | . | . |
| . | . | . | . | . | . | . | . |
| . | . | . | . | . | . | . | . |
| 2002 | - | 4.5 | - | 1.5 | 102.5 | 87.0 | 9.5 |
| | | | | | | | IRR 4.8 |

/a Taken as equal to GOP with project for Years 1, 2 and 3, with subsequent increments equal to 75% of difference between GOP with project and GOP reached in Year 3.

46. Using similar assumptions for the Amboseli National Park and the Samburu/Buffalo Springs/Shaba Reserves and integrating these for a combined project evaluation gives a revised ERR of minus 1%, as shown below:

Combined Project: Revised Economic Evaluation

| (1) Year | (2) Project Investments | (3) Original Renewals | (4) Collateral Investments in "Superstructure" due to Project/a | (5) Original Renewals | (6) Incremental Gross Operating Profits (GOP) due to Project/b | (7) Net Benefit Stream [(6)-(2)-(3) -(4)-(5)] |
|--------------------------------------|-------------------------------|--------------------------|---|--------------------------|---|--|
| -----K sh million (1986 prices)----- | | | | | | |
| 1978 | 1.5 | - | - | - | - | -1.5 |
| 1979 | 50.9 | - | 2.4 | - | - | -53.3 |
| 1980 | 21.2 | - | 3.6 | - | - | -24.8 |
| 1981 | 38.4 | - | 11.9 | - | 4.2 | -46.1 |
| 1982 | 39.5 | 9.0 | 10.0 | - | 10.0 | -48.5 |
| 1983 | 12.7 | 9.0 | 7.2 | 0.6 | 13.4 | -16.1 |
| 1984 | 7.3 | 9.0 | 2.6 | 0.9 | 15.5 | -4.3 |
| 1985 | 1.5 | 12.5 | 10.3 | 1.3 | 18.4 | -7.2 |
| 1986 | - | 12.5 | 15.0 | 1.6 | 26.5 | -2.6 |
| 1987 | - | 12.5 | - | 2.1 | 26.5 | 11.9 |
| 1988 | - | 12.5 | - | 2.6 | 26.5 | 11.4 |
| 1989 | - | 12.5 | - | 2.8 | 26.5 | 11.2 |
| . | . | . | . | . | . | . |
| . | . | . | . | . | . | . |
| . | . | . | . | . | . | . |
| 2002 | - | 12.5 | - | 2.8 | 26.5 | 11.2 |
| | | | | | | IRR -0.8 |

/a Taking 25% of PCR levels.

/b As in the case of the revised Masai-Mara analysis, these figures represent 25% of increments in (with project) GOP beyond Year 3 (compared with PCR's estimate of 100% of increments...beyond Year 1).

KENYA WILDLIFE SERVICE

Telegrams: "WILDLIFE", Nairobi

Telephone: Langata 501081-2

Ref. No.
and date

Comments from the Kenya Wildlife Service

HEADQUARTERS

P.O. Box 40241

NAIROBI

Date

KWS/CONF/12/4

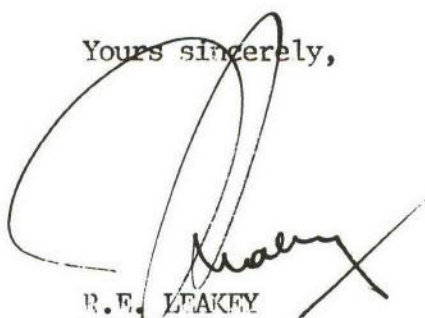
8/1/90

Mr. Graham Donaldson
The World Bank
1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

Dear Mr. Donaldson,

Thank you for your letter of 22/12/89 which came together with the draft of the Project Performance Audit Report on Loan 1304-KE. I found the report very useful and in my personal view, the criticisms were fully justified and if anything, understated. I look forward to seeing the final report.

Yours sincerely,



R. F. LEAKEY
DIRECTOR

/gk

MINISTRY OF TOURISM AND WILDLIFE
Comments from the Wildlife Conservation
and Management Department



WILDLIFE CONSERVATION AND
MANAGEMENT DEPARTMENT
HEADQUARTERS

P.O. Box 40241

NAIROBI, KENYA

Telegrams: "WILDLIFE", Nairobi

Telephone: Langata 891601-7

When replying please quote

Ref. No.KWS/CONF/12/4
and date

5th February, 1990

Mr. Graham Donaldson,
Chief,
Agriculture, Infrastructure and Human
Resources Division,
Operations Evaluation Department,
1818H Street, N.W.,
Washington, D.C. 20433,
U. S. A.

Through
Resident Representative,
Regional Mission in Eastern Africa,
P.O. Box 30577,
NAIROBI.

Dear Mr. Donaldson,

RE: KENYA WILDLIFE AND TOURISM PROJECT (LOAN 1304-KE)

PROJECT PERFORMANCE AUDIT REPORT

Thank you for your letter, dated 22nd December, 1989, forwarding the draft Project Performance Audit Report (PPAR) for my comments.

This is an important document to me because it has shed light on the complex policy and institutional issues that took place prior to 1978 when I joined the WCMD first as the Project Engineer and eventually as the Project Manager, from a totally different environment of Municipal Engineering. I have remained ignorant of these issues to date and one is bound to wonder why since I was within WCMD. Throughout the Project period (in my time) and immediately after, there persisted a distinct indifference towards the Project by most members of WCMD which left the Project staff feeling strangers within the Department. This has remained a puzzle until now because one would have expected enthusiasm and indulgence towards the new Project designed to better the management of Wildlife. With this kind of environment, the project management leadership was guided solely on what was contained in the Bank's Appraisal Report (SAR) and the Loan Agreement together with the normal Government Procedures for project implementation. It follows, therefore, that my few comments on the report will be based on experience with the Project viewed in the new light shed on the situation by the same report. It will be an addendum rather than a critique for the simple reason that I largely concur with the findings of the report.

...../2

1. County Council Agreements:

In the SAR and the Loan Agreement there was a condition that disbursement would depend on satisfactory agreements under which government would manage Masai Mara, Samburu, Buffalo Springs and Shaba National Reserves. These agreements as the PPAR rightly observes have never been accomplished and this to my mind, together with other policy and institutional issues discussed in the PPAR explains the consequent failures in these areas.

I stand to be corrected, but it is apparent that no discussions were held with the affected County Councils prior or during the project appraisal to determine the feasibility of imposing such a condition of effectiveness .

If this is true, it is not surprising that an atmosphere of mistrust between WCMD and the County Councils prevailed throughout the project period and after.

It did not only cause delays, but in these areas, there was a distinct hostility towards WCMD project staff by County Councils staff members, especially the road construction units which made the working environment in some instances almost intorelable. This was especially so in Masai Mara National Reserve where numerous incidents of maltreatment were reported.

2. NATIONAL PARKS AND NATIONAL RESERVES:

National Parks are state lands and are established and managed by the Central Government or by a Board of Trustees appointed by the Central Government. The former case applied during the Project period (WCMD) while the latter applies now under the Kenya Wildlife Service and before the Merger.

National Reserves are trustlands and are established and managed by the local authorities (County Councils) so long as the established wildlife policy is adhered to.

The above difference means that, unless management agreements are accomplished, the Central Government would not finance the maintenance of the facilities in the National Reserves. That is the responsibility of the County Councils.

Notwithstanding the above, the situation in Amboseli National Park should have been better but it was not possible due to the Central Government's budgetary constraints.

3. IMPLEMENTATION:

The SAR assumed that the project was to be implemented, in the main, by the MTW through WCMD, with support from Ministry of Water Development, Ministry of Health and Ministry of Education.

In actual fact, the Government policy towards project implementation then was followed. This meant that the Government implementing agencies, that is, Ministry of Works (Civil Works) and Ministry of Water Development (Water) were completely responsible for designs, tenders and supervision. This in reality meant that MTW and WCMD were merely rubber stamps for these aspects of the project and their major roles remained policy and institutional issued and overall co-ordination of the project. These issues are well covered in the PPAR.

4. ECONOMIC EVALUATION

The arguments presented in the PPAR are sound in my opinion but again as I commented in the PCR, I feel incompetent to comment on numerical calculations.

5. CONCLUSION:

The PPAR is an important document with a number of lessons which would be very useful for future projects in this organisation.



B. G. KINUTHIA
FORMER PROJECT MANAGER

c.c.

Director,
Kenya Wildlife Services,
LANGATA.



Agence canadienne de
développement international

Canadian International
Development Agency

200, promenade, du Portage
Hull (Québec)
CANADA
K1A 0G4

200 Promenade du Portage
Hull, Quebec
CANADA
K1A 0G4

Comments from the Canadian International Development Agency

~~Notre référence~~ ~~Our file~~

January 17, 1990

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department
The World Bank, IBRD, IDA
1818 H Street, N.W.
Washington, D.C. 20433
USA

Subject: KENYA: Wildlife and Tourism Project
(Loan 1304-KE) (CIDA Project 524/00702)
Project Performance Audit Report;

Dear Mr. Donaldson:

Thank you for sharing with us your draft Project
Performance Audit Report.

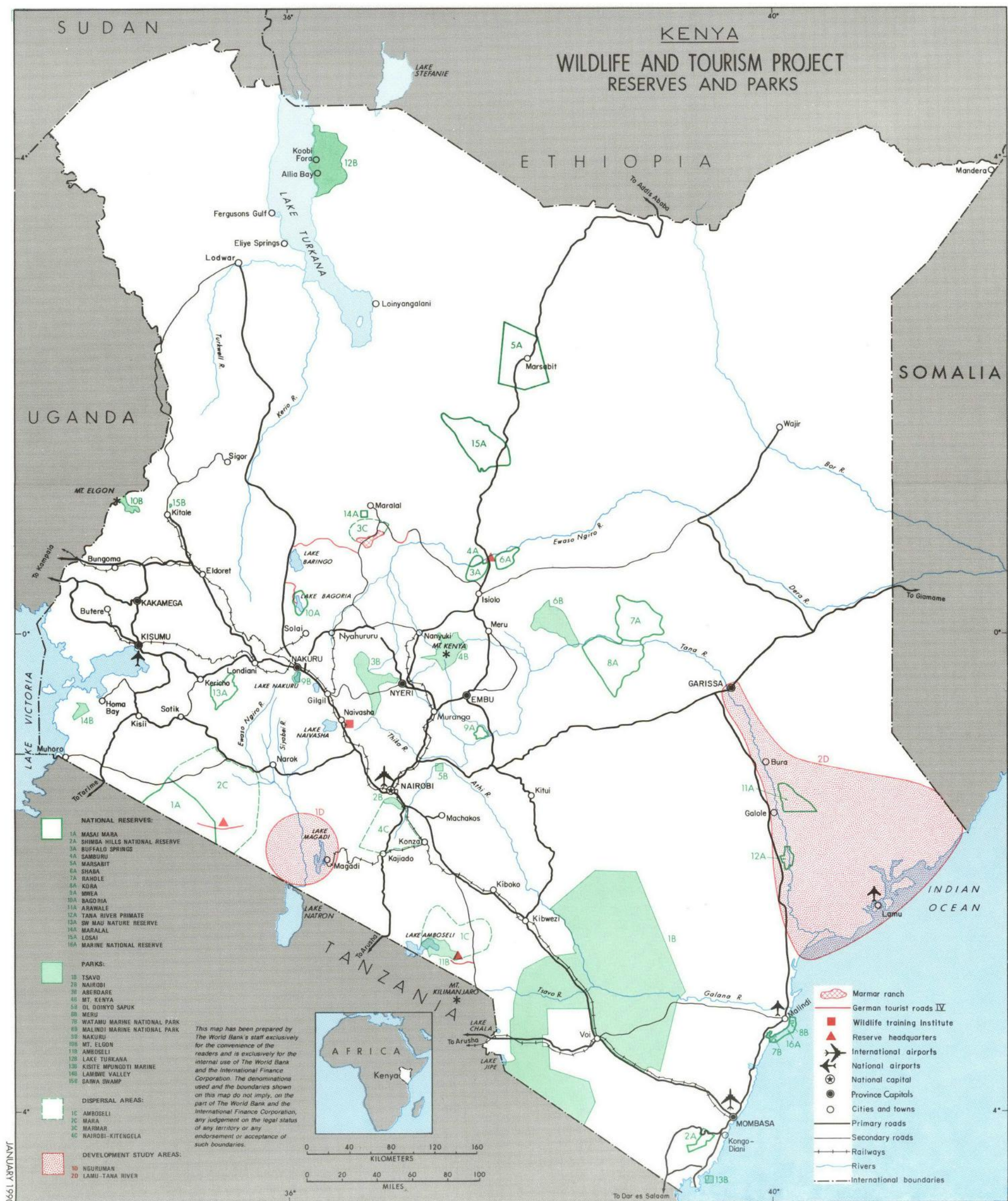
CIDA's parallel contribution to the Wildlife and Tourism
Project amounted to \$1,959,340.98, as shown in the
attached CIDA Termination Report. Also enclosed for your
records is a copy of a mid-term evaluation done on the
CIDA component of the project.

We look forward to seeing your final report.

Sincerely,

Stephen Free
Country Program Director
Kenya

Canada



OFFICE MEMORANDUM

DATE: April 3, 1990

TO: Mr. Peter Eigen, Director, AF2EA

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

Kindly distribute the enclosed final audit reports and cover letters to the officials concerned. A copy is also enclosed for your records.

Enclosures


WPPanton:clf

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

April 3, 1990

Mr. Peter Munene
Permanent Secretary
Ministry of Tourism and Wildlife
P. O. Box 30027
Nairobi, Kenya

Dear Mr. Munene:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

On December 22, 1989 we forwarded to you a copy of the draft Project Performance Audit Report on the above project.

The final version of the report has now been distributed to the Bank's Board of Executive Directors and it is my pleasure to send you a copy for your information.

Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

April 3, 1990

Dr. Richard E. Leakey
Director
Kenya Wildlife Service
P. O. Box 4276
Nairobi, Kenya

Dear Dr. Leakey:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

On December 22, 1989 we forwarded to you a copy of the draft Project Performance Audit Report on the above project.

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Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

The World Bank

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INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

April 3, 1990

Mr. Charles Mbindyo
Permanent Secretary
Ministry of Finance
P. O. Box 30007
Nairobi, Kenya

Dear Mr. Mbindyo:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

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Agriculture, Infrastructure
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Operations Evaluation Department

Attachment

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1818 H Street, N.W.
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(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

April 3, 1990

Mr. B. G. Kinuthia
Wildlife Conservation and
Management Department
Ministry of Tourism and Wildlife
P. O. Box 40241
Nairobi, Kenya

Dear Mr. Kinuthia:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

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Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

April 3, 1990

Mr. Stephen Free
Country Program Director, Kenya
c/o Canadian International Development
Agency (CIDA)
200 Promenade du Portage
Hull, Quebec, Canada K1A 0G4

Dear Mr. Free:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

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Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

WDIAL
.OEDDR
OINFO

-SUBJECT: KENYA WILDLIFE AND TOURISM PPAR
-FILENAME: KENYA LN 1304-KE
-DRAFTED BY: WPANTON EXT: 32887
-AUTHORIZED BY: G. DONALDSON, CHIEF, OEDD1

IBRDNAI
-INTBAFRAD
-NAIROBI, KENYA
-ATTN:MR. TOM ALLEN

BT

WASHINGTON, DC - 7-FEB-90

REUR FAX ON ABOVE SUBJECT, DATED FEBRUARY 6. I WOULD BE GRATEFUL IF
YOU WILL FORWARD THE ORIGINALS OF THE COMMENTARY LETTERS FROM MESSRS.
LEAKEY AND KINUTHIA TO ME SO THAT THEY CAN BE REPRODUCED AS
ATTACHMENTS TO THE PPAR PRIOR TO DISTRIBUTION TO THE EXECUTIVE
DIRECTORS. THANK YOU. DONALDSON, INTBAFRAD.

WORLD BANK TMSS

ZCZC OERC0603 OERS1760

WDIAL

.OEDDR

OINFO

-SUBJECT: KENYA WILDLIFE AND TOURISM PPAR
-FILENAME: KENYA LN 1304-KE
-DRAFTED BY: WPANTON EXT: 32887
-AUTHORIZED BY: G. DONALDSON, CHIEF, OEDD1

IBRDNAI

-INTBAFRAD

-NAIROBI, KENYA

-ATTN:MR. TOM ALLEN

BT

WASHINGTON, DC - 7-FEB-90

REUR FAX ON ABOVE SUBJECT, DATED FEBRUARY 6. I WOULD BE GRATEFUL IF YOU WILL FORWARD THE ORIGINALS OF THE COMMENTARY LETTERS FROM MESSRS. LEAKEY AND KINUTHIA TO ME SO THAT THEY CAN BE REPRODUCED AS ATTACHMENTS TO THE PPAR PRIOR TO DISTRIBUTION TO THE EXECUTIVE DIRECTORS. THANK YOU. DONALDSON, INTBAFRAD.
EXIT

=02071505

IN DROP COPY OF:OERR

NNNN

OPERATIONS EVALUATION DEPARTMENT

UNIT COST SHEET

PROJECT COMPLETION REPORT

PROJECT: REPUBLIC OF KENYA WILDLIFE AND TOURISM PROJECT
LOAN NO: 1304-KE

| | <u>YES</u> | <u>NO</u> |
|--|------------|-----------|
| A. Covenant requiring Borrower to prepare PCR / <u>1</u> | <u>—</u> | <u>X</u> |
| B. PCR prepared by | | |
| I. <u>Borrower</u> | | |
| - Borrower staff or agencies | <u>—</u> | <u>X</u> |
| - FAO/CP or consultants / <u>2</u> | <u>—</u> | <u>X</u> |
| II. <u>Bank</u> | | |
| - Bank staff | <u>X</u> | <u>—</u> |
| - Some input from Borrower | <u>X</u> | <u>—</u> |
| - Inadequate/incomplete Borrower PCR | <u>—</u> | <u>X</u> |
| C. Use of Borrower PCR in final document / <u>3</u> | | |
| - as final PCR (Part II) | <u>—</u> | <u>—</u> |
| - with overview | <u>—</u> | <u>—</u> |
| - an Annex to Bank PCR | <u>—</u> | <u>—</u> |
| - on file, Bank prepared its own PCR | <u>—</u> | <u>—</u> |

| | |
|---------------------------------------|-----------------|
| | <u>MAN-DAYS</u> |
| REVIEWED BY: <u>WILLIAM P. PANTON</u> | <u>32.50</u> |
| <u>PAUL DUANE</u> | <u>2.88</u> |
| <u>A. J. BLACKWOOD</u> | <u>0.38</u> |

APPROVED BY: GRAHAM DONALDSON
TOTAL OED COST:

| | |
|------------|--------------|
| STAFF | <u>35.76</u> |
| CONSULTANT | <u>-</u> |
| TOTAL | <u>35.76</u> |

DATE: February 14, 1990

PCR ASSESSMENT: Satisfactory, except for an exaggerated ERR.

- /1 Please remember that a standard clause has been included in general evaluations since January 1, 1985 (Article IX).
/2 The PCR is clearly identifiable as a consultancy firm product.
/3 Applies to item B(I).

THE WORLD BANK/INTERNATIONAL FINANCE CORPORATION
P.O. Box 30577 NAIROBI

KENYA

FACSIMILE TRANSMISSION FORM

TELEPHONE: 338464
738878

DATE: February 5, 1990

NUMBER OF

PAGES: 4 (including this page)

FROM: Tom Allen

Extension: 276 Dept./Div. No. 224/80

TO: COMPANY/ORGANIZATION: WORLD BANK
CITY AND COUNTRY: WASHINGTON, D.C., U.S.A.
FOR ATTENTION OF: GRAHAM DONALDSON, OEDRI, ROOM H6045

FAX NUMBER:
MACHINE TYPE:

SUBJECT: KENYA WILDLIFE AND TOURISM PROJECT (LOAN 1304-KE)
PROJECT PERFORMANCE AUDIT REPORT

Please find attached comments of Mr. B.C. Kinyutha of Ministry of Tourism and Wildlife and Richard Conway, Director, Kenya Wildlife Services relating to the above Audit Report. You may wish to take these comments into account in the finalization of the report.
Thanks

FAX MESSAGE

Transmission Authorized by P. T. Allen, Director, Resident Representative

JTLA

Original to be returned to:

If you experience any problems with this transmission, please call back as soon as possible.

Room No.:

Nairobi Telephone: 338868 Telex: 23012



KENYA

WILDLIFE

SERVICE

38/2

HEADQUARTERS, P.O. Box 40241
Langata Road, Nairobi.Telegrams: "WILDLIFE" Nairobi
Telephone: Langata 51081/2

Our Ref:

TSA/07/07/8

Date: 17/1/90


Mr. Thomas W. Allen
Deputy Resident Representative
The World Bank
P.O. Box 30577
NAIROBI

Dear Sir,

Thank you very much for your letter of 11 January 1990 which was attached to the Project Performance Report on Loan 1394. My principal concern is that the criticisms are fully justified and could have been stronger. The management of major resources was a disgrace.

Kind regards,

Yours sincerely,


R.F. LEARY
DIRECTOR

/13

38/3

Telegrams: Wildlife, Nairobi
Telephones: Nairobi 41201-2
When calling please quote

Ref. No. WLD/0007/12/84

WILDLIFE CONSERVATION AND
MANAGEMENT DEPARTMENT
HEADQUARTERS
P.O. Box 42281
NAIROBI, KENYA

5th February 1984

Mr. Graham Donaldson,
Chief,
Agriculture, Infrastructure and Water
Resources Division,
Operations Evaluation Department,
1515E Street, N.W.,
Washington, D.C. 20433,
U. S. A.

Through
Resident Representative,
Regional Mission in Eastern Africa,
P.O. Box 50277,
NAIROBI.

Dear Mr. Donaldson,

RE: KENYA WILDLIFE AND TOURISM PROJECT (LOAN 1304-KS)

PROJECT PERFORMANCE AUDIT REPORT

Thank you for your letter, dated 22nd December, 1983, forwarding the draft Project Performance Audit Report (PPAR) for my comments.

This is an important document to me because it has shed light on the complex policy and institutional issues that took place prior to 1975 when I joined the WMD first as the Project Engineer and eventually as the Project Manager, from a totally different environment of Municipal Engineering. I have remained ignorant of these issues to date and one is bound to wonder why since I was within WMD. Throughout the Project period (in my time) and immediately after, there persisted a distinct indifference towards the Project by most members of WMD which left the Project staff feeling strangers within the Department. This has remained a puzzle until now because one would have expected enthusiasm and indulgence towards the new Project designed to better the management of Wildlife. With this kind of environment, the project management leadership was guided solely on what was contained in the Bank's Appraisal Report (3AR) and the Loan Agreement together with the normal Government Procedures for project implementation. It follows, therefore, that my few comments on the report will be based on experience with the Project viewed in the new light shed on the situation by the same report. It will be an appraisal rather than a critique for the simple reason that I largely agree with the findings of the report.

1. Management Agreements

In the SAR and the Loan Agreement there was a condition that disbursement would depend on satisfactory agreements to which government would manage Masai Mara, Samburu, Buffalo Springs and Laikipia National Reserves. These agreements as the PPAA rightly observes have never been accomplished and this to my mind, together with other policy and institutional issues discussed in the PPAA explains the consequent failures in these areas.

I stand to be corrected, but it is apparent that no discussions were held with the affected County Councils prior or during the project appraisal to determine the feasibility of imposing such a condition of effectiveness.

If this is true, it is not surprising that an atmosphere of mistrust between WCMD and the County Councils prevailed throughout the project period and after.

It did not only cause delay, but in these areas, there was a distinct hostility towards WCMD project staff by County Councils staff members, especially the road construction units which made the working environment in some instances almost intolerable. This was especially so in Masai Mara National Reserve where numerous incidents of maltreatment were reported.

2. NATIONAL PARKS AND NATIONAL RESERVES

National Parks are state lands and are established and managed by the Central Government or by a Board of Trustees appointed by the Central Government. The former case applied during the Project period (WCMD) while the latter applies now under the Kenya Wildlife Service and before the merger.

National Reserves are trustlands and are established and managed by the local authorities (County Councils) so long as the established wildlife policy is adhered to.

The above difference means that, unless management agreements are accomplished, the Central Government would not finance the maintenance of the facilities in the National Reserves. That is the responsibility of the County Councils.

Notwithstanding the above, the situation in Amboseli National Park should have been better but it has not possible due to the Central Government's budgetary constraints.

3. IMPLEMENTATION

The SAR assumed that the project was to be implemented, in the main, by the NW through WCMD, with support from Ministry of Water Development, Ministry of Health and Ministry of Education.

In actual fact, the Government policy towards project implementation then was followed. This meant that the Government's implementing agencies, that is, Ministry of Works (Civil Works) and Ministry of Water Development (Water) were completely responsible for design, funds and supervision. This in reality meant that WDC and WDC had only rubber stamps for these aspects of the project and their major role was to issue policy and institutional issued and overall co-ordination of the project. These issues are well covered in the PPAA.

38/5

TECHNICAL EVALUATION

The arguments presented in the PCN are sound in my opinion but again as I commented in the PCN, I feel is hesitant to comment on numerical calculations.

3. CONCLUSION

The PFAR is an important document with a number of lessons which would be very useful for future projects in this organisation.



B. D. KINTORIA
FORMER PROJECT MANAGER

o.c.

Director
Kenya Wildlife Services
LANGATA

OFFICE MEMORANDUM

DATE: February 16, 1990

TO: Mr. Edward V.K. Jaycox, AFRVP

THROUGH: Yves Rovani, DGO

FROM: Ram K. Chopra, Director, OED *Blup*

EXTENSION: 32924

SUBJECT: KENYA - Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

The final draft of the Project Performance Audit Report on the above project is attached. Comments from the Region, the Government, and the cofinancier have been taken into account in preparation.

The attached report is scheduled for release to the Executive Directors and the President on March 2, 1990. Please confirm before that date that the earlier comments of your staff have been adequately reflected in this final draft.

Attachment

cc: Messrs. Madavo, AF2DR
Pouliquen, INUDR
Lethem, AF2DR
Amoako, AF2CO
Christoffersen, AFTEN
Ms. Adu, LEGAF

WPPanton
WPPanton/GDonaldson:clf



KENYA

WILDLIFE SERVICE

HEADQUARTERS, P.O. Box 40241
Langata Road, Nairobi.

Telegrams: "WILDLIFE", Nairobi
Telephone: Langata 501081/2

Our Ref: KWS/CONF/12/4

Date: 18/1/90

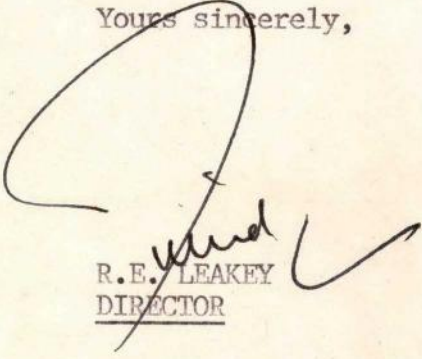
Mr. Thomas W. Allen
Deputy Resident Representative
The World Bank
P O Box 30577
NAIROBI

Dear Tom,

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Kind regards.

Yours sincerely,


R.E. LEAKEY
DIRECTOR

/gk

WORLD BANK
Washington, D.C. 20433
OPERATIONS EVALUATION DEPARTMENT
AGRICULTURE, INFRASTRUCTURE AND HUMAN RESOURCES DIVISION (OEDD1)

FACSIMILE TRANSMITTAL FORM

DATE: January 2, 1990

NUMBER OF PAGES: 3

FROM: William P. Panton

TEL.: (202) 473-2887

ROOM NO.: H-6059

OEDD1 FAX NO.: (202) 477-7658

TO: COMPANY/ORGANIZATION: World Bank

CITY AND COUNTRY : Nairobi, Kenya

FOR ATTENTION OF : Mr. Peter Eigen


FACSIMILE

TELEFAX NO.: (254-2) 338464

SUBJECT: Audit - Kenya Wildlife and Tourism (Ln. 1304-KE)

Please substitute this revised page 18 in the copies pouched
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TRANSMISSION AUTHORIZED BY: Graham Donaldson, Chief, OEDD1



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Washington, D.C. 20433

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DATE: January 2, 1990

NUMBER OF
PAGES: 3 (Including this page)

FROM: William P. Panton

Extension 32887

Dept./Div. Nos. 175/10

TO: COMPANY/ORGANIZATION: World Bank
CITY AND COUNTRY: Nairobi, Kenya
FOR ATTENTION OF: Peter Eigen

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TELEFAX NO.: (254-2) 338464

SUBJECT: Audit - Kenya Wildlife and Tourism Project (Ln. 1304-KE)

Please substitute this revised page 18 in the copies pouched to you last week.

cc:

Transmission authorized by: Graham Donaldson, Chief, OEDD1

Original to be returned to: William Panton

Room No. H-6059

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Washington, D.C. 20433

U.S.A.

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DATE January 2, 1990

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H-6029

Room No.

Original to be returned to - William Pantan

If you experience any problems with this transmission, call us back as soon as possible.

Phone (202) 477-2805

Facsimile (TELEFAX): (202) 477-6391 (4 lines)

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FTCC - 82987 WORLDBK; TRT - 197688 WORLDBK; WUI - 64145 WORLDBK

38. In retrospect, deterioration appears to have set in within the first six months after effectiveness, when the first Director to be appointed to the newly established WCMD proved to be the candidate least favored by the Bank, and the first supervision mission reported that poaching controls were weak and that many of the agency staff were demoralized due to rumors of corruption in high places. From that time on the Bank's ability to influence change remained severely handicapped to the ultimate detriment of the project.

39. Had the Bank been willing to address boldly the issues arising at that time with a view to precipitating radical changes in organization and management the subsequent project experience might have been more favorable. But, the opportunity was lost and never returned.

40. This project experience raises (but does not answer) the difficult question of how the Bank should deal with the illusive problem of suspected project related corruption in the face of an intransigent borrower which, while pursuing the construction of project financed civil works and equipment procurement, evades the attainment of previously agreed policy objectives. It is the view of the audit that in this instance the Bank should have been more resolute in confronting the borrower on deficiencies in project implementation, even to the extent of risking premature loan closure on the grounds of limited commitment to project objectives and non-compliance with specific covenants.

189-3

THE WORLD BANK / IFC / MIGA

OFFICE MEMORANDUM

DATE: January 2, 1990

TO: Mr. Frances J. Lethem, AF2DR

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: Kenya Wildlife and Tourism Project PPAR

Further to your memo dated 12/26/89 on the above subject, I appreciate your drawing our attention to para. 40 with its reference to "project related corruption." I agree that there is an outside chance that Government might object and we are accordingly advising RMEA, to whom we have already sent copies of the draft for distribution, to substitute page 18 of the current draft with a new page in which the word "suspected" is inserted between "of" and "project" in para. 40, line 2.

Thank you.

cc: Peter Eigen/Tom Allen (memo only)

OFFICE MEMORANDUM

DATE: January 2, 1990

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EXTENSION: 32893

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Thank you.

cc: Peter Eigen/Tom Allen (memo only)

The World Bank/IFC/MIGA
OFFICE MEMORANDUM

DATE: 26-Dec-1989 09:47am

TO: Graham Donaldson (GRAHAM DONALDSON)

FROM: Francis J. Lethem, AF2DR (FRANCIS J. LETHEM)

EXT.: 34038

SUBJECT: Kenya Wildlife & Tourism Project PPAR

~~WD~~
(for info)
✓ 12/27/89

? I just read the draft PPAR of Dec 5. I am afraid this audit confirms the negative feedback I had received about the project (I used an article from the NY Times ca 1983, as an example of how not to deliver TA).

At the same time I hope that para 40 of the PPAR has been modified before issuance to Government. That para, indeed, accuses Govt of corruption, when the report only documents demoralizing rumors of corruption.

(no!) - (the ref. to corruption is in the general, not the particular).

CC: Jonathan Brown

(JONATHAN BROWN)

CC: PETER EIGEN / TOM ALLEN

(PETER EIGEN @A1@PARIS)

OFFICE MEMORANDUM

DATE: January 2, 1990

TO: Mr. Frances J. Lethem, AF2DR

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: Kenya Wildlife and Tourism Project PPAR

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Thank you.

cc: Peter Eigen/Tom Allen (memo only)

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

December 27, 1989

Mr. William Bain
Senior Program Manager
Canadian International Development Agency
Hull, Quebec, Canada K1A 0G4

Dear Mr. Bain:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

The Operations Evaluation Department is an independent department reporting to the World Bank's Executive Directors. It reviews projects/programs supported by the World Bank and evaluates the extent to which objectives were achieved, and determines reasons for variations between planned and actual results, and the general effectiveness of World Bank support. We are particularly interested in what can be learned from past experience.

Since the above project satisfies the criteria for which projects are selected for a full audit, and since CIDA was involved in parallel financing for the Wildlife Planning Unit, we are enclosing a draft Project Performance Audit Report (PPAR) for your comments. The PPAR, together with your comments, will form the final evaluation document. We would appreciate receiving your comments by February 9, 1990. We also attach a copy of the final version of the Project Completion Report (PCR) on the above project for your information.

I would be grateful if you could provide us with the final expenditure figure for the CIDA assistance contribution, to enable us to complete para 1 of the Preface. A final copy of the report will be sent to you when distribution has been made to our Executive Directors.

Please disregard an earlier letter, dated December 22, on this same subject, which was dispatched in error. Thank you.

Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

WPanton/

OFFICE MEMORANDUM

DATE: December 22, 1989

TO: Mr. Peter Eigen, Director, AF2EA

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

Kindly distribute the enclosed copies of the above Report and cover letters to the officials concerned. I have included an additional copy of the report for your information and would appreciate it if you could encourage the addressees to respond by February 9, 1990.

Enclosures


WPPanton:clf

Attachment
December 22, 1989

Re: Kenya Wildlife and Tourism
Project (Loan 1304-KE)
Project Performance Audit Report

Mr. Peter Munene
Permanent Secretary
Ministry of Tourism and Wildlife
P. O. Box 30027
Nairobi, Kenya

Dr. Richard E. Leakey
Director
Kenya Wildlife Service
P. O. Box 4276
Nairobi, Kenya

Mr. Charles Mbindyo
Permanent Secretary
Ministry of Finance
P. O. Box 30007
Nairobi, Kenya

Mr. B. G. Kinuthia
Kenya Wildlife Service
P. O. Box 4276
Nairobi, Kenya

Mr. Bill Bain
c/o Canadian International Development
Agency (CIDA)
Hull, Quebec, Canada K1A 0G4

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

December 22, 1989

Mr. Peter Munene
Permanent Secretary
Ministry of Tourism and Wildlife
P. O. Box 30027
Nairobi, Kenya

Dear Mr. Munene:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

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I am also sending a copy of the draft report to the persons on the attached list. A final copy of the report will be sent to you when distribution has been made to our Executive Directors.

Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

December 22, 1989

Dr. Richard E. Leakey
Director
Kenya Wildlife Service
P. O. Box 4276
Nairobi, Kenya

Dear Dr. Leakey:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

The Operations Evaluation Department is an independent department reporting to the World Bank's Executive Directors. It reviews projects/programs supported by the World Bank and evaluates the extent to which objectives were achieved, and determines reasons for variations between planned and actual results, and the general effectiveness of World Bank support. We are particularly interested in what can be learned from past experience.

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Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

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INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
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(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

December 22, 1989

Mr. Charles Mbindyo
Permanent Secretary
Ministry of Finance
P. O. Box 30007
Nairobi, Kenya

Dear Mr. Mbindyo:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

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Operations Evaluation Department

Attachment

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Cable Address: INTBAFRAD
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December 22, 1989

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Kenya Wildlife Service
P. O. Box 4276
Nairobi, Kenya

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(Loan 1304-KE)
Project Performance Audit Report

The Operations Evaluation Department is an independent department reporting to the World Bank's Executive Directors. It reviews projects/programs supported by the World Bank and evaluates the extent to which objectives were achieved, and determines reasons for variations between planned and actual results, and the general effectiveness of World Bank support. We are particularly interested in what can be learned from past experience.

Since the above project satisfies the criteria for which projects are selected for a full audit, we are enclosing a draft Project Performance Audit Report (PPAR) for your comments. The final version of the Project Completion Report (PCR) on the above project has previously been forwarded to you. The PPAR, together with your comments, will form the final evaluation document. We would appreciate receiving your comments by February 9, 1990.

I am also sending a copy of the draft report to the persons on the attached list. A final copy of the report will be sent to you when distribution has been made to our Executive Directors.

Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

The World Bank

INTERNATIONAL BANK FOR RECONSTRUCTION AND DEVELOPMENT
INTERNATIONAL DEVELOPMENT ASSOCIATION

1818 H Street, N.W.
Washington, D.C. 20433
U.S.A.

(202) 477-1234
Cable Address: INTBAFRAD
Cable Address: INDEVAS

December 22, 1989

Mr. Bill Bain
c/o Canadian International Development
Agency (CIDA)
Hull, Quebec, Canada K1A 0G4

Dear Mr. Bain:

Re: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

The Operations Evaluation Department is an independent department reporting to the World Bank's Executive Directors. It reviews projects/programs supported by the World Bank and evaluates the extent to which objectives were achieved, and determines reasons for variations between planned and actual results, and the general effectiveness of World Bank support. We are particularly interested in what can be learned from past experience.

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I am also sending a copy of the draft report to the persons on the attached list. A final copy of the report will be sent to you when distribution has been made to our Executive Directors.

Sincerely,

Graham Donaldson
Chief
Agriculture, Infrastructure
and Human Resources Division
Operations Evaluation Department

Attachment

THE WORLD BANK / IFC / MIGA

OFFICE MEMORANDUM

DATE: December 5, 1989

TO: Mr. Jonathan C. Brown, Chief, AF2IN

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304-KE)
Project Performance Audit Report

I attach, for your review and comment, the draft of the above report.

I would appreciate receiving your initial comments by December 19, 1989, when we expect to send the draft report to the Borrower for comment. Please let me have any further comments you may wish to make by January 9, 1990.

I would also be grateful if you could arrange for us to have the names, titles and addresses of people in the Borrower country to whom the draft report should be sent for comment.

I should add that this has not been an easy project to audit on account of the lack of documentation concerning an apparent nexus between poachers and influential Kenyans, which undoubtedly affected the project outcome for the worse.

Attachment

cc: Messrs. Pouliquen, INUDR
Lethem, AF2DR
Amoako, AF2CO
Christoffersen, AFTEN
Ms. Adu, LEGAF


WPanton:clf

WORLD BANK TMSS

ZCZC OERC0298 OERS0792

WDIAL

.OEDDR

OINFO

-SUBJECT: KENYA

-FILENAME: LN 1304 AUDIT

-DRAFTED BY: WPANTON

EXT: 32887

-AUTHORIZED BY: G. DONALDSON, CHIEF, OEDD1

CABLE1

-MINISTRY OF TOURISM AND WILDLIFE

-P. O. BOX 40241, NAIROBI, KENYA

-ATTN:MR. B. G. KINUTHIA

BT

WASHINGTON, DC - 18-JUL-89

RE OUR DISCUSSION JUNE 29 AND YOUR MESSAGE TO ME AT SAFARI CLUB, JUNE
30, I LOOK FORWARD RECEIVING ADDITIONAL DATA REGARDING LOAN 1304,
WILDLIFE AND TOURISM PROJECT. THANK YOU AND REGARDS, BILL PANTON.

=07181004

IN DROP COPY OF:OERR

NNNN

WORLD BANK TMSS

V

DISCONNECTED

WDIAL
.OEDDR
OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AUDIT
-DRAFTED BY: WPANTON *WP* EXT: 32887
-AUTHORIZED BY: G. DONALDSON, CHIEF, OEDD1

CABLE1
-MINISTRY OF TOURISM AND WILDLIFE
-P. O. BOX 40241, NAIROBI, KENYA
-ATTN:MR. B. G. KINUTHIA

BT
WASHINGTON, DC - 17-JUL-89
RE OUR DISCUSSION JUNE 29 AND YOUR MESSAGE TO ME AT SAFARI CLUB, JUNE
30, EYE LOOK FORWARD RECEIVING ADDITIONAL DATA REGARDING LOAN 1304,
WILDLIFE AND TOURISM PROJECT. THANK YOU AND REGARDS, BILL PANTON.

*Send out
7-18-89*

WORLDBANK TMSS

ZCZC DERN0366 OPER2416

QX DELMSG

.SYSCOM

YOUR DERS0792 OF 07180955

WAS DELIVERED AS FTCC7506 AT 07181009

AAB: FTCCMAC2

=07181012

NNNN

WORLDBANK TMSS

OFFICE MEMORANDUM

DATE: July 14, 1989

TO: Mr. Graham Donaldson, Chief, OEDD1

FROM: William P. Panton, OEDD1

EXTENSION: 32887

SUBJECT: KENYA, Wildlife and Tourism Project (Ln. 1304), and Smallholder Coffee Improvement Project (Cr. 914) - Field Audits, June 14 - July 4, 1989
Back-To-Office Report

A. Wildlife and Tourism Project.

1. While conceptually sound and reasonably well prepared, with the notable exception of institutional arrangements for project execution, and of design which was insufficiently advanced at Board Approval to permit timely award of construction contracts after effectiveness, this complex and ambitious project was adversely affected by serious organizational, institutional and staffing deficiencies in the agency responsible for its implementation. In consequence, the project fell substantially short of its objectives, to an extent which calls into question the judgment of the appraisal mission with regard to the Government's commitment to the project. During implementation, the Bank showed little resolve in respect to several important covenants in the face of Government intransigence. A preliminary conclusion of the field audit is that the ERR of 29% claimed in the PCR is fallacious, and that a lack of quantification on costs and benefits precludes the calculation of a re-estimated rate of return. The project outcome must be regarded as unsatisfactory.

B. Smallholder Coffee Improvement.

2. This project was handicapped by several deficiencies in design, including inadequate interdepartmental organization arrangements for project management; an inappropriate choice of farm credit target group; and a lack of appreciation of institutional and staffing constraints which adversely affected the implementing agencies' ability to deliver. In consequence, the project had an extremely protracted start-up. Improvements in project design introduced in the fourth year of implementation (including the establishment of a project management unit and a change in criteria for selection of farm credit applicants) led to an appreciable improvement in project momentum and performance standards, but the improvement came too late to fully offset the poor performance of the earlier years, in spite of a three-year extension in closing date, as indicated by a re-estimated SAR of 7% in the PCR, and cancellation of US\$ 16.5 m. of the US\$27.0 m. credit.

3. The improved performance registered during implementation is attributable to a considerable strengthening of the institutions responsible, and to high quality, intensive supervision by locally resident Bank staff.

cc: Mr. Ram K. Chopra, OEDDR

OFFICE MEMORANDUM

DATE: June 7, 1989

TO: Mr. C. E. Madavo, AF2DR


FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304) and Smallholder Coffee
Improvement Project (Credit 914)
Project Performance Audit Mission

This is to inform you that Mr. William Panton of this Department will arrive in Nairobi on June 17 and stay for approximately two weeks. The appropriate authorities in the country have been notified.

cc: Messrs. Amoako, AF2CO
Shivakumar, AF2AG
Chopra, OEDDR
Lowther, OEDDR


WPanton:clf

OFFICE MEMORANDUM

DATE: June 5, 1989

TO: Mr. William P. Panton, Senior Evaluation Officer, OEDD1

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304) and Smallholder Coffee
Improvement Project (Credit 914)
Terms of Reference

1. You will undertake a mission for the above purpose, commencing in Nairobi on Monday, June 19 and finishing Saturday, July 1.
2. In your reviews, you will give particular attention to sectoral impact, institutional performance, effectiveness of implementation, post-project operational efficiency, and overall sustainability of project investments.
3. You will prepare a back-to-office report on your return, followed by a combined PPAR.
4. En route to Kenya you will visit BMZ headquarters in Bonn, West Germany, for discussions with Mr. Spanier concerning the Nepal Renewable Resources Management Special Study and the West German (KFW and GTZ) assistance program. On your return you will visit CDC headquarters in London for discussions with Messrs. Williams and Anderson concerning the CDC-cofinanced element of the Smallholder Coffee Improvement Project.

cc: Mr. Chopra, OEDDR

OFFICE MEMORANDUM

DATE: June 5, 1989

TO: Mr. William P. Panton, Senior Evaluation Officer, OEDD1

FROM: Graham Donaldson, Chief, OEDD1

EXTENSION: 32893

SUBJECT: KENYA: Wildlife and Tourism Project
(Loan 1304) and Smallholder Coffee
Improvement Project (Credit 914)
Terms of Reference

1. You will undertake a mission for the above purpose, commencing in Nairobi on Monday, June 19 and finishing Saturday, July 1.
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cc: Mr. Chopra, OEDDR


WPanton:clf

OPERATIONS EVALUATION DEPARTMENT

PROJECT INFORMATION FOR ANNUAL REVIEW
(To be completed for each project evaluated)

Date: April 6, 1989

Completed by: William P. Denton

1. Name of Project: Wildlife + Tourism

2. Country: Kenya

3. Sector: Tourist

3. Subsector: Wildlife Tourism

4. Report Number and Date: SAR: 1022-KE; L.A: 1304 T-KE

5. OED Report Number: _____

6. Preparation of PCR (check one):



Bank



Borrower



Joint or Other

6.1 Covenant Requiring Borrower
to Prepare PCR 1/

Yes

No

1/ Please remember that a standard clause has been included in the General Conditions since January 1, 1985.

6.2 PCR Prepared by:

| <u>Borrower</u> | <u>Yes</u> | <u>No</u> |
|--------------------------------------|-------------------------------------|-----------|
| - Borrower Staff or Agencies | _____ | _____ |
| - FAO/CP or Consultants <u>2/</u> | _____ | _____ |
| <u>Bank</u> | | |
| - Bank Staff | <input checked="" type="checkbox"/> | _____ |
| - Some Input from Borrower | _____ | _____ |
| - Inadequate/Incomplete Borrower PCR | _____ | _____ |

6.3 Use of Borrower PCR in Final Document

| | | |
|--------------------------------------|-------|-------|
| - As Final PCR | _____ | _____ |
| - With Overview | _____ | _____ |
| - As Annex to Bank PCR | _____ | _____ |
| - On File, Bank Prepared Its Own PCR | _____ | _____ |

7. Bank Loan/Credit

| | <u>Loan</u> | (US\$ million) | <u>Credit</u> |
|------------------|-------------|----------------|---------------|
| Amount Approved: | <u>17.0</u> | | |
| Cancellations | <u>0.2</u> | | |
| Supplements | _____ | | |

2/ PCR clearly identifiable as a consultancy firm product.

8. Cofinancing

NIL

Agencies

Amount
(US\$ million)

9. Brief Project Description: Summarize stated policy and project objectives, (economic, financial, social, organizational) principal project elements, Bank-financed components, earlier related projects and major physical and institutional targets.

Support Government in implementing its policies for wildlife conservation by conserving wildlife and developing attractions for ~~wildlife~~ ~~and tourism~~ foreign and local tourists, through improvements to ~~the~~ ~~one~~ important park and reserve areas and through establishment of a Wildlife Planning Unit, 3 anti-poaching units, a Wildlife and Fisheries Training Institute, and policy and feasibility studies on wildlife and tourism development.

10.

| <u>Total Project Cost</u> | <u>Appraisal Estimate</u> | <u>Actual</u> | <u>Percent Change Increase/(decrease)</u> |
|--|---------------------------|---------------|---|
| In Local Currency (specify units) K.Shs | 292.3 m | 345.6 m | 18 |
| In US\$ Equivalent (thousands) | 36,600 | 32,200 | (11.5) |

Note Principal Factors Affecting Project Costs: Changes in project scope (size, design, components) domestic inflation, import prices, implementation delays, managerial deficiencies, etc. Quantify if estimates are readily available.

Exchange rate changes.

11. Estimated Rates of Return

| <u>At</u> <u>Appraisal</u> | <u>Re-estimated</u> <u>At Completion</u> |
|-------------------------------|---|
| ----- (Percent) ----- | |

(a) Financial Rate of Return

(b) Economic Rate of Return

15.6

28.9

(c) Re-estimated Rate(s) of Return not available at completion; indicate reason:

Project Not Implemented _____

Inadequate Data _____

Other (specify) _____

Reasons for significant changes in ERR:

Bigger increases in forecast annual than expected in SAR.

12. Physical Completion

(a) Date of Loan Credit Signing

7/9/76

(b) Original Completion Date

6/30/81

(c) Actual Completion Date:

(If not available use Closing Date and note accordingly)

6/86

(d) Execution Time

(Signing to Completion in months)

Original

59

Actual

119

Increase/(Decrease)

60 (100%)

Note Major Reasons for Changes in Completion Time: (If major reasons for potential change "cancelled out", please note these reasons in similar detail)

Have stated due difficulty in identifying and appointing suitable staff; delay in preparing designs for civil works and preparing bidding documents; & local funding shortfalls.

13. Project Contribution to Sector or Macro Policies

(a) Contribution Expected (at appraisal or developed during implementation)

- (1) Conservation of wild life &
- (2) Encouragement of tourism

(b) Achievement of Objectives (check one)

- one objective completely successful; (in other of total failure.

☒ Substantial
(1)

☐ Partial

☒ Negligible
(2)

Brief explanation for above assessment:

Unrealistic expectations for objective (2). set at appraisal.

(c) Influence of Sector Policies on Project Outcome (check one)

☒ Positive

☐ Negative

Describe Influence:

14. Project Agency Performance (check where applicable)

| <u>Name/Type of Agency</u> | <u>New Agency</u> | <u>Existing Agency</u> | <u>Performance</u> | | |
|---|-------------------------------------|--------------------------|--------------------------|-------------------------------------|--------------------------|
| | | | <u>Good</u> | <u>Fair</u> | <u>Poor</u> |
| <i>Wildlife Conservation and Management Dept (WCMU)</i> | <input checked="" type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input checked="" type="checkbox"/> | <input type="checkbox"/> |
| | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |
| | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> | <input type="checkbox"/> |

15. Institutional Development Efforts

(a) Explicit Institutional Development Objectives (specify)

o Implementation or Executing Agency

Improve capability of staff in WCMU and strengthen planning capability.

o Other Related Institutions (if any)

(b) Instrumentalities (Check applicable items)

- | | |
|--|--|
| <input checked="" type="checkbox"/> Bank Covenants | <input checked="" type="checkbox"/> Building/Equipment |
| <input type="checkbox"/> Creation of New Agency | <input type="checkbox"/> Reorganization of Existing Agency |
| <input checked="" type="checkbox"/> Training | <input checked="" type="checkbox"/> Systems Development |
| <input checked="" type="checkbox"/> Studies and Research | <input type="checkbox"/> Technical Assistance |
| <input type="checkbox"/> Other (specify) | |

16. Overall Achievement of Institutional Development Objectives (Check one)

☒ Substantial ☐ Partial ☐ Negligible

Reason for above assessment:

Staffing increased & quality of staff improved through training.

17. Sustainability

To what extent is the project likely to maintain an acceptable level of net benefits throughout its economic life? (check one)

☐ likely ☐ unlikely
☐ marginal ☒ uncertain

Reasons for assessment (factors accounting for future success/failure):

poaching & other constraints to game conservation continued to exert an adverse effect on wildlife numbers, in spite of project inspired improvement of the institutions.

18. Direct Beneficiaries/Benefits (where estimated)

| | At Appraisal | At Completion | Change | Percent Change |
|--|------------------|--------------------|--------|-------------------|
| (a) Number of Families /Persons (Indicate which) | 840 (by 1980) | 1,000 (by 1988) | ? | (not comparable) |
| (b) Family Income | | | | |
| Domestic Currency (constant _____ prices) | _____ | _____ | _____ | _____ |
| US dollars (constant _____ prices) | _____ | _____ | _____ | _____ |

| | <u>At</u> <u>Appraisal</u> | <u>At</u> <u>Completion</u> | <u>Change</u> | <u>Percent</u> <u>Change</u> |
|--|-------------------------------|--------------------------------|-------------------|---------------------------------|
| (c) Direct Employment Creation | | | | |
| Man-Years of Full-time Employment Created (per year at full development) | <u>840</u> | <u>1000</u> | <u> </u> | <u> </u> |
| Man-Years of Part-time Employment Created (per year at full development) | <u> </u> | <u> </u> | <u> </u> | <u> </u> |

Project Cycle

(a) Who prepared project (check one or more)



Bank



Borrower



Other (specify)

(b) Key Dates

| | <u>Mth./Yr.</u> | <u>Intervals</u> <u>(months)</u> |
|----------------|-----------------|-------------------------------------|
| Identification | <u>7/74</u> | <u>12</u> |
| Appraisal | <u>7/75</u> | <u>12</u> |
| Board Approval | <u>7/76</u> | <u>4</u> |
| Effectiveness | <u>11/76</u> | <u>103</u> |
| Closing | <u>6/85</u> | <u> </u> |

18. Supervision Parameters

(a) Number of supervision missions

19

(b) Average number of people on each mission

1.9

Note any salient features affecting signing, effectiveness, closing or cancellation:

19. Overall Assessment

Having regard to all the original objectives and actual (or expected) achievements (economic and social benefits, ID, policy impact, technology transfer, sustainability), give your own assessment of the overall success (or likely success) of the project, checking one of the four ratings given below:

- (a) Project achieves or exceeds all its major objectives, achieves substantial results in almost all respects. ☐
- (b) Project achieves most of its objectives and has satisfactory results with no major shortcomings. ☐
- (c) Project reveals major shortcomings in meeting objectives and/or achievements but is still ☒
- (d) Project achieves few objectives, if any, and has no foreseeable worthwhile results. ☐

19.1 Note that the "old" assessment of whether a project was a success or failure may not give results consistent with the above four ratings. The old assessment of success required an ERR of 10% or more, or other significant benefits if the ERR was less than 10%, or a qualitative assessment if an ERR was not calculated at completion. Please also indicate whether the project was a success or failure according to the old definition by checking one of the following:

☒ success ☐ failure

19.2 The following questions seek to identify, without too much prompting, those projects that offer the more noteworthy "lessons", whether agreeable or disagreeable. Using the experience of this "bi-polar" group of projects Annual Review authors may be able to sharpen their discussion of relevant issues.

Bank-related

- (a) Does this project experience demonstrate clearly how the Bank's processes or actions (inactions) have contributed significantly to the project outcome, whether positively or negatively?

☐ Yes ☒ No

- (b) If the above answer is "yes", please describe the nature of the Bank's particular influence, and check whether it was positive or negative:

☐ Positive

☐ Negative

Other Lessons

- (c) Does this project experience demonstrate clearly a significant impact of some other influence on project outcome, whether positive or negative?

☒ Yes

☐ No

- (d) If the above answer is "yes", please describe the nature of this influence and check whether it was positive or negative:

*Continuing pressure on wildlife resources
arising from population pressure*

☐ Positive

☒ Negative

- 19.3 Do you nominate this project for consideration as one of the three outstanding projects for Annual Review? (i.e. outstandingly successful in outcome or achievement)

☐ Yes

☒ No

- 19.4 Does the PCR/PPAR consider that standards of preparation of this project were:

- (a) Deficient or problematic?

☐ Yes (see para. ____)

☒ No

(b) adequate or good?

☐ Yes (see para. ____)

☐ No

19.5 OMS 2.28 dated October _____, 1978 addresses the state of project preparation necessary for loan approval:

"At the time of Board presentation, as a general rule, project preparation should be sufficiently advanced that procurement and other important phases of project implementation can start shortly after loan approval, and with cost estimates that are reasonably reliable and contain only modest physical contingencies..."

Instead of allowing the Bank to appraise most projects on the basis of feasibility or equivalent studies (the practice in existence at that time), the OMS called for more advanced preparation in future, such as substantial completion of detailed engineering for large monolithic civil works, and detailed design of software components in education and population projects.

Does the PCR/PPAR comment or imply that there was:

(a) lack of compliance with OMS 2.28

☒ Yes (see para. ____)

☐ No

(Approved by Board before introduction of OMS 2.28)

(b) compliance with OMS 2.28:

☐ Yes (see para. ____)

☐ No

WORLD BANK TMSS

ZCZC DERP0178 NAI2636

WDIAL

.IBRDNAI

----- OEDD1

BT

* OEDD1 *

INTBAFRAD, NAIROBI, KENYA, MAY 15, 1989

ADDRESSED TO G. DONALDSON, COPY TO J. SHIVAKUMAR, AF2AG

RE: YOUR TELEX DATED APRIL 28, 1989

BILL PANTON'S VISIT

WE HAVE BEEN ADVISED BY THE DIRECTOR OF WILDLIFE THAT THEY WOULD BE HAPPY TO RECEIVE MR. PANTON AFTER JUNE 20TH. THIS MAY NOT LEAVE HIM ENOUGH TIME TO MAKE FIELD VISITS FOR THE WILDLIFE PROJECT SO HE MAY HAVE TO EXTEND UP TO JUNE 26TH. PANTON COULD START WORK ON THE COFFEE PCR ON JUNE 12TH AS PLANNED. PLEASE CONFIRM HIS NEW DATES OF VISIT SO WE MAY INFORM CONCERNED OFFICIALS.

REGARDS, AHMED

NAIROBI, KENYA, TELEX 22022

=05151058

NNNN

~~G.D.~~
Bill returns to office
on 5/25

Bill Pantan
↑

WORLDBANK TMSS

ZCZC OERN0211 OPER2541
QX DELMSG
.SYSCOM

YOUR OERS0310 OF 04281046
WAS DELIVERED AS KEN1429 AT 04281047

=04281048

NNNN

WORLDBANK TMSS

DISCONNECTED

WORLDBANK TMSS

ZCZC OERC0165 OERS0310
WDIAL
.OEDDR
OINFO

-SUBJECT: KENYA WILDLIFE AND TOURISM (LN. 1304)
-FILENAME: KENYA WILDLIFE AND TOURISM (LN. 1304)
-DRAFTED BY: WILLIAM PANTON EXT: 32887
-AUTHORIZED BY: GRAHAM DONALDSON, DIVISION CHIEF, OEDD1
-CC: \

IBRDNAI
-INTBAFRAD
-NAIROBI, KENYA
-ATTN: AHMED, SECTION CHIEF, AGRICULTURE
BT

WASHINGTON, DC - 28-APR-89
REURTEL 22022 DATED APRIL 27 ADVISING US OF POSTPONEMENT OF PANTONS
AUDIT MISSION FOR WILDLIFE AND TOURISM AND SMALLHOLDER COFFEE
IMPROVEMENT PROJECT. WE NOW PROPOSE PERIOD MONDAY, JUNE 12 THROUGH
FRIDAY, JUNE 23 IF ACCEPTABLE TO CONCERNED GOVERNMENT AGENCIES.
GRATEFUL YOU ADVISE. REGARDS, DONALDSON, CHIEF, OEDD1.

=04281052

IN DROP COPY OF: OERR

NNNN

WORLDBANK TMSS

WORLDBANK TMSS

ZCZC DERN0269 OPER6782
QX DELMSG
.SYSCOM

YOUR DERS0437 OF 05261457
WAS DELIVERED AS KEN3084 AT 05261459

=05261500

NNNN

WORLDBANK TMSS

DISCONNECTED

WORLDBANK TMSS

ZCZC DERC0221 DERS0437
WDIAL
.DEDDR
OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AND CR 914 AUDITS
-DRAFTED BY: WPANTON EXT: 32887
-AUTHORIZED BY: C. POLTI, ACTING CHIEF, OEDD1

IBRDNAI
-INTBAFRAD, NAIROBI, KENYA
-ATTN:AHMED
BT

WASHINGTON, DC - 26-MAY-89

REURTEL DATED MAY 15, EYE NOW PROPOSE PANTON UNDERTAKE AUDITS LN 1304 AND CR 914 BETWEEN MONDAY, JUNE 19 AND FRIDAY, JUNE 30, WHICH SHOULD BE MORE ACCEPTABLE TO WILDLIFE DEPARTMENT. PANTON WILL ACCORDINGLY ARRIVE WEEKEND JUNE 18 IN ORDER TO BE AVAILABLE FOR INTRODUCTORY MEETINGS RELEVANT AGENCIES COMMENCING MONDAY, JUNE 19. AT WHICH TIME ITINERARIES FOR FIELD VISITS PROJECT AREAS COULD BE FINALIZED. REGARDS, DONALDSON.

=05261503

IN DROPCOPY OF:DERR

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WORLDBANK TMSS

WORLDBANK TMSS

ZCZC OERN0211 OPER2541
QX DELMSG
.SYSCOM

YOUR OERS0310 OF 04281046
WAS DELIVERED AS KEN1429 AT 04281047

=04281048

NNNN

WORLDBANK TMSS

DISCONNECTED

WORLDBANK TMSS

ZCZC OERC0165 OERS0310
WDIAL
.OEDDR
DINFO

-SUBJECT: KENYA WILDLIFE AND TOURISM (LN. 1304)
-FILENAME: KENYA WILDLIFE AND TOURISM (LN. 1304)
-DRAFTED BY: WILLIAM PANTON EXT: 32887
-AUTHORIZED BY: GRAHAM DONALDSON, DIVISION CHIEF, OEDD1
-CC: \

IBRDNAI
-INTBAFRAD
-NAIROBI, KENYA
-ATTN: AHMED, SECTION CHIEF, AGRICULTURE

BT

WASHINGTON, DC - 28-APR-89

REURTEL 22022 DATED APRIL 27 ADVISING US OF POSTPONEMENT OF PANTONS
AUDIT MISSION FOR WILDLIFE AND TOURISM AND SMALLHOLDER COFFEE
IMPROVEMENT PROJECT. WE NOW PROPOSE PERIOD MONDAY, JUNE 12 THROUGH
FRIDAY, JUNE 23 IF ACCEPTABLE TO CONCERNED GOVERNMENT AGENCIES.
GRATEFUL YOU ADVISE, REGARDS, DONALDSON, CHIEF, OEDD1.

=04281052

IN DROPCOPY OF:OERR

NNNN

WORLDBANK TMSS

WORLD BANK TMSS

ZCZC OERP0157 NAI2298

WDIAL

.IBRDNAI URGENT

----- OEDD1

BT

* OEDD1 *

INTBAFRAD, NAIROBI, KENYA, APRIL 27, 1989

ADDRESSED TO MR. GRAHAM DONALDSON

RE: BILL PANTON'S VISIT FOR WILDLIFE AND TOURISM
AND SMALLHOLDER COFFEE IMPROVEMENT PROJECT

ONLY LAST WEEK A NEW DIRECTOR OF WILDLIFE HAS BEEN APPOINTED AND HE
HAS ADVISED US THAT THE MISSION BE POSTPONED TO JUNE 15 AS HE IS
STILL SETTLING IN AND MOREOVER HIS TWO DEPUTIES WOULD BE TRAVELING
ABROAD DURING PROPOSED DATES FOR PANTON'S VISIT. REGARDING THE
COFFEE PROJECT, THE PERMANENT SECRETARY OF THE MINISTRY CONCERNED
ALSO SUPPORTS THE IDEA OF THE MISSION VISITING IN JUNE. ANY
INCONVENIENCE IS REGRETTED. PLEASE LET US KNOW AS SOON AS POSSIBLE
REVISED DATES FOR PROPOSED MISSION.

(i.e. instead of
May 15!)

REGARDS, AHMED, SECTION CHIEF, AGRICULTURE
NAIROBI, KENYA, TELEX 22022

=04271225

NNNN
INTBAFRAD, NAIROBI, KENYA

Telex

DATED APRIL 27

ATTN: AHMED

REURTEL 22022

ADVISING US OF ~~POSTPONEMENT~~ ^{POSTPONEMENT} OF
~~REARRANGING~~ OF
PANTON'S AUDIT MISSION FOR
WILDLIFE AND TOURISM AND SMALLHOLDER COFFEE
IMPROVEMENT PROJECT. ~~ACCORDINGLY~~ WE NOW PROPOSE
PERIOD MONDAY, JUNE 12 THROUGH ~~SATURDAY~~ FRIDAY,
JUNE 23 IF ACCEPTABLE TO CONCERNED GOVERNMENT
AGENCIES. GRATEFUL YOU ADVISE.

REGARDS, DONALDSON.

WORLD BANK TMSS

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WORLD BANK TMSS

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REGARDS, AHMED, SECTION CHIEF, AGRICULTURE

NAIROBI, KENYA, TELEX 22022

=04271225

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WORLD BANK TMSS

WORLDBANK TMSS

ZCZC OERC0159 OERS0301

WDIAL

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OINFO

-SUBJECT: KENYA

-FILENAME: LN 1304 AND CR 914 AUDITS

-DRAFTED BY: WPANTON

EXT: 32887

-AUTHORIZED BY: GRAHAM DONALDSON, CHIEF, OEDD1

IBRDNAI

-INTBAFRAD, NAIROBI, KENYA

-ATTN:EIGEN

BT

WASHINGTON, DC - 25-APR-89

REMYTEL MARCH 23 ADVISING YOU THAT WE PROPOSE BILL PANTON UNDERTAKE
DED PERFORMANCE AUDIT MISSION FOR WILDLIFE AND TOURISM AND
SMALLHOLDER COFFEE IMPROVEMENT PROJECTS MAY 15 THROUGH MAY 26.
GRATEFUL YOU ADVISE SOONEST WHETHER THESE DATES ACCEPTABLE TO
GOVERNMENT, AS PANTON IS DUE TO DEPART ON FIRST LEG OF HIS MISSION TO
NEPAL, FRIDAY, APRIL 28. THANK YOU AND REGARDS, GRAHAM DONALDSON,
INTBAFRAD.

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IN DROP COPY OF: OERR

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WORLDBANK TMSS

WDIAL
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OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AND CR-914 AUDITS
-DRAFTED BY: WPANTON *WP* EXT: 32887
-AUTHORIZED BY: GRAHAM DONALDSON *GD* CHIEF, OEDD1

IBRDNAI
-INTBAFRAD, NAIROBI, KENYA
-ATTN:EIGEN

BT
WASHINGTON, DC - 24-APR-89
REMYTEL MARCH 23 ADVISING YOU THAT WE PROPOSE BILL PANTON UNDERTAKE
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INTBAFRAD.

WORLD BANK TMSS

ZCZC DERC0116 DERS0220 PPP.

WDIAL

.OEDDR

OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AND CR 914 AUDITS
-DRAFTED BY: WPANTON
-AUTHORIZED BY: GRAHAM DONALDSON, CHIEF, OEDD1
-CC: MR. J. SHIVAKUMAR, AF2AG
-CC: MR. J. PEBERDY, AFTAG

IBRDNAI

-INTBAFRAD, NAIROBI, KENYA

-ATTN:EIGEN

BT

WASHINGTON, DC - 23-MAR-89

WE ARE PLANNING PERFORMANCE AUDITS WILDLIFE AND TOURISM PROJECT (LOAN 1304) AND SMALLHOLDER COFFEE IMPROVEMENT PROJECT (CREDIT 914) TO BE UNDERTAKEN BY BILL PANTON FOR ABOUT TWO WEEKS COMMENCING MAY 15 AND WOULD GREATLY APPRECIATE YOUR ASSISTANCE IN DISTRIBUTING FOLLOWING TEXT TO APPROPRIATE MINISTRIES, DEPARTMENTS, AND OTHER CONCERNED AGENCIES, WITH A VIEW TO OBTAINING THEIR ACCEPTANCE TO PROPOSED MISSION. QUOTE RE IBRD LOAN 1304 FOR THE WILDLIFE AND TOURISM PROJECT AND IDA CREDIT 914 FOR THE SMALLHOLDER COFFEE IMPROVEMENT PROJECT. THE OPERATIONS EVALUATION DEPARTMENT OF THE WORLD BANK IS AN INDEPENDENT DEPARTMENT WITHIN THE WORLD BANK GROUP ESTABLISHED TO REVIEW SYSTEMATICALLY AND COMPREHENSIVELY, AFTER PROJECT COMPLETION, ALL BANK LENDING OPERATIONS, AND TO EVALUATE THEIR CONTRIBUTION TO THE DEVELOPMENT PROCESS IN MEMBER COUNTRIES. AS I AM SURE YOU WILL APPRECIATE, A VERY IMPORTANT PART OF THIS PROCESS IS TO OBTAIN THE VIEWS OF THE BORROWER AND ITS AGENCIES ON THESE MATTERS. BASIC PURPOSE OF THESE REVIEWS IS TO LEARN FROM EXPERIENCE, DEMONSTRATE ACCOUNTABILITY FOR FUNDS DISBURSED AND CONTRIBUTE TO BANK'S CONTINUING EFFORT TO IMPROVE QUALITY OF ITS LENDING AND TECHNICAL ASSISTANCE ACTIVITIES. TO CARRY OUT PROPOSED REVIEWS ON BASIS OF PROJECT COMPLETION REPORTS ALREADY PREPARED, MR. WILLIAM P. PANTON (SENIOR EVALUATION OFFICER) WOULD LIKE TO VISIT KENYA AROUND MONDAY, MAY 15 FOR APPROXIMATELY TWO WEEKS TO REVIEW EXPERIENCE WITH THE PROJECTS. IN THIS CONNECTION, MR. PANTON WOULD LIKE TO ATTEND, COMMENCING MONDAY, MAY 15 THROUGH TUESDAY, MAY 16, MEETINGS WITH MINISTRIES AND AGENCIES IN NAIROBI RESPONSIBLE FOR THE PROJECTS TO DISCUSS EXPERIENCES, ACHIEVEMENTS AND PROBLEMS ENCOUNTERED DURING PREPARATION AND IMPLEMENTATION. PARTICULAR ISSUES PROPOSED FOR DISCUSSION AT THESE MEETINGS WOULD INCLUDE SECTORAL IMPACT OF THE PROJECT INVESTMENTS, INSTITUTIONAL PERFORMANCE, AND SUSTAINABILITY OF PROJECT INVESTMENTS. MR. PANTON WOULD ALSO LIKE TO VISIT A REPRESENTATIVE SAMPLE OF PROJECT SITES (SMALLHOLDER COFFEE AREAS AND AMBOSELI, MASAI MARA AND INNER NORTHERN CIRCUIT RESERVES) FOR WHICH PURPOSE HE SUGGESTS THE PERIOD WEDNESDAY, MAY 17 THROUGH WEDNESDAY, MAY 24, LEAVING THURSDAY, MAY 25 AND FRIDAY, MAY 26 FOR WRAP-UP MEETINGS TO DISCUSS AUDIT FINDINGS IN NAIROBI. EYE WOULD GREATLY APPRECIATE RECEIVING A REPLY AT YOUR EARLIEST CONVENIENCE INDICATING WHETHER THE PROPOSED DATE OF ARRIVAL AND TIMING OF THE VISIT IS ACCEPTABLE IN ORDER TO COORDINATE AND FIRM UP TRAVEL PLANS. REGARDS, GRAHAM DONALDSON, CHIEF, OEDD1, INTBAFRAD. UNQUOTE. WE WOULD GREATLY APPRECIATE YOUR ASSISTANCE WITH THE ABOVE, REGARDS, GRAHAM DONALDSON, INTBAFRAD.

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IN DROP COPY OF: OERR

NNNN

WDIAL
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OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AND CR 914 AUDITS
-DRAFTED BY: WPANTON. *WP* EXT: 32887
-AUTHORIZED BY: GRAHAM DONALDSON, CHIEF, OEDD1
-CC: MR. J. SHIVAKUMAR, AF2AG *JS*
-CC: MR. J. PEBERDY, AFTAG

IBRDNAI
-INTBAFRAD, NAIROBI, KENYA
-ATTN:EIGEN

BT
WASHINGTON, DC - 23-MAR-89

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WORLD BANK TMSS

ZCZC DERC0116 DERS0220 PPP.
WDIAL
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OINFO

-SUBJECT: KENYA
-FILENAME: LN 1304 AND CR 914 AUDITS
-DRAFTED BY: WPANTON EXT: 32887
-AUTHORIZED BY: GRAHAM DONALDSON, CHIEF, OEDD1
-CC: MR. J. SHIVAKUMAR, AF2AG
-CC: MR. J. PEBERDY, AFTAG

IBRDNAI
-INTBAFRAD, NAIROBI, KENYA
-ATTN:EIGEN

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WAS DELIVERED AS KEN8240 AT 03240228

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