TRAFFIC INTERNATIONAL

WWF

IUCN
The World Conservation Union

EXTERNAL REVIEW OF TRAFFIC

FINAL REPORT

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EXECUTIVE SUMMARY

The major objectives of the external review were to assess the relevance, effectiveness and efficiency of the programme delivery, management and leadership of TRAFFIC with respect to its 2000-2010 Strategic Plan and FY01-FY04 Global Programme Targets, and to make recommendations for improvements. The review examines the period July 2000-June 2003.

The review methodology was based on four phases:
- design: review of the evaluation matrix (key questions, specific sub-questions, data sources), questionnaire development, and piloting
- desk study of TRAFFIC progress reports and other documents
- questionnaire: quantitative and qualitative
- interviews with key stakeholders.

Four different respondent groups were identified for the review: external partners and donors, IUCN, WWF, and TRAFFIC. Data were collected through the desk study, the 108 questionnaires returned, and the 66 interviews conducted.

Brief Summary of Findings

Relevance: TRAFFIC is universally perceived as very relevant to the global conservation and sustainable development agendas, and to stakeholders' own programmes.

Effectiveness: TRAFFIC has made very good progress towards ten of its global targets, three of its conservation objectives, and two of its conservation methods.

Efficiency: TRAFFIC is seen as good value for money from the donors' perspective. However, much of TRAFFIC's effort is under-priced; cost recovery is not yet optimal, and this constrains organisational development.

Relevance

There was a strong consensus among all the respondent groups as to the relevance of TRAFFIC to the global conservation agenda. TRAFFIC's work on both legal and illegal wildlife trade is universally seen as highly relevant and significant. In addition, TRAFFIC's input to CITES is widely viewed as absolutely critical for the implementation of the Convention. This broad recognition of the importance of TRAFFIC's work is a key finding of the review.

IUCN is generally seen as being relevant and adding value to TRAFFIC's programme delivery, especially through the collaboration with the SSC, through the access it provides to government decision makers, and because of IUCN's reputation for objectivity and scientific credibility.

Relations with WWF are far more controversial. Everyone acknowledges WWF's critically important role as TRAFFIC's major donor. However, many of TRAFFIC's problems are seen as linked to its difficulties with WWF – real or perceived. A number of threads regarding relations with WWF have emerged from the review:
Credibility
- The perception of TRAFFIC's independence is believed by many to be threatened by its association with WWF, because of WWF's more political and advocacy nature, and the perceived protectionist sentiments of its membership in some important countries. There is a

strong consensus among the external respondents, IUCN and TRAFFIC that TRAFFIC should remain true to its science-based and value-neutral approach to wildlife trade, and should not be driven by WWF's membership. TRAFFIC runs a grave risk if it appears to be donor-driven.

- A number of external respondents from developing countries complained about WWF being out of touch with third world realities. In these contexts, with these perceptions, TRAFFIC is not helped by its association with WWF.
- The WWF communications machine can be a great asset to TRAFFIC, but sometimes TRAFFIC's identity disappears, and the message is dominated by WWF. The "panda shadow" can be a threat to TRAFFIC's own profile and branding.

Efficiency
- WWF has created a Species Programme, in which Target 2 on wildlife trade gave a strong rationale for the work of TRAFFIC as a priority for WWF's Programme. Because the WWF Species Programme carries out some of the work on Target 2 and has hired a Wildlife Trade Officer, some perceive this as a duplication of effort – others as necessary to strengthen the relationship between WWF and TRAFFIC.
- Sometimes WWF NOs send their own consultants to monitor CITES meetings instead of relying on TRAFFIC for this.
- If WWF is convinced that its wildlife trade work should be based on sound science, then logically it should have no qualms about delegating the research work on wildlife trade to TRAFFIC.
- There is no need for TRAFFIC as an independent organisation if it is just to be a service to WWF. TRAFFIC's value to WWF (and IUCN) is through having a distinct expert identity and voice that are respected by a wide constituency.

Finances
- TRAFFIC's link to WWF sometimes makes it difficult to raise funds with other donors.
- TRAFFIC's financial dependency on WWF is seen as dangerous.
- WWF has decreased funding to many of its programmes over the last two years, including to TRAFFIC.

Effectiveness

The review covers the initial period of the implementation of TRAFFIC's strategic plan, which has also been a period of substantial institutional changes. Overall, programmatic progress has been impressive, especially given the Network-wide problems of funding shortfalls and staff shortages. TRAFFIC has made very good progress towards ten out of twenty of its global targets, three out of four of its conservation objectives, and two out of four of its conservation methods. TRAFFIC is viewed as effective in its traditional objectives of international cooperation and threatened species, somewhat effective in its work on resource security, and considerably less effective in ecoregion conservation. TRAFFIC's involvement in CITES is seen as particularly valuable.

TRAFFIC's traditional methods of mobilising knowledge and effective regulation were generally considered to be effective, whereas consumptive behaviour and economic incentives were seen as only somewhat effective. Stakeholders worldwide enthusiastically appreciate TRAFFIC's efforts to promote effective regulation. TRAFFIC has learned from its past emphasis on disincentives that successful strategies require carrots are well as sticks. Thus positive incentives are a key area where TRAFFIC should be focusing its resources and developing its expertise.

Based on the desk study, 63 reported highlights of programmatic results were identified in TRAFFIC's progress reports over the 2½ year period for which there are reports. Again, reported programmatic results in consumptive behaviour, priority ecoregions and economic incentives trail far behind the other conservation methods and objectives of TRAFFIC's strategy.

Many respondents said that TRAFFIC is spread too thin, and strategic focus became a central theme of the review. There is a broad consensus that TRAFFIC should not take on too much, should be more

targeted, and more collaborative – especially with regard to multi-regional projects. The review recommends moving from a project-based approach to a more programmatic approach. Strategic focus suffers from the "project imperative" whereby TRAFFIC offices have taken on more and more projects in order to bring in funds to pay salaries and operating costs.

At the same time, sustainable development issues, economic and other incentives, and communications seem not to have been given enough weight in the focus of the programme.

Again and again, respondents from all groups mentioned funding, an overly ambitious programme, and staff that are over-worked and spread too thin as the major factors hindering TRAFFIC's programme delivery. Respondents pointed out that some contracts are not being managed adequately, citing problems in timely delivery of projects, and in the quality of some of the products produced. TRAFFIC – more than it is aware – is losing credibility as a result of chronically late delivery. Good budgeting, with a keen eye to covering management costs, together with good cost recovery, will be one of the keys to improving TRAFFIC's management and its viability. There is general agreement that TRAFFIC needs to instil a more performance-based culture. The challenge for TRAFFIC is how to grow into a more mature organisation, while retaining its enthusiasm, dedication and capacity for innovation, and at the same time reducing inefficiencies and improving performance.

In addition to funding, TRAFFIC's structural problem is huge, with its multiple hosting arrangements, and hazy lines of authority in the Network. Many respondents suggested substantial changes in the role and composition of the TRAFFIC Committee.

Efficiency

TRAFFIC is generally seen as efficient, and very good value for money from the donors' perspective. However, much of TRAFFIC's effort is under-priced; cost recovery is not yet optimal, and this constrains organisational development.

In terms of the size and coverage of the TRAFFIC Network, a widely held view is that a reduction in the number of offices, and some centralisation of authority would increase TRAFFIC's efficiency.

TRAFFIC's business plan contains a wealth of excellent recommendations, and is seen as a valuable reference and planning tool, though there are concerns about the emphasis on project-based funding. Cost recovery is an essential ingredient of TRAFFIC's business model, and important strides are being made in cost recovery, though all would agree that there is room for improvement.

The review uncovered many suggestions to improve TRAFFIC's fundraising.

Conclusions

TRAFFIC retains unique strengths: its focus on conservation rather than animal welfare/rights, the employment of a global network, and a dedication to advocacy based largely on its own specialised research and analysis. TRAFFIC is uniquely positioned to do the work that it does, and can call on the objectivity of scientific assessment through IUCN and the policy lobby of WWF. In general, TRAFFIC is highly regarded, and is seen as having international recognition for its role.

TRAFFIC's biggest strengths are its organisational culture, scientific rigour and objectivity. Its biggest weaknesses are the instability of its funding situation, and its governance and structural complexity.

There was a broad consensus among the respondents that the lack of clarity in TRAFFIC's present situation must be resolved for TRAFFIC to function effectively. It is likely that most of the governance problems could be solved without abandoning TRAFFIC's status as a joint programme of WWF and

IUCN. There could be greater clarity of roles, and more independence of the Committee members. Most issues could be dealt with through a more tightly defined legal partnership with WWF and IUCN that ensures that TRAFFIC has its own voice and that allows it to be seen more clearly, and to bring in more investment from other donors.

Major Recommendations

a. Be faithful to TRAFFIC's core values and mission, but stay on track with progress towards integrating livelihood issues and resource security.

b. Focus! Adjust the scope of the programme to the realities of TRAFFIC's resources. Work on fewer global targets, but address those in more depth.

c. Shift fundraising away from small projects and towards bigger, programmatic proposals through collaborative fundraising with WWF, IUCN and others, longer-term multi-regional programmes, and emphasis on what happens after the publications are produced – influencing decision makers, changing policy, and making a difference on the ground.

d. Monitor conservation achievement. Document successes and failures, and learn from them. Use these to improve communications and fundraising. TRAFFIC will never bring in major funding until it convinces donors of its impact.

e. Raise funds, as an urgent priority, for a Programme Development Coordinator at TRAFFIC International whose primary responsibility will be Network coordination, donor liaison and Network-wide fundraising.

Issues Requiring a Decision by the TRAFFIC Committee

Governance
- *Legal status of TRAFFIC:* a joint programme of WWF and IUCN, or an independent network, or wholly owned by one of the parents? Is there some way that TRAFFIC can remain a joint programme of WWF and IUCN, yet have more autonomy, a stronger partnership, and clearer functional relations with the parent organisations?
- *TRAFFIC Committee:* What should be the role of the Committee? Should the name be changed to the Board of Governors, Trustees or Directors? Should membership be changed to include more members from outside WWF and IUCN? Should the Chair be an independent position?

Finance
- *Core funding:* Should the MoA with WWF and IUCN include a commitment from these two organisations to provide annual core funding to TRAFFIC? If so, should this commitment be expressed in terms of figures? Can TRAFFIC raise funds in the United States without going through WWF-US? How could more "parents" be brought in to help with funding?
- *Reserves:* How can TRAFFIC develop financial reserves? It has been difficult to establish reserves when funding from TRAFFIC's major donor, WWF, must be entirely spent within a given financial year, with the result that each new financial year begins with no cushion.

Programme Implementation and Communication
- *Programme scope:* Without pre-empting the upcoming strategic planning exercise, what general advice does the Committee have for TRAFFIC's strategic focus?
- *Public profile:* Even if TRAFFIC remains a joint programme of WWF and IUCN, should its public profile be more independent? How can TRAFFIC strengthen its public profile?

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ABBREVIATIONS

ACCPAC   Accounting Package (used by WWF and TRAFFIC)
CBD   Convention on Biological Diversity
CCAMLR   Commission for the Conservation of Antarctic Marine Living Resources
CI   Conservation International
CITES   Convention on International Trade in Endangered Species of Wild Fauna and Flora
E   External respondent group in the review survey
ETIS   Elephant Trade Information System
FAO   Food and Agriculture Organization of the United Nations
FPPM   TRAFFIC Network Financial Policies and Procedures Manual
GAA   Government and Aid Agency
GEF   Global Environment Facility
I   IUCN respondent group in the review survey
ICCAT   International Commission for the Conservation of Atlantic Tunas
IDRC   International Development Research Centre
IIED   International Institute for Environment and Development
IT   Information Technology
ITTO   International Tropical Timber Organisation
IUCN   The World Conservation Union
KWS   Kenya Wildlife Service
MEA   Multilateral environmental agreement
M&E   Monitoring and Evaluation
MoA   Memorandum of Agreement
n   number of responses
NO   WWF National Organisation
PO   WWF Programme Office
PRSP   Poverty Reduction Strategy Programme
RHPD   Rhino Horn and Product Database
RTA   Rapid Trade Assessment
SD   Standard Deviation
SSC   Species Survival Commission of IUCN
SWOT   Strengths, Weaknesses, Opportunities and Threats
T   TRAFFIC respondent group in the review survey
TCM   Traditional Chinese Medicine
TDP   WWF Target Driven Programme
TEA   TRAFFIC East Asia
TESA   TRAFFIC East/Southern Africa
TEUR   TRAFFIC Europe
TINT   TRAFFIC International
TNAM   TRAFFIC North America
TRAFFIC   Trade Records Analysis of Flora and Fauna in Commerce
TSAM   TRAFFIC South America
TSEA   TRAFFIC Southeast Asia
UNCTAD   United Nations Conference on Trade and Development
WTO   World Trade Organisation
W   WWF respondent group in the review survey
WWF   World Wide Fund for Nature (World Wildlife Fund in US and Canada)

EXTERNAL REVIEW OF TRAFFIC

DRAFT REPORT

1. INTRODUCTION

1.1. CONTEXT OF THE EVALUATION

TRAFFIC's overall conservation vision, mission, approach and objectives are established in a Strategic Plan, the current version of which covers the period 2000-2010. Within the scope of the Strategic Plan objectives, TRAFFIC's programme focuses on a selection of Global Programme Targets, articulated over the first four-year cycle of the current strategic plan (FY01-FY04). The actions TRAFFIC plans to take in order to contribute to achievement of the Global Targets are listed as a series of defined outputs**.** The targets and outputs were developed through consultation within the TRAFFIC Network, and with a wide range of partners, including relevant WWF and IUCN programmes and offices.

TRAFFIC works under the terms of a 1994 Memorandum of Agreement with WWF and IUCN for the joint operation of the TRAFFIC network. The overarching mission and strategic objectives of TRAFFIC are consistent with, and complement those of IUCN and WWF. Both WWF and IUCN contribute to the programmatic and financial operations of TRAFFIC through annual financial contributions to the operating budget of TRAFFIC, through hosting support to regional and national offices, and through participation in joint programming meetings regionally and globally. In IUCN terms, TRAFFIC acts as a specialised global thematic component delivering against the Goals, Strategies and Key Result Areas of the intersessional programme. In WWF terms, TRAFFIC plays a partnership role in delivery of Target-Driven Programmes (TDPs), especially Species, Marine and Forests Programmes, as well as ecoregion conservation.

1.2. WHAT IS TRAFFIC?

TRAFFIC (a name originally derived from "Trade Records Analysis of Flora and Fauna in Commerce") is a joint conservation programme of WWF – World Wide Fund for Nature, and IUCN – The World Conservation Union. In supporting the work and missions of WWF and IUCN, TRAFFIC's purpose is to help ensure that wildlife trade is not a threat to the conservation of nature.

A Brief History of TRAFFIC

In 1976, following the entry into force of the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the IUCN Species Survival Commission (SSC) established TRAFFIC to monitor wildlife trade and the implementation of the treaty. In 1977, TRAFFIC International became the Wildlife Trade Monitoring Unit of the (then) IUCN Conservation Monitoring Centre. In 1979, WWF-US established the first national TRAFFIC office. Several other national offices were subsequently established through WWF and other organisations. Articles of Association vesting joint authority for operation of the TRAFFIC Network with the Directors General of WWF and IUCN were concluded in 1984. In 1989, TRAFFIC International was re-established as the coordinating office of the Network.

TRAFFIC has developed from a single office in the UK in 1976, to now over 80 staff, working in 24 offices worldwide. TRAFFIC is organised according to its seven regional programmes, coordinated

from TRAFFIC International in Cambridge. Since its founding, TRAFFIC has grown to become the world's largest wildlife trade monitoring programme, and a global expert on wildlife trade issues.

Assisting and encouraging the development of CITES as a focus for international efforts to prevent unsustainable wildlife trade has remained at the core of TRAFFIC's work since its establishment. However, TRAFFIC has also developed a strong role in addressing wider wildlife trade issues, including greater emphasis on the impacts of demand at local and national scales, and increased attention to trade from major natural resource sectors such as forestry and fisheries.

Structure

The TRAFFIC Network consists of the TRAFFIC International co-ordinating office and TRAFFIC Regional Programmes (consisting of Regional and National Offices) accredited by the TRAFFIC Committee. TRAFFIC International is established as a registered charity in the United Kingdom. The Executive Director is responsible and accountable to the TRAFFIC Committee for all operations of the TRAFFIC Network.

TRAFFIC Regional Offices are responsible for and accountable to TRAFFIC International for all TRAFFIC operations within their Regional Programmes. The legal base for TRAFFIC Regional Offices is arranged by TRAFFIC International, either as an independent legal entity, or through an agreement with a host organisation, often a WWF or IUCN entity. The Executive Director of TRAFFIC International acts as the line manager of each TRAFFIC Regional Director.

Each Regional Office may implement parts of the Regional Programme through Subregional or National Offices. National Offices are responsible for and accountable to the Director of the Regional Programme within an agreed mandate, established through the Terms of Reference of the office head. The legal base for TRAFFIC National Offices is arranged by the Regional Director in consultation with TRAFFIC International, either as a branch or project office of the TRAFFIC International charity, or through an agreement with a host organisation, often a WWF or IUCN entity. Heads of national TRAFFIC offices report to the relevant Regional Director.

Where a Regional or National TRAFFIC Office is co-located with a WWF National Organisation, IUCN office or other legal host, the specific working relationship between the TRAFFIC Office and the host organisation is subject to a separate agreement established between TRAFFIC and the host body.

TRAFFIC International sets general guidelines and standards in policies and procedures in order to fulfil its responsibilities to the TRAFFIC Committee and donors, and in order to meet the requirements of UK charity laws and regulations. All TRAFFIC offices must follow the guidelines and standards set by TRAFFIC International. TRAFFIC International is legally and fiscally responsible for reporting, and is financially accountable to all donors, irrespective of whether it has been contracted directly by the donor, or whether the contract has been signed by a staff member of a TRAFFIC Office under delegated authority agreed by TRAFFIC International.

Governance

The TRAFFIC Network functions under the terms of a *Memorandum of Agreement for the Joint Operation of the TRAFFIC Network* (MoA), signed by TRAFFIC and the Directors General of WWF and IUCN in 1994. This agreement lays down the governance and management principles for the TRAFFIC Network. The MoA is currently under revision by the TRAFFIC Committee.

As agreed in the MoA, WWF and IUCN promote TRAFFIC's technical, scientific and advisory independence in order to enable it to realise its objectives.

Regarding the Network, the overall trend in the late 1990s was towards development of more autonomous operations (even within WWF hosting agreements), in particular for Regional Offices.

The TRAFFIC Committee is composed of eight members, four nominated by WWF and four nominated by IUCN. The Chairman of the Committee is appointed by the Director General of WWF, from amongst the eight members, following consultation with the Director General of IUCN. The Executive Director of TRAFFIC International provides the secretariat function of the Committee.

The present duties of the Committee are to:
- establish the overall policy and programmatic objectives of TRAFFIC, and approve its work programmes and its Guidelines for Operation
- ensure that the TRAFFIC strategic plan is implemented and reviewed on a periodic basis
- review TRAFFIC's financial situation, advise and guide in fundraising, and help secure funds for its work
- review TRAFFIC's performance in meeting its established objectives and work programmes, and make recommendations with respect thereto
- set priorities for the establishment of additional TRAFFIC offices and formally authorise their establishment and admission to the Network by ensuring appropriate terms of reference, areas of responsibility and a viable financial plan
- decide on the closure, including withdrawal of all rights to the use of the TRAFFIC name and trademark, of any TRAFFIC office which, due to changing circumstances or lack of financial viability, is no longer considered by the Committee to be a priority, or which has seriously failed to meet required programmatic standards, or has otherwise failed to uphold the integrity of the Network
- report to the Directors General of WWF and IUCN on the activities of the TRAFFIC Network
- ensure close cooperation and communication with other programmes of WWF and IUCN concerning the projects and activities of the Network.

The Executive Director of TRAFFIC International is appointed by the Directors General of WWF and IUCN, upon recommendation by the Committee.

Vision and Mission

TRAFFIC's **vision** is of a world in which trade in wild animals and plants will be managed at sustainable levels without damaging the integrity of ecological systems, and in such a manner that it makes a significant contribution to human needs, supports local and national economies, and helps to motivate commitments to the conservation of wild species and their habitats.

TRAFFIC's **mission** is to ensure that trade in wild plants and animals is not a threat to the conservation of nature.

Working Values and Standards

The integrity, objectivity and scientific credibility of the TRAFFIC Network is essential to its success. TRAFFIC adheres to the following working values and approaches (source: Strategic Plan and Guidelines for the Operation of the TRAFFIC Network):

- *TRAFFIC operates a **global** programme, but strives to ensure that its work is planned and implemented in the context of **local and national** issues and needs.*
- *TRAFFIC's work is **research-driven** and motivated by the belief that sound **knowledge** is the key factor in developing sustainable conservation solutions.*
- *TRAFFIC's **research and investigation** include: market surveys; assessment of trade mechanisms, routes, economics and motivations; analysis of official trade statistics; collation*

of observations and findings of other researchers; and specific investigations of illegal trade activities.

- *TRAFFIC's analysis of conservation problems and solutions is **objective**, **multi-disciplinary** and **knowledge-driven**, and is carried out in conjunction with specialists in a wide variety of disciplines, including species conservation, ecology, economics, law and anthropology. Of particular importance are links with members of IUCN Commissions (particularly the Species Survival Commission and Commission on Environmental Law).*
- *TRAFFIC's recommendations are based on direct **experience** of developing and assisting the implementation of practical solutions to wildlife trade problems.*
- *TRAFFIC supports the development of **policies** and action to address conservation challenges it has identified. Such work is based on the examination of innovative solutions and strategies and critical analysis of the effectiveness of previous approaches. In proposing solutions, particular attention is paid to striking a balance between regulatory "supply-control" approaches and incentive- and consumer-based "demand-driven" approaches. Key fora for such interventions include CITES, CBD and other international conservation and resource management agreements, as well as national level decision making processes.*
- *TRAFFIC targets the **communication** of its findings and recommendations to audiences and individuals in a position to influence or effect remedial conservation action.*
- *TRAFFIC's **advocacy** initiatives are designed to strengthen such communications to decision-makers, particularly at national government level and in international treaty meetings. Raising **public awareness** of wildlife trade issues is a secondary, though important, goal of TRAFFIC communications work.*
- *TRAFFIC's working approach balances advocacy of actions to address wildlife trade problems, with a commitment to **supporting** the efforts of others in implementing viable long-term conservation solutions.*
- *TRAFFIC organises and assists training and other **capacity building** initiatives for officials involved in regulation of wildlife trade, including those under the auspices of the CITES Secretariat.*
- *TRAFFIC provides technical advice and often acts in a **mediation or facilitation** role in the discussion of solutions to wildlife trade-related conservation challenges.*
- *TRAFFIC recognises that **partnerships** with other WWF and IUCN programmes and a wide range of other bodies and individuals are essential to its conservation impact.*

All TRAFFIC staff are expected to take care to ensure that confidentiality is respected, and that information provided by TRAFFIC offices is as scientifically, statistically and legally accurate as possible.

TRAFFIC's credibility and influence are built on its production of carefully researched, reliable information, its sound and impartial analysis of wildlife trade issues, and its wide experience of assisting the practical application of conservation solutions.

Programme Strategy

According to the Strategic Plan of the TRAFFIC Network 2000-2010, adopted by the TRAFFIC Committee in September 2000:

- *TRAFFIC addresses "**wildlife trade**" as any aspect of commercial consumptive use of plant and animal species, whether confined within national borders (domestic trade) or international.*
- *The **core of TRAFFIC's work** in helping to ensure that wildlife trade is not a threat to the conservation of nature concentrates on efforts to avoid direct over-exploitation of specific wild animal and plant resources.*
- *Beyond this core work, **TRAFFIC also helps to identify and address indirect impacts of wildlife trade on the conservation of nature**, for example the ecological impacts caused by the reduction of the population of a species by over-exploitation, the trade in potentially*

invasive species, and the detrimental impacts of wildlife harvests on "non-target" species, such as fisheries by-catch. Work on the indirect effects of wildlife trade is usually linked closely to issues arising from the core programme.

- *Clearly, the broader impacts of trade on the quality of the earth's environment extend far beyond the direct and indirect impacts of wildlife trade on the conservation of nature. Many of these issues are beyond the immediate scope of TRAFFIC's work; nevertheless, **TRAFFIC aims to maintain a basic awareness about wider trade and environment matters** and effective links with WWF and IUCN programmes and other organisations that work to address them.*

*The programme is constructed around four conservation **objectives**:*

- ***Trade and threatened species***
  To ensure that wildlife trade does not result in the endangerment of any wild animal and plant species.

- ***Trade and priority ecoregions***
  To ensure that wildlife trade does not threaten the integrity of selected priority ecoregions.

- ***Trade and resource security***
  To ensure the security of wildlife resources of particular value for food, medicine and to support other human needs.

- ***Trade and international co-operation***
  To support the development and application of international agreements and policy approaches that prevent negative conservation impacts of wildlife trade and encourage that wildlife trade is at sustainable levels.

*TRAFFIC believes that four critical conservation **methods** must be pursued if these objectives are to be met:*

- ***Mobilised knowledge***
  Ensuring that decision makers at all levels acquire and apply sound knowledge about the scope, dynamics and conservation impact of wildlife trade and its response to different management measures and approaches.

- ***Effective regulation***
  Assisting governments to enact and implement policies and legislation that ensure trade in wild animals and plants is not a threat to the conservation of nature.

- ***Positive economic incentives***
  Collaborating with governments and the private sector to develop and adopt economic policies and practices that provide incentives and benefits that encourage the maintenance of wildlife trade within sustainable levels and support effective wildlife trade regulation.

- ***Sustainable consumptive behaviour***
  Encouraging users of wildlife commodities, at all levels of the trade, to adopt voluntarily consumptive behaviour that does not threaten the conservation of nature.

TRAFFIC's work is research-led, but its conservation impact depends on the translation of its findings into awareness and action by those who make decisions about wildlife use, from governments and industry to the billions of final consumers of wild animal and plant resources around the world.

Public Profile and Communications

According to the MoA, TRAFFIC must present itself in all public communications as the wildlife trade monitoring programme of WWF and IUCN, with the logos of both organisations on its publications and correspondence. The TRAFFIC trademark and copyright registration are held by WWF International.

TRAFFIC's communications activities aim to transmit the findings and recommendations of TRAFFIC's work to priority audiences, and to build awareness and understanding of TRAFFIC's role. According to the strategic plan, key communications objectives are to:
- promote an accurate and dynamic image as the leading expert on wildlife trade issues, and gain wider recognition of TRAFFIC's name and work
- focus greater attention on TRAFFIC's main themes of work, objectives and policy recommendations
- build greater influence among external audiences
- ensure effective monitoring and evaluation of communications approaches
- increase communications capacity within TRAFFIC, and
- maintain strong communications collaboration with WWF and IUCN.

Funding

Secure funding is a major issue for TRAFFIC. During the 1990s, TRAFFIC increased and diversified the funding support to its programme. However, funding shortfalls have limited many planned activities, and the vast majority of the Network's valuable general programme funding has remained insecure, much of it subject to annual applications.

During the mid- to late-1980s and into the early 1990s, the vast majority of TRAFFIC funding derived from WWF sources. Most originated from WWF National Organisations (NOs) supporting nationally-focused TRAFFIC work hosted within their own programmes.

In the early 1990s, new regional TRAFFIC regional programmes were developed particularly in the developing world, and TRAFFIC International was re-established as a co-ordinating office. This growth was underpinned by funding from WWF's then centrally planned international funding system, though some core IUCN support was also received. By the time of the 1994 strategic plan, it was clear that the almost total dependence of TRAFFIC on WWF funding sources was inadvisable, and that further growth was unlikely to be possible without diversification.

A target was set to sustain current WWF funding levels, while building support from new sources to double available funding in five years. That target was achieved by FY97, with government sources and trusts/foundations as the main sources of growth during this period. In FY00, TRAFFIC began to access funds from the WWF Programme Office levy – an unrestricted fund for core support to the WWF field programme. Since FY01, however, WWF overall funding to TRAFFIC (both general and project-restricted) has actually decreased, as shown in the evolution of funding sources from FY94 to FY02, illustrated in Figure 1 below.

The rise in overall income through FY02, however, masks a more disturbing trend of declines in general and unrestricted funding since FY01, as shown in Figure 2 below. This decline in core funding is at the root of many of TRAFFIC's problems today.
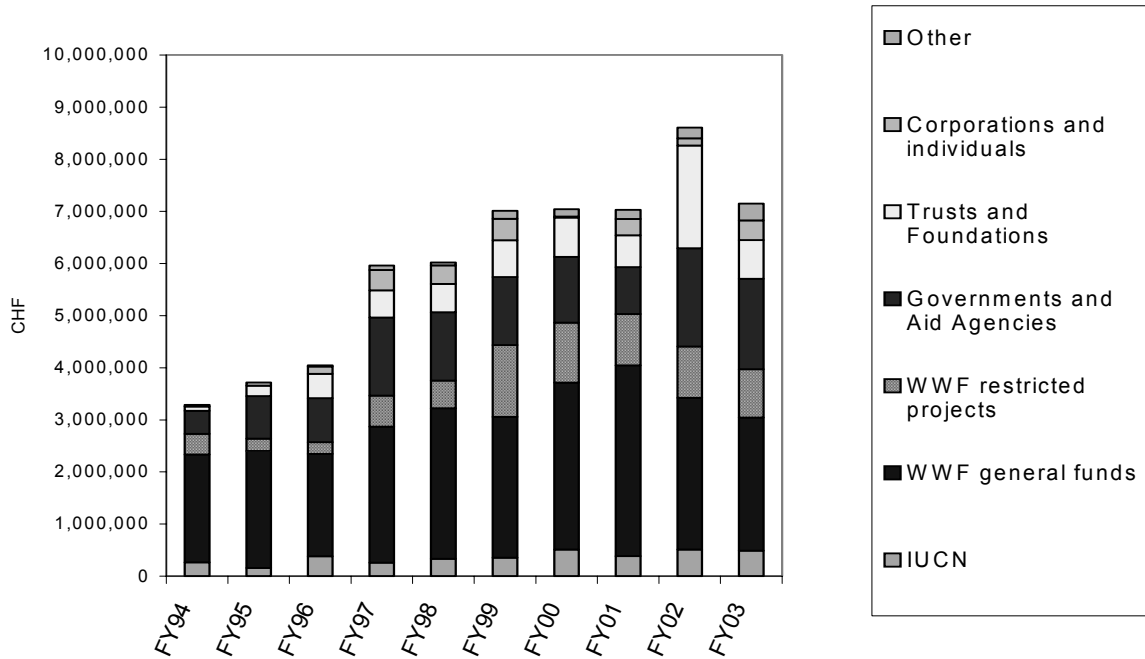
Figure 1. Evolution of TRAFFIC Funding Sources, FY94-FY03

IUCN funding has remaining relatively low (5-10%) of TRAFFIC's total income, but – like the WWF PO levy – it is extremely valuable since it is directed as unrestricted core support to TRAFFIC International. A key management challenge has been in spending IUCN and WWF general funding strategically as a wider package of project-restricted support is developed. Despite the diversification of overall TRAFFIC income, the vast majority of general funding continues to be sourced from WWF and IUCN. To address this challenge, TRAFFIC's strategic plan articulates the following funding development activities in an attempt to achieve a diverse, stable and predictable funding base:

- generating significantly more unrestricted funds through direct donor support (especially from private individuals, trusts and foundations), bequests and by building a trust fund
- securing general and regionally-restricted programme funding, and allocating such funds to the greatest effect
- employing a strategic and proactive approach to restricted project funding
- seeking sponsorship to cover specific costs of TRAFFIC's operations (e.g., equipment, travel, office space)
- maintaining donor confidence and commitment
- implementing transparent and fair cost recovery from projects
- ensuring a coordinated approach to fundraising
- improving TRAFFIC's institutional funding awareness and skills
- increasing the role of the TRAFFIC Committee in raising funds for the Network.

Detailed objectives and an action plan are addressed in TRAFFIC's Funding Development Strategy.

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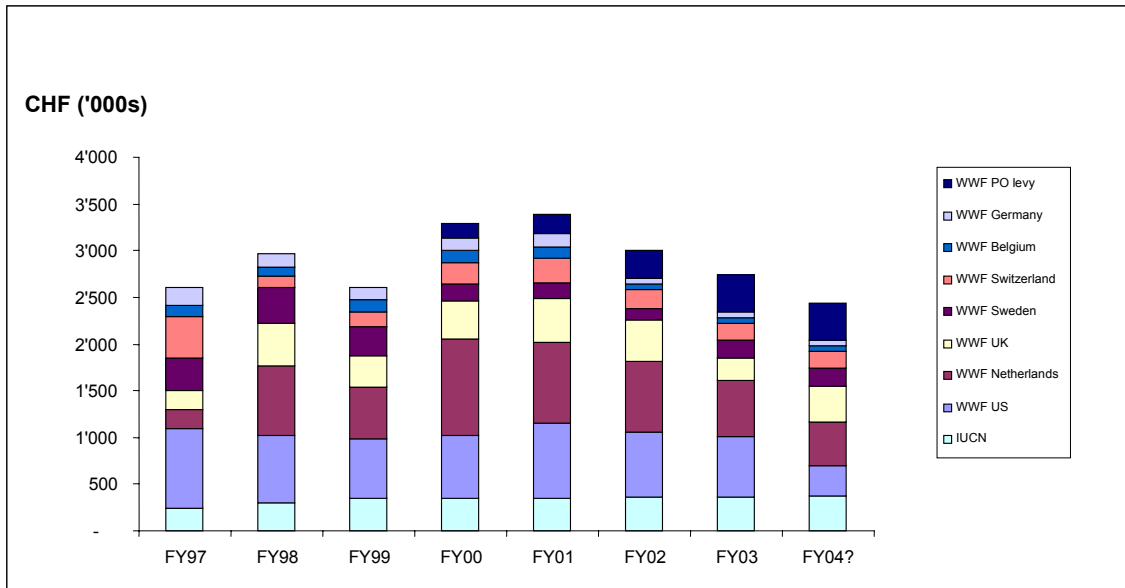
Figure 2. Evolution of General Funds, FY97-FY04

Partnerships

Beyond its formal governance system, TRAFFIC strives to ensure co-ordination and collaboration with the diverse programme structures of both WWF and IUCN. This is no simple task as both WWF and IUCN have complicated governance and organisational structures at global, regional, subregional, national and local levels.

The following diagram, adapted from the one in TRAFFIC's business plan is not comprehensive, but it gives a glimpse of the complicated challenge facing TRAFFIC offices in their efforts to demonstrate their participation in, and relevance to WWF and IUCN.
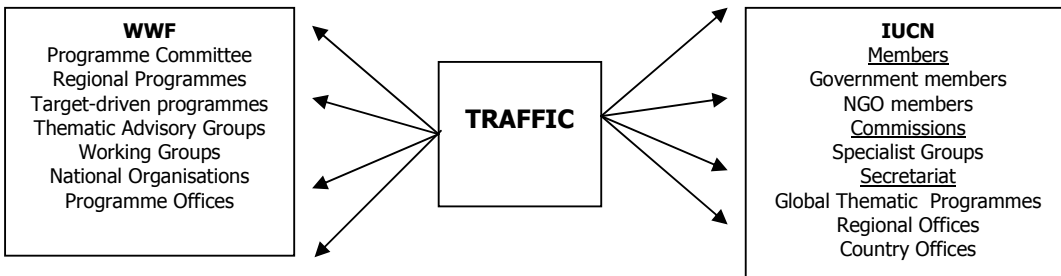
Figure 3. TRAFFIC Partnerships with WWF and IUCN

In addition, much of TRAFFIC's project work is carried out with the help of consultants and partner organisations.

Financial Systems

In 2000 TRAFFIC produced a business plan, which aims to provide an organisational analysis and action plan for TRAFFIC's institutional development to ensure that it meets the conservation challenges it adopted for the next ten years.

TRAFFIC's financial systems are governed by a comprehensive Financial Policies and Procedures Manual (FPPM) first published in 2001, and updated in April 2003. This document sets out, for the TRAFFIC Network, an overview of TRAFFIC's accounting system, and guidelines for: cash and bank accounts, signatory limits, cost accounting, financial reporting, closing procedures, security, records retention, audits, payroll, grants, budgetary procedures, purchasing, assets, travel and computer standards. In theory, the FPPM is applicable to all TRAFFIC offices. In practice, this depends largely on the hosting arrangements, as the host's policies often take precedence.

The offices which should be implementing the FPPM in full are TRAFFIC International, TRAFFIC East Asia, TRAFFIC Southeast Asia, and TRAFFIC East/Southern Africa. TRAFFIC Europe, TEUR-Russia, TEUR-Hungary and TRAFFIC South America are adapting the FPPM within the context of their hosting arrangements.

Certain TRAFFIC offices – TRAFFIC North America (all three offices), TEAS-Japan, TEUR-Germany, TEUR-France, TEUR-Italy, and TEUR-Sweden – are considered outside of the Network's risk management, i.e., financial liability lies with the host organisation, and not with TRAFFIC. These offices are generally following the host's financial arrangements, not TRAFFIC's.

Thus in the context of the multiple and varied hosting arrangements of the TRAFFIC Network, there is a wide range in the degree to which financial and other management systems are applied.

2. OBJECTIVES OF THE EVALUATION

2.1. AUDIENCES AND THEIR USE OF THE EVALUATION RESULTS

Table 1 below summarises the key audiences for this evaluation, and their anticipated uses of it.

Table 1. Evaluation Audiences	
Audience	**Uses**
The Directors General and Directors of Programme of WWF and IUCN	To improve the managerial, programmatic and operational effectiveness of TRAFFIC's relationships with WWF and IUCN.
The TRAFFIC Committee	To inform its programme and organisational oversight functions.
The Executive Director of TRAFFIC	To improve the managerial, programmatic and operational relevance of TRAFFIC and the effectiveness of the WWF, IUCN and TRAFFIC relationship.
TRAFFIC Staff Members	To utilise the varied staff experience and expertise to inform and hone the programmatic and operational relevance of TRAFFIC and the effectiveness of the WWF, IUCN and TRAFFIC relationship through its operation and effective communication.
Other WWF and IUCN decision-makers	To inform those involved in WWF and IUCN programmatic and administrative decision making, including programme/budget decision-making in allocating resources and managing programme partnerships.

Given the different needs of the various audiences for this report, and to facilitate the task of the reader, the findings and recommendations are divided into two sections: the first dealing with the more strategic points, and the second with operational issues.

2.2. MAJOR PURPOSES

The evaluation serves two major purposes:
- Accountability – to the TRAFFIC Committee and WWF and IUCN senior management and governance structures for the relevance, effectiveness and efficiency of the work of TRAFFIC.
- Learning and improvement – the evaluation seeks to identify ways of improving the organisational performance of TRAFFIC, including ways to strengthen the managerial and operational relationships between TRAFFIC and its key partners, IUCN and WWF.

The major objectives of the evaluation are to assess the relevance, effectiveness and efficiency of the programme delivery, management and leadership of TRAFFIC with respect to its 2000-2010 Strategic Plan and FY01-FY04 Global Programme Targets, and to make recommendations for improvements.

The review examines the period July 2000-June 2003. The Terms of Reference for the review are given in Annex 1.

2.3. MAJOR EVALUATION ISSUES AND QUESTIONS

The major performance areas to be assessed by the evaluation include:

- **The relevance, rationale and added value of TRAFFIC -**
  In particular to assess the relevance and value added of the Strategy and work programme of TRAFFIC to IUCN and WWF, and vice versa, and to determine the extent to which there is a niche and rationale for the work of TRAFFIC.

- **The effectiveness of TRAFFIC in managing and delivering its programme, and in utilising synergies between IUCN and WWF -**
  In particular to assess the effectiveness of the management and leadership of TRAFFIC in achieving its Programme Targets and Objectives.

- **The efficiency of TRAFFIC -**
  In particular to assess the adequacy of the Business Model in supporting the delivery of the TRAFFIC work programme, and if there are more cost effective ways of doing so.

The evaluation matrix (Annex 2) sets out the sub-questions under each of these areas, and the suggested data sources for each question.

A short biography of the evaluator is attached in Annex 15.

3. METHODOLOGY

The review methodology was designed to nurture the process of self-assessment that TRAFFIC has already embarked upon, and it attempted to further build the organisation's capacity for learning and reflection.

The process of the review consisted of the following stages:

- Evaluation design.
- Desk study of TRAFFIC progress reports and other documents.
- Questionnaire survey.
- Interviews with key stakeholders.
- Data analysis and synthesis of preliminary results.
- Debriefing to and feedback from the review steering committee.
- First draft of the review report distributed to committee members only.
- Comments from committee members.
- Debriefing to and feedback from the TRAFFIC Directors.
- Second draft of the review report incorporating comments from the committee.
- Comments from TRAFFIC Directors.
- Presentation to, and discussion with the TRAFFIC Committee.
- Final report.

During the design phase, the evaluation matrix (Annex 2) was refined through discussions with outside experts and with TRAFFIC International.

The desk study covered a large number of reports, and the documents consulted are listed in Annex 3. A description of the desk study methodology is attached as Annex 4.

A questionnaire (Annex 5) was developed though several iterations, including pilot testing. Four different respondent groups were identified for the review: external partners and donors, IUCN, WWF, and TRAFFIC. The questionnaire was designed to collect both quantitative and qualitative data. According to the respondents, it took about ten minutes to answer the quantitative questions by ticking the appropriate box for each of the 41 questions. Since not all of the questions were relevant to all of the respondents, there was always an option to choose "Don't know" as an answer. Those respondents who also elected to provide written explanations to questions of interest to them spent considerable extra time on the questionnaire.

The number of questionnaires sent out, the number filled in and returned, and the response rates are given in the table below for the different respondent groups. The list of persons participating in the review is given in Annex 6.

Table 2. Questionnaire Response Rates							
Respondent Group	**# Sent**		**# Returned**		**Response Rate**	
External	43		23		53%	
IUCN	29	102	16	62	55%	63%
WWF	30		23		77%	
TRAFFIC	82		46		56%	
Total	**184**		**108**		**59%**	

Next, interviews were arranged with selected questionnaire respondents. The interview protocol and methodology are described in Annex 7. A total of 66 interviews were conducted, with a target of 15 in each respondent group. The breakdown of the interviews by respondent group is as follows:

    15 with external respondents and donors
    14 with IUCN staff
    19 with WWF respondents, and
    18 with TRAFFIC.

The data from the desk study, questionnaires and interviews were analysed, and preliminary results were presented to the steering group for the review. Based on this, the steering group gave very useful suggestions for preparing a confidential first draft of the report, which was sent to the TRAFFIC Committee for comment. Following comments from the TRAFFIC Committee, a presentation of the findings and recommendations was made to the TRAFFIC Management Meeting, and input from the

TRAFFIC Directors was solicited. After this, a second draft was produced to allow the TRAFFIC Directors and those Committee members who had not yet commented to provide feedback in order to inform the final version of the report. The final report was prepared after presentation of the review results and discussion with the TRAFFIC Committee. This multiple feedback process was designed to ensure that the potential users of the report would have opportunities to provide input on how it could be improved, and how its utility could be maximised.

Graphs presenting the results of the quantitative responses to the questionnaire, according to respondent group, are presented in Annex 8. When examining the graphs, it is important to note the figures to the right of each graph, which give the mean, the standard deviation (SD), and the number of responses (n) for each respondent group. Since for all questions, respondents had the option of choosing "Don't know", the number of responses varies considerably from one question to another depending on how many people felt they could answer it. The standard deviation gives an indication of the variability of the responses. This varies from a low of 0.5 in questions where agreement is quite strong, to 1.0 in questions where the range of opinion was much wider.

Direct quotations from stakeholders are given in the boxes accompanying the text of this report, and for each one, the person's respondent group is indicated in parentheses: E= External; I=IUCN; W=WWF; T=TRAFFIC. The quotations are meant to contribute to the clarity of the issues, and were selected for their representativeness, or, on the other hand, for their ability to illustrate the variety of views expressed. None of the quotes are "outliers" within the range of responses collected.

4. STRATEGIC FINDINGS AND RECOMMENDATIONS

4.1. RELEVANCE

Global Conservation Agenda

There was a strong consensus among all the respondent groups as to the relevance of TRAFFIC to the global conservation agenda (Figure 4 below).

TRAFFIC's work on both legal and illegal wildlife trade is universally seen as highly relevant and significant.

> *As wildlife trade becomes an increasingly important pressure, driving changes in the status of wild populations, the work of TRAFFIC remains central in support of policy and action for conservation.* (E)
>
> *No one else does what TRAFFIC does in terms of scope and influence, and wildlife trade is very relevant to the global conservation agenda.* (W)

Global Sustainable Development Agenda

While there was overall agreement that the work of TRAFFIC is relevant to the global sustainable development agenda (Annex 8, Graph 2), opinions on this were more mixed. Some respondents who feel that TRAFFIC should stick narrowly to its traditional strengths of monitoring wildlife trade and working with CITES on legal and enforcement mechanisms queried whether TRAFFIC should even be attempting to be relevant to the global sustainable development agenda.

However, the fact that revenue can be derived from legal and sustainable trade in wildlife does make TRAFFIC's work relevant to the global sustainable development agenda.

> *The information TRAFFIC has can give alternative answers to poverty reduction in several globally important ecoregions.* (W)

1. TRAFFIC's programme is relevant to the overall conservation agenda.

	Mean	SD	n
External	4.5	0.5	22
IUCN	4.5	0.5	16
WWF	4.6	0.5	22
TRAFFIC	4.6	0.5	46
Overall	**4.6**	0.5	106
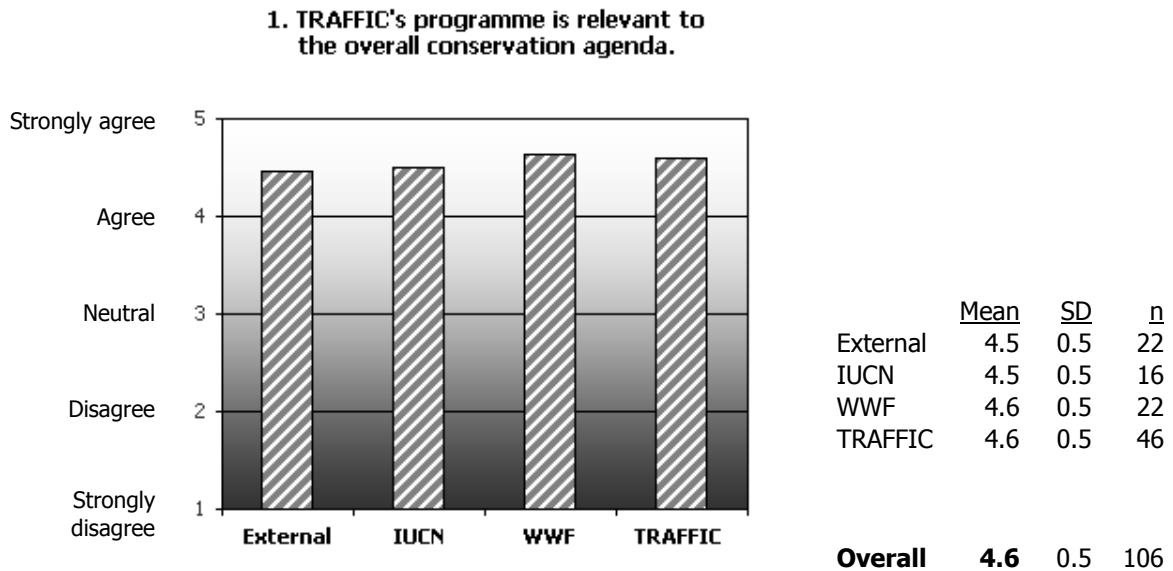
Figure 4. TRAFFIC's relevance to the global conservation agenda

Benefit flows, access rights, the bushmeat trade, and management of wildlife production systems are all components of the interface between wildlife trade and sustainable development, where TRAFFIC has begun to interact. Wildlife trade is an important poverty reduction tool to rural communities in developing countries, and thus links with sustainable development are clear.

Within its niche of sustainable use of wildlife, TRAFFIC can contribute and make a difference, and this is likely to be a growth area for TRAFFIC over the next few years, with increasing linkages to development organisations and projects.

> Recommendation: To work effectively towards sustainable development will require shifts in the skills needed for planning and implementing TRAFFIC's programme, and in particular greater emphasis on the socio-economic aspects of wildlife trade. Changes will also be required in how TRAFFIC understands and communicates its links to sustainable development.

Intergovernmental Policy Agenda

As with TRAFFIC's relevance to the global conservation agenda, there was strong and consistent agreement that the work of TRAFFIC is relevant to the intergovernmental policy agenda (Annex 8, Graph 3).

TRAFFIC's input to CITES is widely seen as absolutely critical for the implementation of the Convention. Furthermore, as perhaps the only conservation convention that actually has "teeth", CITES is often perceived as the most effective conservation convention in existence today.

TRAFFIC's input to these fora, especially CITES, has been crucial and invaluable over the years and must continue to be so. TRAFFIC's research/investigations and monitoring and evaluation are central to understanding trade dynamics, formal and informal, legal and illegal. (W)

In the CITES community, TRAFFIC is still an undisputed centre of expertise and know-how. (E)

TRAFFIC's work extends beyond CITES (e.g., CCAMLR, ICCAT, ITTO, etc.), and has done so for some years. TRAFFIC has worked much less with the CBD, and before expanding this, TRAFFIC should continue to explore and fully assess how it can complement IUCN's and WWF's ongoing work in this forum. Recent engagement with the Commission for the Conservation of Antarctic Marine Living Resources (CCAMLR) and a number of regional fisheries agreements has been very productive.

> Recommendation: TRAFFIC should continue to proceed with caution with regard to increasing its engagement with MEAs other than CITES. In particular, it would be worth exploring more fully with IUCN and WWF how to work most effectively with the CBD or the WTO, stressing the complementarity of roles.

Relevance and Value-added of TRAFFIC to Stakeholders' Programmes and Organisations

Graphs 5 and 4 in Annex 8 show that there is agreement in all the outside respondent groups that TRAFFIC adds value to the stakeholder's organisation or programme, and there is quite strong agreement, especially in WWF, that TRAFFIC is relevant to that person's programme or organisation.

For example, TRAFFIC is a long-standing and highly appreciated partner of the CITES Secretariat, and the wider CITES community appreciates TRAFFIC's solution-oriented, non-confrontational approach of providing good research and constructive recommendations. Likewise, many governments rely heavily on material provided by TRAFFIC for formulating policy related to CITES.

> *TRAFFIC is a neutral and objective analyst and commentator on wildlife trade issues at regional and international levels.* (E)
>
> *TRAFFIC's issues are core to WWF's mission, and our members see them as central and extremely important to endangered species conservation.* (W)

IUCN respondents recognise the added value of TRAFFIC, although some point out that there is a risk of competition as TRAFFIC's programme begins to address the poverty alleviation agenda and the associated funding support.

WWF relies heavily on TRAFFIC to inform its wildlife trade policy, and counts on TRAFFIC for the delivery of a substantial part of the second target of the Species Programme.

Another observation arises from an analysis of the relative ratings to the 39 relevant questions of the questionnaire by the three respondent groups outside of TRAFFIC. If the level criticism were random compared to the other two groups, one would expect that one third of the time, the answers of each respondent group would be less favourable than those of the other two groups; one third of the time, they would be in the middle; and one third of the time they would be more favourable. Over the 39 relevant questions, then, one would expect each group to be more negative than the other two groups in roughly 13. In fact, WWF was more negative in its ratings than were the external respondents or IUCN: WWF was more favourable than the other two groups in 8 questions; it was in the middle for 9 questions, and it was more critical than the other two groups in 22 questions. Thus, one observation of this review is that, overall, WWF seems to be unhappier with TRAFFIC than are IUCN or TRAFFIC's external partners.

There are initiatives that TRAFFIC could take to improve relations with WWF, the most important of which, at this stage, would involve programme planning.

> Recommendation: TRAFFIC should continue to actively look for synergies with WWF during the planning over the next six months of the next phase of TRAFFIC's Global Programme. Also TRAFFIC could more actively solicit collaboration, not only with the WWF Species TDP, but also with the marine, forests and trade policy programmes.

In addition to looking at TRAFFIC's relevance and added value to its stakeholders (including IUCN and WWF), the ToRs for the review also stipulated that IUCN's and WWF's relevance and added value to TRAFFIC should be explored.

IUCN's Relevance and Added Value to TRAFFIC

As shown in Annex 8, Graph 6, there is modest agreement that IUCN is relevant and adds value to TRAFFIC's programme delivery, although IUCN has a higher opinion of its own relevance and value-added than do the other three organisations. The following opinions were commonly cited:

- The SSC Wildlife Trade Programme and the various species specialist groups concerned with wildlife trade add value to TRAFFIC's work. Although issues of duplication and overlap of the Wildlife Trade Programme were evoked by a few respondents, these concerns were not corroborated by TRAFFIC managers. Generally, with SSC providing the biological information and TRAFFIC the trade information, the partnership is seen to be constructive and mutually beneficial, although the name is somewhat deceptive and might be revisited.
- Philosophically, TRAFFIC is perceived as much more closely attuned to IUCN's mission, values and programme than it is to WWF's.
- IUCN's broader trade programme, which is exploring links with the WTO, is perceived as a potentially valuable resource for TRAFFIC.
- The unusual structure of IUCN – with governmental, individual, NGO and institutional members – makes it a critical player in conservation, and the access that IUCN's intergovernmental structure provides is a plus for TRAFFIC. The IUCN links allow for greater access to government decision makers on a technical level. In addition, IUCN's work at the ministerial level opens doors for TRAFFIC in many countries. The link with IUCN provides strong political support for TRAFFIC.
- The IUCN governance structure helps TRAFFIC to be seen as science-based and neutral. In addition, IUCN's reputation for objectivity and scientific credibility add value to TRAFFIC's profile and programme.

On the down side, some IUCN programmes that could be valuable for TRAFFIC, e.g., marine and forests, have shown little inclination to communicate or collaborate with TRAFFIC. Opinions differed as to whether this was due to competition, or simply to overly full agendas. TRAFFIC's perception is that for many in IUCN, there is not a great deal of engagement with and understanding of TRAFFIC. In many regions, there seems to be a big gap between IUCN and TRAFFIC.

In many regions, there is little or no interaction with IUCN. This is particularly surprising in South America, as the offices of the two organisations are co-located. Some respondents noted that, due to the "religion" of cost recovery and the resulting project imperative, some IUCN regional offices are seen as competing directly with other conservation organisations, including TRAFFIC.

Some WWF respondents criticise IUCN for not providing more financial resources to TRAFFIC.

> Recommendation: IUCN and TRAFFIC should look for ways to improve synergies between the two organisations, and in particular between their marine and forests programmes, policy programme, and environmental law programme. At the regional level, IUCN could likely do more to respond to invitations from TRAFFIC, or to initiate closer links with regional TRAFFIC programmes.

WWF's Relevance and Added Value to TRAFFIC

Relations with WWF are far more controversial. As shown in Figure 5 below, WWF also has a higher opinion of its relevance and value-added to TRAFFIC than do the other respondent groups. What is striking here, however, is the much lower score attributed by the external stakeholders.

7. WWF's programme is relevant and adds value to TRAFFIC's programme delivery.

	Mean	SD	n
External	3.3	1.1	14
IUCN	4.0	0.7	10
WWF	4.4	0.6	22
TRAFFIC	4.0	0.5	45
Overall	**4.0**	0.8	91
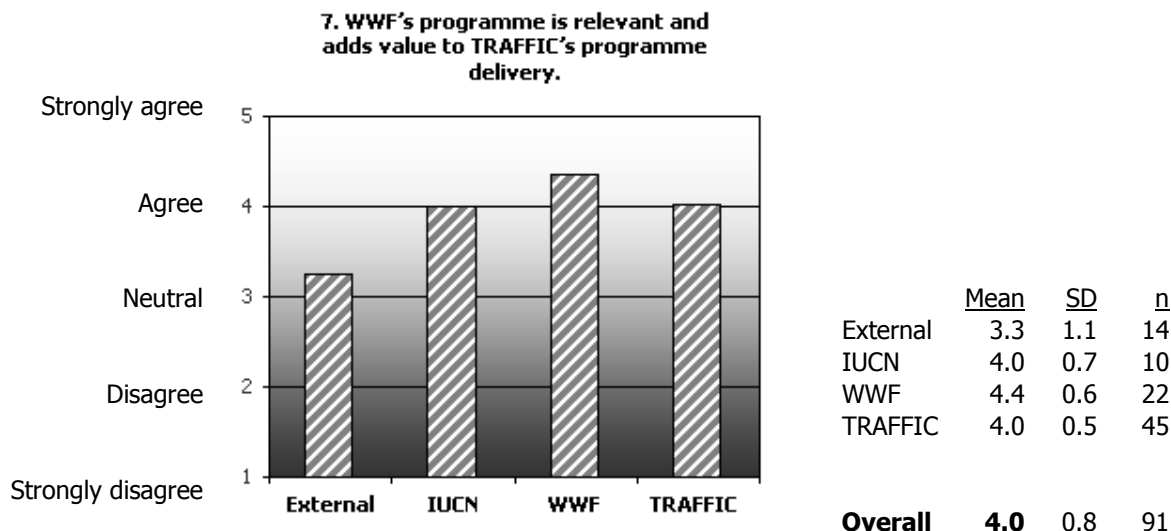
Figure 5. Relevance and added value of WWF

The numerical scores illustrated in this figure, however, tended to be more positive about WWF than were the comments expressed in the questionnaires and interviews. Both the volume and the intensity of the negative comments about the role of WWF vis-à-vis TRAFFIC were striking.

In answer to the question about the relevance and added value of WWF's programme to the delivery of TRAFFIC's programme, 95 different opinions were collected. Within this sample, 52 opinions were mostly negative; 31 were mixed, and 12 were mostly positive. Of the 12 more positive views, 7 came from WWF staff. Annex 9 gives a sampling of the comments received regarding WWF's added value to TRAFFIC. Caution is recommended in interpreting some of the feedback on the relations between WWF and TRAFFIC; at the same time, there are clearly external perceptions of these relations that need to be addressed.

Many of TRAFFIC's problems are seen as linked to its difficulties with WWF – whether real or perceived. A number of threads regarding relations with WWF have emerged from the review:
Credibility
  • The perception of TRAFFIC's independence is believed by many to be threatened by its association with WWF, because of WWF's more political and advocacy nature, and the perceived protectionist sentiments of its membership in some important countries. There is a strong consensus among the external respondents, IUCN and TRAFFIC that TRAFFIC should remain true to its science-based and value-neutral approach to wildlife trade, and should not be driven by WWF's membership. TRAFFIC runs a grave risk if it appears to be donor-driven.
  • A number of external respondents from developing countries complained about WWF being out of touch with third world realities. In these contexts, with these perceptions, TRAFFIC is not helped by its association with WWF.

- The WWF communications machine can be a great asset to TRAFFIC, but sometimes TRAFFIC's identity disappears, and the message is dominated by WWF. The "panda shadow" can be a threat to TRAFFIC's own profile and branding.

Efficiency

- WWF has created a Species Programme, in which Target 2 on wildlife trade gave a strong rationale for the work of TRAFFIC as a priority for WWF's Programme. Because the WWF Species Programme carries out some of the work on Target 2 and has hired a Wildlife Trade Officer, some perceive this as a duplication of effort – others as necessary to strengthen the relationship between WWF and TRAFFIC.
- Sometimes WWF NOs send their own consultants to monitor CITES meetings instead of relying on TRAFFIC for this.
- If WWF is convinced that its wildlife trade work should be based on sound science, then logically it should have no qualms about delegating the research work on wildlife trade to TRAFFIC.
- There is no need for TRAFFIC as an independent organisation if it is just to be a service to WWF. TRAFFIC's value to WWF (and IUCN) is through having a distinct expert identity and voice that are respected by a wide constituency.

Finances

- TRAFFIC's link to WWF sometimes makes it difficult to raise funds with other donors.
- TRAFFIC's financial dependency on WWF is seen as dangerous.
- WWF has decreased funding to many of its programmes over the last two years, including to TRAFFIC.

WWF plays a crucial role as TRAFFIC's major donor. Although there are many other positive aspects to TRAFFIC's relationship with WWF, and some aspects have improved over the last few years, fundamentally, the relationship does not seem to be as healthy as it should be. Putting this relationship on a sounder footing should be a priority for the TRAFFIC Committee. With strong leadership, none of the above problems are insurmountable. Many of the solutions, however, must come from WWF.

Recommendations: WWF should consider looking for ways in which it can create a relationship with TRAFFIC that will enhance the credibility and effectiveness of both organisations. Possibilities might include:

a. Recognising that WWF's interests are best served by TRAFFIC as a truly autonomous, science-based wildlife trade organisation.
b. Strengthening the partnership between TRAFFIC and the WWF Species Programme, rationalising any duplication of effort that presently may exist, using resources more efficiently, and reducing the transaction costs (e.g., in planning structures, parallel reporting, communications coordination, etc.).
c. Building more effective collaborations with TRAFFIC by the WWF marine, forests and trade policy programmes.
d. Systematically delegating technical and scientific studies on wildlife trade to TRAFFIC, rather than undertaking those functions by WWF.
e. Enhancing the coordination between TRAFFIC and WWF in developing advocacy positions on wildlife trade issues.
f. When differences in lobbying positions arise, looking for ways to strategically make the best use of those differences, possibly through complementary advocacy roles. In many forums, it may be useful to divide the roles of delivering advice and lobbying.
g. Educating the WWF donor base in the more protectionist countries about the importance of the "sustainable use" pillar of the WWF Mission Statement.
h. In joint communications, toning down the panda, and ensuring that TRAFFIC's profile and branding are well visible.
i. Formalising the agreement that TRAFFIC can be a joint programme of IUCN and WWF without necessarily putting the logos of all three organisations on all publications.

j.   Putting in place a mechanism to coordinate restricted and unrestricted funding among the various WWF donors who support TRAFFIC.

k.   Restoring unrestricted funding to TRAFFIC to FY01 levels, so that TRAFFIC has a minimum critical mass of secure funding for its core operations.

l.   Agreeing to firm multi-year funding commitments – subject to adequate performance – so that TRAFFIC is able to manage its programme more professionally.

While it is clear that these recommendations would benefit TRAFFIC, they also stand a good chance of benefiting WWF as well. As indicated by the overall tone of the comments about WWF received during this review, WWF would seem to be suffering from poor credibility with a number of important stakeholders. The type of support to TRAFFIC advocated in the recommendation above could improve WWF's credibility as a more objective and science-based NGO. By supporting TRAFFIC as a truly independent organisation, WWF would be seen to have integrity, and to be more sensitive to global development imperatives. This in turn could enhance WWF's reputation and success, both at the global policy level and in working with developing countries.

The TRAFFIC Committee has an important role to play in improving the relations between WWF and TRAFFIC.

> Recommendation: The TRAFFIC Committee should examine the relationship between WWF and TRAFFIC, and should make recommendations about how to put the relationship on a sounder footing so that the credibility and effectiveness of both TRAFFIC and WWF are enhanced.

Niche and Rationale for the Work Programme of TRAFFIC

Respondents from all groups generally agreed that TRAFFIC has a clear niche for its work programme (Graph 8, Annex 8).

TRAFFIC niche is unique thanks to its focus on conservation rather than animal welfare/rights, the employment of a global network, and a dedication to advocacy based largely on its own specialised research and analysis. TRAFFIC is uniquely positioned to do the work that it does, and can call on the objectivity of scientific assessment through IUCN and the policy lobby of WWF. In general, TRAFFIC is highly regarded, and is seen as having international recognition for its role.

During joint strategy meetings among TRAFFIC, WWF and IUCN, when there is agreement that a certain action would be useful, one organisation may prefer another to undertake it, due to government relationships, comfort with message, comfort with strategy, etc.

We find that one of the advantages of TRAFFIC is its very clear niche of work. (E)

There is perception that many NGOs, including WWF, tend to exaggerate the situation. TRAFFIC has more professionalism, and is more science-based, with more hard data. This is what people want. TRAFFIC's niche is to generate science-based information in a professional way. (E)

No other organisation fills or approaches TRAFFIC's niche, particularly within CITES. Its role and reputation as a trade monitoring network and a reliable source of information is unrivalled. (W)

TRAFFIC has a clear niche for its expertise on wildlife trade issues. What's lacking is focus and continuity. (W)

However, it has not been obvious to turn these organisational niches into an organisational structure where the roles of all are clear, particularly as roles may be reversed, depending on the issue under discussion.

Some respondents felt that in the past TRAFFIC had a unique niche, but that WWF, IUCN, and even other organisations with more resources and louder voices are now occupying part of that niche. Others have said that TRAFFIC needs to re-examine its role, and that although it wants to take the lead in wildlife trade, it appears to be interested only in the implementation of CITES. At the same time TRAFFIC itself sees a wider niche for its work, but feels that the organisation is often type-cast as essentially working on CITES.

In the past, wildlife trade was viewed in rather narrow terms: market surveys, training for customs agents, etc. Now it is clear that trade is a much bigger issue, and requires a more systematic and comprehensive approach, including working on: high level policy analysis, national and international politics, the WTO, national sovereignty, food security, economic incentives and alternatives, market transformation and certification schemes, direct ties to in situ populations and ecoregion work, and field-tested models that demonstrate concrete examples of well managed wildlife trade, etc. TRAFFIC is viewed by some as being unsure whether to keep to a small niche where its current expertise lies, or to try to do much, much more.

At present, TRAFFIC's programme is spread across many activities and aspects of wildlife trade in the attempt to keep the organisation financially viable, and in many cases to respond to the interests and needs of donors. There is concern about the broadening of TRAFFIC's programme as a result of its precarious financial situation, with more and more projects being taken on. This often unplanned broadening of TRAFFIC's programmatic focus is beginning to blur the perception of TRAFFIC's niche in some circles.

TRAFFIC can only do so much with its currently limited resources of funding, personnel and geographic coverage. While it is clear that in order to fulfil its mission, TRAFFIC needs to expand beyond CITES, great care must be taken to develop a tightly focused programme that is based first on TRAFFIC's core strengths, and that also develops the capacity that is needed to approach wildlife trade in a more holistic sense. TRAFFIC's niche is wildlife trade, but what needs to be decided, in an increasingly competitive marketplace, is how wide this niche should be.

According to one respondent, approximately 80% of TRAFFIC's professional staff are biologists by training, whereas trade is fundamentally a socio-economic phenomenon. TRAFFIC would undoubtedly benefit from more expertise in the social and economic sciences.

Strengthening partnerships would be a good place to begin in developing the programme. There is a good example in Indochina of an effective partnership strategy to conserve sea turtles, whereby IUCN works on the legislation, WWF on strengthening management and the protection of turtles in field, and TRAFFIC on the trade issues.

> Recommendation: TRAFFIC should strengthen its specific role in the trade and utilisation of wildlife resources. Within this niche, it should continue to enhance its credibility, scientific rigour, objectivity, clearness of analysis, and innovative solutions. TRAFFIC should move carefully when considering expanding its approach into areas where it has less comparative advantage. As a first step, it would be wise to emphasise carefully articulated partnerships with other organisations (such as WWF, IUCN, WCS, CI, FAO, et al.) in order to address a few carefully chosen issues in wildlife trade more holistically.

4.2. EFFECTIVENESS

Progress towards TRAFFIC's Conservation Objectives and Conservation Methods

As indicated in Graphs 9a, 9b, 9c and 9d in Annex 8, TRAFFIC is seen as effective in its traditional objectives of international cooperation and threatened species, somewhat effective in its work on resource security, and considerably less effective in ecoregion conservation.

> *TRAFFIC occupies a unique niche that is directly relevant to the conservation of species, and has measurably contributed to the protection and recovery of numerous species.* (W)

Many respondents felt that TRAFFIC's first objective "to ensure that wildlife trade does not result in the endangerment of any wild animal and plant species" is overly ambitious. Taken at face value, it is difficult to say that TRAFFIC has gone very far towards achieving this objective. Clearly, such ambitious formulations present TRAFFIC with communications – and ultimately credibility – problems.

Many people cited the fact that often a trade study is seen as an end in itself, and they advocated that TRAFFIC should do more to develop and ensure the implementation of solutions to solve the problems brought to light by the study.

TRAFFIC's second objective "to ensure that wildlife trade does not threaten the integrity of selected priority ecoregions" is widely seen as having been donor-driven. Furthermore, it is challenging even for WWF to muster sufficient resources to work effectively at the ecoregion scale. Respondents said that most ecoregions that have undergone planning workshops currently suffer from ambitious and vastly under-funded programmes. Although in the field TRAFFIC tends to work a lot <u>in</u> ecoregions, it rarely works on ecoregion conservation per se. Many respondents suggested dropping priority ecoregions as a conservation objective for TRAFFIC, while continuing to focus on ecoregions wherever possible when deciding where to engage and how to engage. Ecoregion conservation does have the potential, however, to contribute to TRAFFIC's Mission, because it is the scale at which many of the forces at work that degrade conservation values can be studied, and solutions tested.

TRAFFIC has begun to make good progress towards Objective 3 on resource security, especially in its fisheries work. Good work has also been done on bushmeat and medicinal plants. On the other hand, the timber work seems to have had difficulty getting started, with the exception of TRAFFIC's specific targets for mahogany and agarwood.

The fourth objective "to support the development and application of international agreements and policy approaches that prevent negative conservation impacts of wildlife trade and encourage that wildlife trade is at sustainable levels" is where TRAFFIC shines.

> *TRAFFIC has a significant influence over the international and national level policy fora. TRAFFIC does a superb job of supporting CITES, and supporting other policies that encourage a sustainable approach to wildlife trade.* (E)

TRAFFIC's involvement in CITES is seen as highly effective. TRAFFIC monitors government figures, and comes up with information that in many ways ought to be covered by the Convention itself. One respondent suggested that the real challenge would be addressing the holes in the CITES process, and that TRAFFIC could take a more strategic approach to CITES, looking at the bigger picture of how to improve the Convention itself, rather than making recommendations on every CoP agenda item.

> *You would see an enormous hole in CITES if TRAFFIC did not do what it does. Neither WWF nor IUCN could replace what TRAFFIC does for CITES.* (I)

> *Many see CITES as the most successful conservation convention. At the last CoP, over 90% of our recommendations were adopted. We have an extremely high success rate, especially on species issues where trade monitoring has been pivotal in bringing attention to serious conservation impacts.* (T)

TRAFFIC could take more of a cutting edge approach to CITES, i.e., taking a longer term view on how to change and strengthen the CITES process, including an analysis of how others can be made more responsible for implementing the Convention. Another approach might be to do a case study on fifteen or so species, and use those as an advocacy model for the other thousand species coming under the Convention.

The questionnaire survey also assessed perceptions of the effectiveness of TRAFFIC's four conservation methods (Graphs 10a, 10b, 10c and 10d in Annex 8). TRAFFIC's traditional methods of mobilising knowledge and effective regulation were generally viewed as effective, whereas consumptive behaviour and economic incentives were seen as only somewhat effective.

Again, the ratings for TRAFFIC's conservation methods suffered from perceptions that they were overly ambitious. This is especially true for the first method "ensuring that decision makers at all levels acquire and apply sound knowledge about the scope, dynamics and conservation impact of wildlife trade and its response to different management measures and approaches". In fact TRAFFIC's conservation "methods" are actually worded as objectives. Many remarked that there is no way that TRAFFIC – or anyone else for that matter – can ensure that decision makers at all levels actually apply the knowledge provided. Encouraging the application of the knowledge provided by TRAFFIC will require closer monitoring of government policies at priority national, regional, and international levels.

Mobilising knowledge is TRAFFIC's bedrock methodology, and the basis of much of TRAFFIC's reputation and credibility. Nevertheless, it is clear that delivering knowledge does not necessarily result in good decision making. Many respondents argued that TRAFFIC should do more to follow up on the recommendations of its reports. Others noted that the recommendations were sometimes predictable (one could just remove "sea turtle" and substitute "elephant"). To these readers, predictable recommendations are not taken seriously, and they detract from the impact of the report.

It is argued that decision makers need analyses of first-hand data, and bottom-line assessments rather than recommendations. Some respondents mentioned a decline in quality of some of TRAFFIC's reports, and an overwhelming number complained about the timeliness of delivery. The timeliness of delivery of reports and publications is a serious concern that is undermining TRAFFIC's credibility.

Work via the second method "assisting governments to enact and implement policies and legislation that ensure trade in wild animals and plants is not a threat to the conservation of nature" is clearly one of TRAFFIC's key successes. Stakeholders worldwide enthusiastically appreciate TRAFFIC's efforts to promote effective regulation.

Method 3 – positive economic incentives – is a key issue, and a relatively recent focus of TRAFFIC. Progress has been patchy, largely due to a lack of economic, political and business expertise, and because very few of TRAFFIC's projects are field based. TRAFFIC has learned from its past emphasis on disincentives that effective strategies require carrots are well as sticks. Thus positive incentives are an important area where TRAFFIC should be focusing its resources and developing its expertise. In this process it would be good to look as well at incentives other than economic incentives, e.g., land tenure, resource access, empowerment, decentralisation of decision making to local stakeholders, etc.

Questions were raised about TRAFFIC's fourth conservation method, "encouraging users of wildlife commodities, at all levels of the trade, to adopt voluntarily consumptive behaviour that does not threaten the conservation of nature". Although TRAFFIC has produced tools, such as *Buyer Beware* guides, it often relied on WWF to reach the broader public regarding consumer behaviour. Some respondents felt that this conservation method seems to be slightly outside of TRAFFIC's core objectives and areas of expertise. TRAFFIC provides factual, scientific and objective information through research, but is sometimes not well placed at present to encourage users of wildlife to adopt voluntary consumptive behaviour. This is more a by-product of TRAFFIC's work. Some respondents questioned whether this should remain one of TRAFFIC's stated conservation methods.

Recommendation: In the next round of programme planning, TRAFFIC should consider the pros and cons of sharpening the focus of its programme by dropping or modifying the objective on priority ecoregions. Effective pursuit of TRAFFIC's conservation method of sustainable consumptive behaviour will need to be developed strategically, and will require fundamental adjustments in TRAFFIC's capacity and operational strategy.

Achievement of Programme Targets and Outputs

Table 3 provides a rough summary of the degree of achievement of TRAFFIC's programme targets and outputs set for the period July 2000 to June 2004, based on a desk analysis, as described in Annex 4.

Table 3. Assessment of Relative Progress to date with respect to TRAFFIC's Global Targets and Outputs for FY01-FY04					
Global Target	**Mostly Not Achieved**	**Progress Made**	**Good Progress Made**	**Mostly Achieved**	**Major Constraints**
1 Elephants				X	Funding; human resources
2 Asian Big Cats			X		Funding; staff capacity
3 Rhinoceroses			X		Funding; staff capacity
4 Chiru	X				(no report)
5 Musk Deer		X			High demand; ease of smuggling; funding; personnel
6 Asian Freshwater Turtles			X		Lack of focal point
7 Marine Turtles		X			Funding
8 Sturgeons		X			Availability of focal point
9 Sharks		X			Activity not Network-wide
10 Agarwood			X		Lack of time; funding
11 Mahogany				X	Human resources
12 Threatened Orchids	X				(no report)
13 Ecoregion Conservation	X				Funding; delays; staff capacity; poor collaboration with some WWF offices; go-it-alone approach by WWF in some ecoregions; inability of TRAFFIC to act alone
14 Wildlife Meat			X		Lack of focal point
15 Marine Fisheries			X		Little time
16 Medicinal Plants		X			Availability of focal point; funding
17 Timber		X			Funding; lack of strategy
18 CITES Mechanisms				X	Funding; human resources
19 Effective Regulation				X	Time and resources of focal point
20 International Institutions	X				Learning curve; focal point's availability; CoP12

It should be borne in mind that the reports available cover 2½ years of the four-year programme period. It should also be noted that the degree of achievement of programme targets and outputs reflects the formulation of those targets and outputs. Progress towards achievement is naturally less for targets and outputs that are ambitious and long-term, than it is for those that are formulated more specifically and for a shorter term.

In comparison to the previous planning cycle, TRAFFIC underwent substantial institutional changes to develop the roles of the focal points, and to focus on these 20 Global Targets. Overall, programmatic progress has been impressive, especially given the Network-wide problems of funding shortfalls and staff shortages.

The tables in Annex 10 (Highlights of Programme Achievements) list some of the major reported accomplishments during the programme period to date, as described in TRAFFIC's various progress reports. The scope of this review did not allow for independent verification of the achievements claimed in the reports.

Observations on the Desk Study

➢ 63 reported highlights of programmatic results were identified in TRAFFIC's progress reports over the 2½ year period for which there are reports.

➢ The results of the analysis of reported highlights according to conservation objective and method are given in the following table. It is clear that reported programmatic results in consumptive behaviour, priority ecoregions and economic incentives trail far behind the other conservation methods and objectives of TRAFFIC's strategy.

Table 4. Reported Highlights according to Conservation Objective and Conservation Method			
Conservation Objective	**No.**	**Conservation Method**	**No.**
Threatened species	30	Mobilising knowledge	30
Priority ecoregions	2	Effective regulation	30
Resource security	15	Economic incentives	3
International cooperation	16	Consumptive behaviour	0

➢ The next table gives a breakdown of the reported highlights according to TRAFFIC's global targets.

Table 5. Reported Highlights according to Global Targets			
Global Target	**No.**	**Hard to Categorise or Non-Target**	**No.**
Elephants	3	TCM	2
Asian Big Cats	2	Birds	1
Rhinoceroses	4	Trophy hunting	2
Chiru	0	Australian bill	1
Musk Deer	0	Livelihoods	1
Asian Freshwater Turtles	2	Corals	1
Marine Turtles	1	Bears	1
Sturgeons	1	Biotrade	1
Sharks	3	Ornamental fish	1
Agarwood	2		
Mahogany	3		

Threatened Orchids	1		
Ecoregion Conservation	2		
Wildlife Meat	3		
Marine Fisheries	3		
Medicinal Plants	5		
Timber	2		
CITES Mechanisms	3		
Effective Regulation	12		
International Institutions	0		
TOTAL	52		11

No highlights were reported for chiru, musk deer or international institutions.

➢ Often, programmatic highlights result from a collaboration among different programmes, though one programme is assigned to take the lead. With this caveat, the number of programmatic highlights varied considerably among the different lead programmes:

Table 6. Reported Highlights according to Lead Programme	
Lead Programme	**Nº Highlights**
TRAFFIC-North America	3
TRAFFIC-International	4
TRAFFIC-South America	6
TRAFFIC-East Asia	6
TRAFFIC-Europe	6
TRAFFIC-Southeast Asia	7
TRAFFIC-Oceania	8
TRAFFIC-East/Southern Africa	23

By no means is this meant to be an assessment of regional performance – a serious attempt to do this would require far more than a desk review of reports. These figures are simply the result of the external reviewer reading and assessing the progress reports produced by each programme.

➢ The number of programmatic highlights is based entirely on the face value of the content of the progress reports, and so reflects the programme monitoring and reporting abilities of the different programmes, as well as the actual accomplishments of those programmes. It would appear that TRAFFIC-East/Southern Africa has an especially vibrant collaboration with its stakeholders, thus getting feedback, and effectively keeping its finger on the pulse of how its products and outputs are being used, and what influence or impact they may be having.

➢ In all the progress reports, there was only one case of reporting on conservation outcomes related (at least in part) to TRAFFIC's work: the increasing rhino numbers in Africa.

Strategic Focus

Strategic focus, while not targeted per se in the questionnaire, quickly became a central theme of the review. TRAFFIC began the programme cycle with 20 global targets. Some focusing was done by default, as it was not possible to make good progress towards all of these targets, especially given

TRAFFIC's declining revenues, and shortage of personnel. As shown in Table 3 above, good or excellent progress was made in half of the global targets, according to TRAFFIC's progress reports.

Respondents both inside and outside TRAFFIC agree that most people's work programmes are far too ambitious. Many respondents said that TRAFFIC is spread too thin, and advocated drastically reducing the number of global targets.

Several WWF respondents said that TRAFFIC should focus exclusively on highly threatened species. Others, however, countered this idea, pointing out that by working on species that are not yet threatened, TRAFFIC is conserving nature, arguing that if those species are not threatened now, TRAFFIC's work may keep them from becoming so. Conservation organisations may be too late if they focus only on species that are critically endangered.

TRAFFIC's culture of inclusiveness is both a strength and a weakness. On the one hand, it motivates staff and builds support for the programme and for policy decisions. However, several respondents reported that, in the programme planning process, this inclusiveness has meant that projects and issues that may not merit a Network-wide focus have been included as global targets, because people are reluctant to disagree if one or two individuals push for them.

Some TRAFFIC offices get their own funding, and so develop their own agendas. Funding often comes from WWF NOs, and reflects the donor's priorities rather than TRAFFIC's. There is a structural weakness in TRAFFIC that makes strategic focus very difficult to achieve, namely that TRAFFIC offices are relatively autonomous, and there is no budgetary control over the Network to enforce priorities. WWF – in a similar situation – has adopted the "80/20 rule" for network priorities. This means that every WWF office has committed to spending at least 80% of its budget on the global priorities, and not more than 20% on national or regional priorities. TRAFFIC does not have such a guideline, and according to several respondents, some offices, such as the TRAFFIC-North America regional office, or TEUR-Italy, spend the lion's share of their budget on national or regional priorities, and thus contribute relatively little to TRAFFIC's global priorities. Some regional directors have suggested that having close oversight from TRAFFIC International and closer collaboration with other regional programmes when the regional plans are put together would help to maintain focus.

Strategic focus suffers from the "project imperative" whereby TRAFFIC offices have taken on more and more projects in order to bring in funds to pay salaries and operating costs. There is a broad consensus that TRAFFIC should not take on too much, should be more targeted, and more collaborative – especially with regard to multi-regional projects. TRAFFIC's strategic focus would be improved by moving from a project-based approach to a more programmatic approach.

Over the last few years, TRAFFIC is seen as having taken on an ever-broadening agenda, in terms of topics covered, projects undertaken, geographic stretch, and role in the conservation community. At the same time, sustainable development issues, economic and other incentives, and communications seem not to have been given enough weight in the focus of the programme.

> *There is a huge need for TRAFFIC's work on research and monitoring wildlife trade. Somebody has got to monitor CITES.* (E)
>
> *There is scope for more work on sustainable development. TRAFFIC should get into both ends of the use equation, instead of looking narrowly at the resource.* (E)
>
> *TRAFFIC should not be just a policeman – which it basically is now – trying to catch what is not allowed. It should also try to understand why, and then highlight partnerships that can help address the root causes.* (E)
>
> *To broaden the discussion to rural livelihoods, TRAFFIC should start with bushmeat – it is a major issue; there is a big interest in the donor community, and there is a lot of nonsense being generated, especially from the animal welfare community. If TRAFFIC could come in with some reasoned arguments, it could clarify the debate enormously.* (W)

Because many trade issues have root causes in poverty, focusing only on eliminating people's options is unlikely to work over the long term. TRAFFIC needs to ensure that there are plans for alternative incomes for disadvantaged people dependent on the resource that needs regulation. This could be done by working together with both enforcement authorities and development agencies to pursue a more comprehensive approach to wildlife trade, including alternative incomes. TRAFFIC does not need to do all this itself, but could collect the data, and act as a catalytic link with other organisations to develop solutions.

Trade could be a positive element for conservation. TRAFFIC's work is relevant to sustainable livelihoods, and by looking at the broader issues of trade and development – at how trade affects people as well as species – TRAFFIC would be well placed to link the biodiversity and sustainable development agendas. This would require shifts in staffing, but could substantially raise TRAFFIC's fundraising potential. Resource security would be a logical area to develop, as there are a lot of technical issues involved, where TRAFFIC could shine, and links to the development agenda would be self-evident.

Many feel that TRAFFIC concentrates too much on CITES and its focus on control, whereas especially in developing countries CITES is only part of the solution, and a wider approach based on sustainable use is needed. The weak link in CITES is implementation at the national level, which varies enormously from one country to another. TRAFFIC could further develop its global work programme, where it would maintain its core competencies, but also begin to look into sustainable development, poverty alleviation, and benefit-sharing, together with key partners. In many countries TRAFFIC would enhance its relevance with a more balanced approach, based on incentives as well as control.

As a research organisation, there is significant potential for TRAFFIC to become more involved in implementation and ground-level initiatives to test hypotheses. With such a strategy, TRAFFIC would be seen to be practicing what it is preaching, and could improve its visibility as a result.

> Recommendation: Limit the number of global targets to no more than ten (preferably fewer), and improve the criteria for selecting them. Reinforce the commitment of the Network to working on the global targets. Establish a guideline for the Network on the balance of national, regional and global work, and develop incentives to encourage its application. Be more comprehensive on fewer subjects, i.e., take on a limited number of targets, but treat them in more depth, exploring incentives as well as controls. TRAFFIC should emphasise a programmatic, rather than a project-by-project approach, and make the best use of its global Network by developing multi-regional projects as a priority.

Advocacy

Advocacy is an area where TRAFFIC sometimes has to tread a fine line. WWF sometimes sees TRAFFIC as being overly cautious. Many governments, on the other hand, insist that change must be a "home-grown" process, and that there is no room for impatience and confrontation. Because TRAFFIC works with governments, it has deliberately eschewed a confrontational approach to its advocacy work.

Most TRAFFIC reports are followed up with a quiet word to the relevant government officials, or with another form of "quiet advocacy" away from the headlines.

TRAFFIC is a very impressive NGO from our perspective. They maintain a difficult balance. They are lobbying because there are issues they want to take forward, but they seem to work very hard to try to find common goals and manage the conflicting issues – they try to look beyond them, rather than getting entrenched in a particular problem. That does not keep them from really pushing when necessary. They take a very pragmatic approach, which is helpful. (E)

What happens when WWF wants to have an adversarial position on whaling, and IUCN wants a science-based position? TRAFFIC needs its own position. (I)

These types of initiatives may not be visible and may contribute to the perception that TRAFFIC could do more to follow up on its reports.

One potential pitfall is not keeping the lobbying role distinct from the research / impartial advice role. TRAFFIC needs to take precautions to keep these roles clearly demarcated. Otherwise, it may lose its hard-earned reputation for objectivity. In all cases, TRAFFIC's advocacy must be based on sound science.

Thus, TRAFFIC cannot simply put out technical reports, and hope that good decisions will follow. It also needs to advocate its recommendations, but at the same time, it must be careful about how it does this, as campaigning that is too high profile could damage TRAFFIC's conservation work.

Sometimes TRAFFIC and WWF will have a different position on a given issue, although the probability of this should be low if both organisations use the same scientific and technical information on which to base their decisions. Different advocacy positions cause discomfort, especially for WWF, who would like to have a single message that would be easier to communicate. External respondents, however, said that having different positions on sensitive issues is not necessarily a problem because people are quite capable of distinguishing between WWF and TRAFFIC – they expect WWF to be a politically motivated, high-profile campaign organisation, and they expect TRAFFIC to provide science-based, objective advice. It is notable that at the last CITES meeting, TRAFFIC and WWF worked very effectively together and delivered joint targets collaboratively.

> Recommendation: Less of an issue should be made of situations in which TRAFFIC and WWF have different policy positions. In the end, TRAFFIC must keep endeavouring to get the balance of its advocacy right, i.e., to keep its impartial image, and yet to have a voice. There are certainly opportunities for exploring further ways in which TRAFFIC's quiet diplomacy could be supported by WWF's strengths in communications and fundraising.

Profile and Branding

TRAFFIC has worked on the issue of its profile and identity by putting in place review processes, and producing a style manual on how to use the logo and tagline and how to put together reports. Nevertheless, many feel that TRAFFIC has an image problem. Respondents reported that TRAFFIC lacks identity, the logo has little impact, and people are unaware of what TRAFFIC is and what it does. It is often difficult to explain what TRAFFIC does in one sentence, let alone in a catchword phrase of five words or less.

TRAFFIC's image problem is seen by many as closely linked to the fact that it is a joint programme of WWF and IUCN, and it is often overshadowed by the powerful panda logo. Branding is particularly tricky when TRAFFIC's position on an issue differs from that of one of its parent organisations (usually WWF), while at the same time press releases refer to TRAFFIC as a joint programme of WWF and IUCN.

Both the lack of a clear identity and the affiliation with WWF have sometimes created obstacles to fundraising. More than one potential donor has said they would readily invest substantially in TRAFFIC if TRAFFIC's outputs were not automatically stamped with a panda. On the other hand, many in WWF believe that closer collaboration between the two organisations could enhance joint fundraising. TRAFFIC thus is in the position of trying to show that it is affiliated with, yet independent of, WWF and IUCN. Fundamentally, improvement in TRAFFIC's profile and branding will require clarification of its governance.

Programme Delivery

The four respondent groups agreed weakly that TRAFFIC is effective in delivering its conservation programme (Graph 11, Annex 8).

The following factors were highlighted as supporting the achievement of the conservation programme:
- Consistent leadership; well-respected Executive Director who inspires strong loyalty from his staff.
- Strong mission.
- Global network; positive network spirit.
- Unrivalled niche.
- Products that are highly respected for their quality and analytical independence.
- Strong, loyal, dedicated staff, with diverse skills.
- TRAFFIC's objectivity.
- Strategic thinking.
- Proactiveness.
- Support from partners; strong supporters within WWF who endeavour to keep the funds flowing.
- Excellent understanding of and familiarity with the issues.

These factors were cited as hindering programme delivery:
- Funding: TRAFFIC's insecure funding base and donor-driven prioritisation.
- Very thin staffing; lack of capacity.
- Overly broad and overly ambitious programme.
- Inability to stay well focused; "mission creep"; failure to tighten focus in light of decreasing resources.
- Tendency among managers and staff to over-commit, and take on too much work.
- Chronically late reports.
- Lack of follow-up, in some cases, after delivery of a report.
- Weak monitoring and evaluation; poor project cycle management.
- Poor cost recovery.
- The policy umbrella of WWF; tensions and conflicting agendas with WWF.
- Funding constraints from TRAFFIC's being tied to WWF; changes in funding trends from WWF.
- Lack of a dedicated fundraiser.
- Lack of geographical presence in some key wildlife areas; staff in the "wrong" regions.
- Restricted ability to hire highly qualified staff because of insecure funding base.
- A diffuse, independent organisational structure that does not allow direct line control by TRAFFIC International of all elements of the programme.
- A dispersed Network lacking integrated human resource, financial and fundraising systems.
- Lack of clarity as to whether TRAFFIC is mission-driven, or is a service provider to CITES, WWF, and others.
- Polarised and polarising WWF-IUCN structure; ambivalence of the partners; restraint on being able to completely chart its own strategic direction (being driven by WWF and IUCN agendas).
- TRAFFIC's niche increasingly occupied by other NGOs and players.
- Failure to develop organisational links outside WWF and IUCN; lack of cooperation with on-the-ground, implementing NGOs and GOs to follow up on policy changes.
- Programme elements tied to personalities rather than ideas.
- Inconsistent training.
- Lack of expertise in operating on the "bigger agenda".
- External factors: the strength of poverty, ignorance, and corruption in many countries; agendas of anti-wildlife trade in the western world, and of anti-conservation in developing countries.

Again and again, respondents from all groups mentioned funding, an overly ambitious programme, and staff that are over-worked and spread too thin as the major factors hindering TRAFFIC's programme delivery.

Another recurrent theme concerned follow-up to the reports produced by TRAFFIC. This involves re-examining TRAFFIC's niche. TRAFFIC needs to decide whether it wants to stick to the niche of providing technical knowledge and working with other organisations for the solutions, or to what extent TRAFFIC wants to work on the solutions as well.

> *The vast majority see TRAFFIC as a respected and highly effective organisation.* (E)
>
> *Considering the resources available, they get an incredible amount of work done. I have unlimited admiration for the TRAFFIC staff and what they get done. TRAFFIC could make it easer on itself with better focus: do less and make sure you drive it through to the end.* (W)
>
> *TRAFFIC produces many documents but what happens to them??* (W)

Governance

TRAFFIC's governance frameworks – its guidelines, policies, monitoring procedures, etc. – are viewed as fairly effective (Graph 27, Annex 8). TRAFFIC seems to have a reasonable set of governance frameworks. In particular, the new Network Guidelines and Operational Guidelines are seen as very useful documents.

However, the limitation is effective enforcement of these frameworks, so that they are implemented similarly by all TRAFFIC offices. While the guidelines provide a strong basis for governance in the Network, the challenge is to make them work in the complicated set of operational circumstances that have been created by TRAFFIC's multitude of hosting arrangements.

> *There needs to be someone who identifies whether the governance frameworks are implemented in the same way. I'd pay a lot more attention if there were a note with the guidelines saying "If you violate any of these guidelines, your budget will be cut next year."* (T)

> Recommendation: Further attention is needed for a more standardised approach to hosting arrangements throughout the Network. It would help to have incentives for applying the Network and Operational Guidelines.

Governance is at the heart of TRAFFIC's ongoing dilemma. Some respondents stressed that TRAFFIC has somehow fallen between the two chairs of WWF and IUCN, and that neither organisation is looking after TRAFFIC properly. In addition, the two parent organisations – for whom TRAFFIC is the heart of their wildlife trade work – sometimes have different expectations, and this can be a burden on TRAFFIC. For example, regarding sustainable use of wildlife such as whales, elephants or sea turtles, it may be difficult to harmonise WWF's position with those of IUCN and TRAFFIC. For TRAFFIC, what is OK for one parent organisation is not necessarily OK for the other.

> *TRAFFIC needs to structure itself. It needs to get WWF to release the TRAFFIC offices. The MoUs give TRAFFIC International a way to interact with the TRAFFIC offices within the WWF structure. But the Executive Director does not have control. The recent TRAFFIC India event is a case in point. WWF needs to let go, and to help TRAFFIC restructure itself into a single organisation. The structural problem is huge. TRAFFIC has potential for much more growth if it can solve these structural issues.* (E)
>
> *The governance … partnership has been strained to the breaking point recently, although I believe we have resolved some issues.* (I)
>
> *TRAFFIC is in between WWF and IUCN, and no-one is looking after it. It is like a step-son that nobody really owns.* (W)

Even within the WWF Network, there are sometimes important policy differences regarding wildlife trade, for example between the field programmes in developing countries and certain powerful NOs. Several respondents also pointed out that there have been policy disagreements between the WWF Species Programme and WWF International, posing dilemmas for the communications staff. Thus, WWF's internal differences add to the difficulty that TRAFFIC has in attempting to harmonise its messages with those of its parent organisations.

The recent closure of TRAFFIC-India was highlighted by many respondents as a particularly egregious example of TRAFFIC's problematic governance and inappropriate control by WWF. This report will not dwell on this example, as it has already been discussed at length by the TRAFFIC Committee.

One solution for TRAFFIC would be to become independent, and to register the regional offices as part of the UK charity.

The TRAFFIC Committee

The TRAFFIC Committee has a central role in the oversight of TRAFFIC, and views were mixed on how adequately it does this (Graph 28, Annex 8).

In the past, the TRAFFIC Committee has seen itself primarily as a programme committee. However, over the last few years there has been greater attention to finances and other management issues (e.g., creation of a finance subcommittee within the TRAFFIC Committee and inclusion of WWF and IUCN Chief Financial Officers in the meetings). It was suggested that the Committee may also wish to create subcommittees for fundraising and for the programme.

There is wide agreement that the Committee needs to function more like a Board of Directors, and in particular to give greater emphasis to ensuring the financial viability of TRAFFIC.

Several respondents commented that there is not a great deal of transparency in the TRAFFIC committee, so it was difficult to comment on how well it fulfils its role.

Many respondents said that Committee members seem to have trouble separating their Committee roles from their own institutional roles. Some Committee members are seen to have a conflict of interest. Others are perceived as threatening donors, rather than as helpful advisors. As a result, many respondents strongly recommended that the composition of the Committee should be revisited, with substantially more members from outside WWF and IUCN.

> *The composition of the Board of Trustees limited to IUCN and WWF may somewhat constrain TRAFFIC's vision and independence.* (E)
>
> *The Committee is stalled. It is compromising the degree of freedom of the TRAFFIC Director, and there is interference in TRAFFIC's policy positions, and interference in its fundraising.* (I)
>
> *WWF has got to stop being so self-interested. It is like neo-colonialism. It's patronising. The Director needs much more freedom, and the Committee needs to interfere much less in management decisions.* (I)
>
> *We have really fundamental governance questions that we have not settled. The tension between IUCN and WWF inside the Committee does not make it a normal Board. We are not brave enough to look at the existing situation. We are not dealing with the fact that it is in crisis, and we are not making the difficult decisions.* (I)
>
> *Other NGOs involved with wildlife trade could be on the Committee, e.g., CI.* (W)
>
> *The Committee would benefit from having a chair who was not linked to WWF or IUCN, a neutral chair.* (W)
>
> *The committee would benefit from having a broader spectrum of members, and especially people who are committed to raising money for TRAFFIC, and developing programmatic connections for TRAFFIC.* (T)

A wider representation is expected to benefit transparency, to limit the problem of vested interests, and to provide stronger organisational leadership and better guidance to TRAFFIC. There was also strong support for the idea of an independent Chair who is not a representative of WWF or IUCN.

It was pointed out that the Committee has sometimes drifted into a wider management role, whereas this should not be its function. A clear separation between the Board function and the management function is critical for the effective operation of any organisation. Respondents emphasized that management should be left to the Executive Director of TRAFFIC.

> <u>Recommendations</u>: Changing its name from the TRAFFIC Committee to the TRAFFIC Board of Directors could help to emphasise a broader role, including ensuring the financial viability of TRAFFIC. Improvements could be made on having the right information available for the Committee in advance of its meetings, especially financial overviews. The role of the Committee should be more clearly defined, and management decisions should be delegated to the Executive Director. The composition of the Committee needs to be revisited, with objective criteria established for each seat, and members nominated to fulfil specific functions. More independent members, including an independent Chair, would likely be beneficial. The end result should be a Board that puts TRAFFIC's interests first, and members' own institutional interests second.

4.3. EFFICIENCY

Cost Effectiveness

TRAFFIC is generally seen as very good value for money. However, whether or not TRAFFIC achieves its objectives cost effectively depends on one's point of view. Unfortunately, the graph plotting the responses to the question "TRAFFIC achieves its objectives cost effectively" (Graph 29, Annex 8) is rather meaningless, because there were two very different ways of interpreting this question.

> *They do an amazing amount on little resourcing.* (I)
>
> *Much current effort is under-priced, and this constrains organisational development.* (T)

From the point of view of the donor, who gets a product for little cost, TRAFFIC is very cost-effective. On the other hand, from the point of view of TRAFFIC, if it takes on under-funded projects, the product is very expensive, as it has to be paid for from core funds and staff overtime in addition to the limited project funds. What is cost-effective for the donor is expensive for TRAFFIC.

TRAFFIC's organisational culture is such that the emphasis is on developing good quality, detail-rich products. This is often done irrespective of the available resources, by staff putting in significant amounts of time not paid for by the project. It may not be that staff have underestimated the time involved, but it often happens when limited project funds are available, but the work goes ahead anyway, as the conservation importance is compelling. While this is generally a positive thing for donors when they get a high quality product at a relatively modest cost, it is not sustainable for TRAFFIC in the longer term.

If TRAFFIC works on a shoestring budget, and does work at economical rates, its cost-effectiveness could be interpreted in a positive light, with very little wasted budget. On the other hand, TRAFFIC has sold itself short for so many years, that donors now expect TRAFFIC to do a top-class job for a very cheap price. Additionally TRAFFIC has only recently begun to implement an efficient cost recovery model.

One of the important factors in TRAFFIC's cost effectiveness are the benefits provided by TRAFFIC's various host organisations in terms of office space, overheads, fundraising assistance, human resources support, information technology support, and sometimes salaries.

For a very rough estimate of cost-effectiveness, the review compared the number of reported highlights of each programme in FY02 (Table 6 on page 24 above) to the funds available for the programme in that year. The result is quite striking, with reported productivity as a function of income in FY02 being 30 times greater for TRAFFIC-Oceania and TRAFFIC-East/Southern Africa at the top end of the productivity continuum, than for TRAFFIC-North America at the bottom end.

> Recommendation: TRAFFIC should consider instituting measures of cost-effectiveness of the various programmes in its monitoring and evaluation system.

Size and Coverage of the TRAFFIC Network

Views varied widely on the appropriateness of the size and location of the TRAFFIC Network (Graphs 16 and 17, Annex 8). Many see TRAFFIC as very thin on the ground, since many of the TRAFFIC "offices" are in fact single individuals or very small teams. Some pointed out that TRAFFIC's programme is very ambitious, and cannot realistically be delivered by the size of the Network as it currently stands. Equally as important as the number of offices, is the number of staff within each office.

It is recognised that several important trade regions remain outside the TRAFFIC Network: West and Central Africa, the Middle East, South Asia, and Central America, to name the most frequently cited. This lack of strategic coverage means that some key issues cannot be effectively addressed.

At the same time, several respondents mentioned that most of the TRAFFIC offices in Europe are not there for strategic regions. A number of national offices seem like more of a supply-driven system than a demand-driven one, with locations determined primarily by WWF hospitality and funding. The large number of offices in Europe, and the lack of coordination among them are seen by many as hindering TRAFFIC's synergy.

More use could be made of WWF hospitality, especially in Europe, in terms of better integrating TRAFFIC's and WWF's programmes, strategic planning, and fundraising.

A widely held view is that a reduction in the number of offices, and some centralisation of authority would increase efficiency.

> *In theory, 24 offices should be fine, but in reality there are too many small offices in the wrong place (EU; North America), while the geographical coverage in [other areas] is totally insufficient. Offices need to be larger, and more strategically placed.* (E)
>
> *TRAFFIC's network is probably too large to be financially and programmatically stable.* (I)
>
> *If TRAFFIC had been inside IUCN or WWF, a number of offices would have been closed by now.* (I)
>
> *Why is TRAFFIC as big as it is? Looking simply on performance, the* raison d'être *has yet to establish itself for TRAFFIC-South America. What is the role of the US office?* (I)
>
> *In [some] regions, such as Europe, there are too many TRAFFIC presences for the amount of wildlife trade. It would be far preferable if WWF could get its act together and look at the real priorities for TRAFFIC presences, and allocate resources accordingly.* (W)
>
> *I'd like to see a master plan: with the money we have, here's where we should be. Reduce the number of offices. Some of the money saved could be used to hire a programme coordinator and a finance director.* (W)

TRAFFIC needs to develop a mechanism for assessing its offices in terms of their viability, conservation priority, and their impact on TRAFFIC-International and the Regional Offices as the co-ordinating bodies.

Another suggestion that came up is that the location of TRAFFIC International in Cambridge is not very strategic, and that TRAFFIC would be far more effective located in the Geneva area, where it would be close to CITES, WWF, IUCN, WTO, and other major players. On the other hand, costs are likely to be higher in the Geneva area than in Cambridge.

An alternative model of decentralisation would be to look at how other organisations could play a role in TRAFFIC's work. Conservation International, for example, has decided on a growth model that involves growing through other organisations, rather than expanding itself, as CI grows financially.

> Recommendation: TRAFFIC should carry out a strategic assessment of its geographic presences, looking at all the offices afresh, and determining where it should stay, where it should leave, and where it might open new offices. Criteria, such as TRAFFIC's global targets, the location of trade patterns, or an office's engagement in the global programme, will be needed for this exercise. For each office, the strategic assessment should also recommend an appropriate staff complement. Where TRAFFIC decides to close an office, it could request the host organisation to redirect its funding to the relevant regional programme. If a WWF host claims that its funds are not transferable, then WWF International should strive to convince that NO of the conservation importance of a more strategic geographic presence for TRAFFIC. In addition, the various hosting relationships should be analyzed, to fully evaluate this issue.

5. OPERATIONAL FINDINGS AND RECOMMENDATIONS

Programme Planning

In examining the adequacy of TRAFFIC's programme to deliver TRAFFIC's Strategic Plan, one must begin with a look at the Strategic Plan itself. Both the vision and the mission capture the *raison d'être* for TRAFFIC and its programme, and the working values and approaches clearly describe how TRAFFIC goes about its work. However, TRAFFIC's conservation objectives and conservation methods are problematic in that they are far more ambitious than what TRAFFIC can realistically achieve (e.g., "To ensure that wildlife trade does not result in the endangerment of any wild animal and plant species" or "Ensuring that decision makers at all levels acquire and apply sound knowledge…", etc.). Apparently, during the planning process, these objectives were formulated as ultimate goals to which TRAFFIC would contribute, rather than as concrete objectives for TRAFFIC itself over the course of its ten year Strategic Plan. This, however, is not made explicit, and there is confusion both within TRAFFIC and with external audiences as to the responsibility of TRAFFIC in achieving these objectives.

> Recommendation: TRAFFIC's strategic plan should make it clear that the conservation objectives and conservation methods as presently formulated are ultimate goals to which TRAFFIC aims to make a significant contribution along with partners and many other organisations. TRAFFIC could then consider formulating – and publicising – specific overall objectives for its own work that can be achieved in the ten-year time horizon, in addition to the specific outputs for TRAFFIC that have already been defined.

There was weak agreement (Graph 12, Annex 8) that TRAFFIC's programme planning processes are effective, with WWF more critical of this than were the other respondent groups.

Planning is challenging in a decentralised network such as TRAFFIC, where the regional, and even national, programmes are more or less autonomous. TRAFFIC invested a great deal in planning the current programme, and the result was a big step forward from the previous programme in terms of

focus. Nevertheless, this exercise was seen by some as a "retro-fit" to accommodate TRAFFIC's ongoing work at the time, and individuals' personal interests.

The process was lengthy and achieved good buy-in, but it could have been better in limiting and focusing the programme, while keeping some flexibility to address new issues. The Network meetings, attended by about half of TRAFFIC's global staff, are seen as a critical exercise for enhancing the cohesiveness of the Network, but in the end, hard decisions were difficult to make, as many individuals strongly defended their regions and their topics of interest. Often processes were driven more by personalities than by ideas and objective discussion.

> *I hope that we will get less ambitious in the next planning cycle.* (T)
>
> *The 20 global targets were an attempt to take an unaligned programme and portray it as an aligned programme. The next step would be to make it a truly aligned programme, with some sort of enforcement mechanism. TRAFFIC International needs a mandate to do this.* (T, regional programme)

Some respondents felt that the planning process, while time-consuming, did not lead to a common purpose among offices, nor to truly integrated and strategic work plans involving two or more TRAFFIC offices. Some perceive the TRAFFIC Network as nothing more than a collection of largely independent work programmes. Thus, more problematic than planning was the process of developing joint programmes and donor proposals among TRAFFIC offices.

Furthermore, the planning process did not prevent TRAFFIC from overstretching itself by taking on too many contracts to fund its operations. In some cases, individual work programmes are over-subscribed, with staff committing to work many person-months over what actually feasible as a full-time employee. Thus, one question that TRAFFIC could examine is whether it achieved the right balance between ambition and ability to deliver.

> Recommendation: In order to maximise the benefits of the Network while also addressing the true dynamics of wildlife trade, it would be good to strengthen the collaboration among national and regional programmes in programme planning and development, with more emphasis on projects and programmes at the regional, and especially the multi-regional level. The next iteration of the programme planning process should consolidate the multi-regional focus on a smaller number of issues. It would be useful for TRAFFIC to carry out a review of past multi-regional projects with a view to better understanding what the pitfalls may have been and how to plan multi-regional projects more effectively.

Monitoring and Evaluation

In attempting to assess TRAFFIC's progress in relation to each of the organisation's programme targets and programme outputs, the first difficulty encountered was that the articulation of many of the outputs could have been sharper. Often the time-line was not specified, thus making progress difficult to measure.

In addition, many of the global targets and outputs are formulated to address more than one level of the planning hierarchy, e.g. "Do Y by doing X" or "Do Y in order to get Z". For example, "Enforcement action by governments in 17 states to halt illegal trade in Asian big cat products is empowered and motivated through trade trend analyses, the provision of intelligence, awareness-raising materials for enforcement authorities and enforcement assistance." It is not clear if the output here is enforcement action empowered in 17 states, or if the outputs are the trend analyses, the intelligence, the brochures, etc. Thus it is not obvious where the focus really is in many of the targets and outputs, and so it is difficult to know how to assess progress.

After the global targets and outputs were agreed, an effort was made in 2001 to develop measurable, feasible, accurate, sensitive and timely indicators. Initial sets of indicators for the various targets were developed (TRAFFIC International 2001c). However, they do not seem to have been further developed, nor were they used subsequently in the reports or the reporting matrices to measure progress. Lack of a real monitoring process based on indicators made it difficult for this review to assess progress towards the achievement of programme targets and outputs, except as a general overview.

TRAFFIC needs to be able to demonstrate more effectively how it is making a difference, and a more serious investment in M&E will be necessary in order to achieve this.

On the positive side, TRAFFIC progress reports clearly distinguish between impact at the target level and performance at the output level. TRAFFIC carried out a self-assessment exercise in May 2003, looking a progress in relation to each of the organisation's programme targets and programme outputs, and noting what follow-up was needed for each.

> Recommendation: TRAFFIC should continue building upon the indicators that were defined in 2001, and use the results as a basis for measuring progress towards the achievements of its targets and outputs in monitoring matrices and progress reports. Particular attention should be paid to ensuring that the programme has indicators for both impact, including conservation outcomes, and performance, together with means of verification, at the target level. Then, to the extent possible, the baseline status of each indicator should be given for the start of the programme period from which change can be measured, e.g.:

Target	Indicator	Means of Verification	Baseline in 06/04	Status in 06/05

M&E was also addressed in the questionnaire (Graph 13, Annex 8). Respondents were divided about the effectiveness of TRAFFIC's monitoring and evaluation processes, noting that TRAFFIC had put more effort into programming than into M&E. TRAFFIC staff and other respondents have indicated that monitoring and evaluation remains a major weakness in much of TRAFFIC's work. For example, TRAFFIC has been preparing analyses and recommendations for CITES for many years, yet staff say that TRAFFIC still has no idea which activities and products are most influential in CITES decision making.

Likewise, when a report is published, TRAFFIC should know if it was sent to the right audiences, and what effect it had on those audiences. To what extent were the recommendations followed up? How did the timing of the publication influence its impact? What was done to communicate the findings of the report to a wider audience? What were the factors contributing to the effectiveness of the report (or the lack thereof)? What could TRAFFIC have done better?

One of the great values of M&E is that it provides the basis for a system of adaptive management, whereby feedback supplies information allowing corrective action in mid-stream. According to some respondents, M&E, if it occurs at all, is often left to the end of the project cycle, when it is too late to rectify mistakes, and when funds for follow-up are no longer available.

Many respondents stressed the need for methodologies to measure the conservation impact of TRAFFIC's work. This is an issue with which all conservation organisations are struggling. Respondents said, however, that the difficulty of the task should not be an excuse for not trying.

> Recommendations: TRAFFIC could improve feedback, and ultimately delivery, by carrying out participatory reviews of each programme involving stakeholders, and by engaging external specialists to review reports. TRAFFIC should consider putting in place an incentive system

(e.g., budget increases) for those programmes that monitor and demonstrate their effectiveness in terms of both delivery of outputs and conservation impact. Every project undertaken by TRAFFIC should have an adequate budget line and work plan for monitoring and evaluation. Even very small projects would benefit from staff members systematically taking stock at the end (e.g., "What went well? What would we do differently next time?"), and documenting and sharing these lessons. TRAFFIC desperately needs to capture and document its impacts in order to enhance communications – and ultimately fundraising. This should be given high priority during the next programme cycle.

With reference to Table 6 above, the desk study of TRAFFIC's progress reports demonstrated that the various TRAFFIC offices define, identify and report their major accomplishments very differently.

> Recommendation: TRAFFIC could improve on how it reports on its work. In particular, it would be helpful to ensure: 1) that mechanisms are in place in each programme to monitor the influence and impact of TRAFFIC's outputs, and 2) that the various programmes report in a more consistent manner on their successes and failures.

Communications

Communications should be one of the main delivery mechanisms for TRAFFIC's programme. However, this is an area that is conspicuously absent from TRAFFIC's programme strategy, and that is in need of development. TRAFFIC's limited investment in communications is undoubtedly linked to its difficulties in fundraising.

Unlike for WWF, whose main target audience is the general public, the main audience for TRAFFIC's work programmes and reports are the decision makers and the academic, professional and enforcement sectors. Respondents have pointed out that while TRAFFIC's reports are often outstanding, they are not always communicated effectively with governments and decision makers.

The fact that TRAFFIC works closely with governments may somewhat limit its communications activities. Strategically, it has to be careful not to offend its government partners.

Much more could be done to reach out to the general public. TRAFFIC could be more savvy in producing two- to eight-page brochures to accompany each report, which would be user-friendly for decision makers, for the press, and for the general public. The substance of TRAFFIC's work often has superb communications potential, but sometimes that potential is not realised. TRAFFIC is seen by some as weak in delivering impressive messages.

> *We are always delivering CITES products at the CITES conference, which is not strategic since delegates have already made their decisions. We need to have a much longer run-in, and to guide the decision making before delegates leave for the CoP. We need to be much more strategic in having pre-conference meetings with governments in the run-up to CITES, and getting our recommendations formulated earlier, so we can feed these to governments. We have report after report, or brochure after brochure, at the CoP that just don't get read.* (T)

> *We are flooded with so much information by the NGO community that we develop immunity. There must be a better appreciation and understanding of the problems of the third world when information is presented – people will ignore it if it seems peripheral to their interests. It must be put in the context of developing countries.* (E)

> *Every single report should have a clear dissemination and communications strategy, and there could be a role of WWF and IUCN in this.* (W)

This is an area where closer collaboration with WWF could be very effective.

At the same time, TRAFFIC needs to balance the benefits of amplification of its messages by WWF with the costs of this in terms of lost profile. In addition, since TRAFFIC's credibility is based on its reputation as a provider of objective and impartial information, it must be sure a message is correct before putting it out. Because TRAFFIC delivers research based on science and hard facts, a sensational approach to communications is the last thing that is needed.

One factor hindering effective communications is that TRAFFIC does not effectively implement a publications strategy. TRAFFIC does have a communications calendar which tracks the publication date and communications plan for all outputs that are to be communicated to external audiences. The challenge remains the timely delivery of TRAFFIC reports – which determines the reliability of the communications calendar. This is an area with great potential for TRAFFIC to improve its effectiveness, but it would require that the organisation become rigorous about meeting deadlines for reports and publications.

TRAFFIC has access to WWF's powerful and sophisticated communications machine, but has not always used that to best advantage, although WWF and TRAFFIC have developed a joint protocol on how to deal with the media. WWF feels that if they knew in advance when TRAFFIC reports were coming out, they could greatly help improve the impact of those reports by linking them with WWF's campaigning and lobbying and communications work. WWF has also said that – if the governance issues with TRAFFIC are clarified – WWF would be happy to share its considerable communications resources with TRAFFIC. It should be noted that sometimes considerable time and effort are needed to formulate messages that are mutually satisfactory for both TRAFFIC and WWF, and that at times, compromises have to be made. The challenge continues to be how to enhance joint communications, without compromising TRAFFIC's message, and ensuring equal branding and profiling for the two organisations.

> Recommendation: Invest in communications as a key programme delivery mechanism. Emphasise short, glossier documents that are user-friendly for decision makers, the press, and the general public. Develop and implement a Network-wide publications strategy, and deliver reports by the agreed dates. Where appropriate, make better use of WWF's communications capacity to improve the impact of TRAFFIC's reports. Ensure that every project budget involving the production of a report has a budget line for follow-up, including dissemination, communications activities to promote the recommendations, and monitoring the use and impact of the report. As a general rule, ensure that a communications element is included in all studies and projects.

In addition, the timing of the release of reports for CITES CoPs has been cited as an issue. Unfortunately there are very short turnaround times in preparing for the CoPs, but there still may be room for improvement, even in this constraining situation.

On the other hand, TRAFFIC's success rate of 90% in terms of CITES Parties agreeing with TRAFFIC's proposals and recommendations does point to effective communications.

> Recommendation: To further enhance the impact of TRAFFIC's CITES-related reports:
> a. Tell governments as soon as possible, even informally by email, as soon as the conclusions and recommendations of a report are formulated.
> b. Get the reports into the hands of the decision makers before their country's positions are decided.
> c. Produce materials that are more succinct. Two pages is often as much as the average decision maker will read. A glossier format helps as well.
> d. Work on fewer CITES issues, invest less time in them, but get the results out before the national decision making takes place.

TRAFFIC Web Site

TRAFFIC's main communications tool is its website: www.traffic.org. Web statistics were not included in the review documentation. However, TRAFFIC's website (last update October 1, 2003) was examined qualitatively. TRAFFIC is in the process of re-designing its website, and the new version should be online by the end of March, 2004.

In the present site, the opening page has interesting, recent and newsworthy articles, giving a good impression upon arrival. A wealth of reports and information is available on the site, but many reports are not so recent. The table in Annex 11 summarises the many reports available, together with the date of the most recent report in each series. Of the various webpages presenting TRAFFIC reports only eight had a least one report from 2003, and for another six, the most recent report was from 2002. For 19 others, the latest report was two to six years old.

Most surprising was the "News" page from the top menu, where the most recent article dates from December 2001. On the other hand, "What's New" contains many fast-loading and recent press releases, and also has a "News Archives" section giving press releases back to 1996.

For two priority species groups (musk deer and threatened orchids), there were no webpages in the Threatened Species section.

In some cases, (e.g., elephants), providing access to the most recent reports is a question of providing links to those reports on a different page of the site.

According to the review respondents, there is a strong interest in adding new sections to TRAFFIC's web site to provide up-to-date, definitive summaries of trade statistics for TRAFFIC's priority species, as well as (to the extent possible) data on the conservation impact of the various measures to control trade that have been adopted.

The "Make a Donation Now" link on the home page is functional and user-friendly (though the exchange rates are out of date). However, there is no other page on the site from which one can easily make a donation to TRAFFIC. The "How You Can Help" page functions well from the website's home page, but once the user is inside the site, clicking on the "How You Can Help" button at the top leads to a different and much less functional page. Here, the "Buy Wisely" page contains many dead-end links and a confusing order for listing countries in its advice for tourists. Worse, if the user wants to make a donation under "Support Us" in this "How You Can Help" section, s/he reaches a dead-end when clicking on "TRAFFIC International" for more information. The website should have an easy, functional donation button on the menu at the top of each page in the site.

Finally, the site could be made more user-friendly and coherent by harmonising the left-hand menu on the home page with the top menu on all the inside pages.

> Recommendations:
> a. Combine the "News" and "What's New" pages.
> b. Ensure that reports are cross-referenced in the various sections of the site.
> c. Remove the "Shark Fisheries and Trade" section from the "Publications" page, as the "Sharks" page in the Priority Species section is much more complete.
> d. Improve the functionality of the "Buy Wisely" page.
> e. Add an easy, functional donation button on the menu at the top of each page in the site.
> f. Consider harmonising the left-hand menu on the home page with the top menu on all the inside pages.
> g. Look into the feasibility of creating and maintaining new sections providing summaries of trade statistics for TRAFFIC's priority species, as well as (to the extent possible) data on the conservation impact of the various measures to control trade that have been adopted.

h. Work together with the WWF and IUCN online teams to create more effective and user-friendly links on all the relevant pages of the three organisations.

Synergies with IUCN and WWF

Respondents were neutral about the effectiveness of TRAFFIC in maximising synergies with IUCN, and somewhat more positive about synergies with WWF (Graphs 14 and 15, Annex 8).

Though some would argue that IUCN should merge its wildlife trade programme into TRAFFIC, most respondents felt that the synergies between the two programmes were effective, and an asset to both organisations. On the other hand, synergies with IUCN could be improved in virtually all the regional programmes, and much could be done to develop work with IUCN's marine and forest programmes, policy unit, and environmental law programme.

Many TRAFFIC offices are hosted by WWF, which tends to promote collaboration locally. However, the fact that different parts of WWF may have different views on trade issues makes synergies with WWF fundamentally problematic. Also, while WWF's ability to magnify TRAFFIC's messages in the media is unparalleled, this can also create problems when TRAFFIC is overshadowed by WWF. Some efforts to maximise synergies with WWF through ecoregion planning processes have led to unfulfilled expectations and lost time. Maximising synergies with the WWF Species Programme has been challenging in that it has meant trying to avoid duplication and competition for resources. Most respondents report that collaboration with the Species Programme is quite effective now. Nevertheless, synergies with WWF can be dangerous from TRAFFIC's point of view, especially in communications (too simple a message) and programme (too much emphasis on WWF's priorities, and not enough on TRAFFIC's).

> *The institutional conflicts within WWF, and between WWF and TRAFFIC, are too great to allow for common purpose, which is necessary to search for synergies.* (T)
>
> *In many instances, the impression given is that WWF sees TRAFFIC as a competitive entity, not one of potential synergy and co-operation. TRAFFIC expends a lot of unnecessary energy in trying to 'pander to the Panda' for often little return.* (T)
>
> *The elephant issue has been the one problematic element, with the division on policy really being an axis dividing field-based staff in Africa from European/North American WWF-NOs playing to more protectionist constituencies. In sum, however, elephants are the exception, and TRAFFIC and WWF synergise well together.* (T)

In the context of these constraints, TRAFFIC seems to have made a real effort to nurture its partnership with WWF, and is immensely grateful to WWF for the funding it provides.

Leadership

Respondents generally agreed that TRAFFIC's leadership is effective in achieving its goals and mission (Graph 21, Annex 8). However, this graph is not very helpful because leadership is very dependent on the individual, and some respondents scored it with reference to the Executive Director, and others with reference to the Regional Directors as well.

> *The best leadership in Cambridge does not solve leadership problems in the offices.* (E)
>
> *The strategic planning and the effort that goes into trying to orchestrate this orchestra – which is made up of classical, jazz and pop sections – is superb. I have gained hugely myself by watching what Steve Broad has done.* (E)

The Executive Director and perhaps no more than ten core staff carry much of the total experience and knowledge of the TRAFFIC network. The loss of several senior staff since 2000 is reported to have impacted the quality of TRAFFIC's outputs, and has placed additional pressure on the "10+1" to ensure the Network's reputation.

Leadership is seen as excellent in some – but not all – key positions. At the regional level, leadership needs more rigorous monitoring. Many respondents said that not all regional offices seem to be adequately led, and some hard decisions may need to be taken to ensure the right people are in the right positions.

Management

TRAFFIC has grown from a small to a medium size network in a sometimes ad hoc and opportunistic manner. As a consequence, it now faces a choice between continuing to nurture a collegiate, and to some extent personalised network, or to grow into a more structured and organised network. The challenge for TRAFFIC is how to grow into a more mature organisation, while retaining its enthusiasm, dedication and capacity for innovation, and at the same time reducing inefficiencies and improving performance.

As TRAFFIC moves from being a small, personalised network to a mid-size network, it is finding that it needs more structure in terms of financial and administration systems. Putting those systems in place in a time of contracting finances is very difficult. At this point, TRAFFIC's efficiency is marred by having a patchwork of systems that do not match the size of the network. There is no common financial reporting system, nor a common human resources system – largely because of the multiple hosting arrangements of TRAFFIC offices.

> *Good and efficient management should be one of the responsibilities of regional directors and they should be held accountable for their management. Also the responsibility that each individual has to live up to the global programme and targets is underestimated and not sufficiently stressed, therewith adding to the lack of focus in the programme.* (W)
>
> *If TRAFFIC is to survive, it will have to get more professional, especially in institutional linkages and staffing.* (I)
>
> *The system is highly inefficient with the multiple hosting arrangements. The Executive Director and his team are highly efficient, but they are trying to hold the ship together without the tools to repair it.* (I)
>
> *We have to get away from the idea that professional business systems are a nicety or a luxury. If you are going to deliver conservation results on a global scale, there are business costs that have to be met.* (W)

In view of these challenges, the leadership that TRAFFIC International has taken by creating the post of Director of Operations, and emphasising the importance of robust financial systems is noteworthy. Much effort has been put into improving TRAFFIC's financial systems over the last year, highlighting TRAFFIC's development as a maturing organisation. TRAFFIC typically places more emphasis on the programme than on management. However, there is increasing recognition of the importance of human resources, finance and administration. TRAFFIC management systems are actively being developed, and managers have been asked to engage on these issues, but the level of engagement remains lower than for programmatic issues.

A fundamental problem is that TRAFFIC's management systems are under-resourced. The financial system is stretched, and there is almost no capacity to carry out reasonable human resources management. It was suggested that to improve its management infrastructure, TRAFFIC may need to either bring in more money and employ professionals to do the necessary jobs, or reduce the size of the programme, and redirect some of that money to management infrastructure.

Another fundamental problem is the ambiguous and unresolved role of TRAFFIC International: does it lead the Network, or simply support it?

Since regional and national TRAFFIC offices are legally hosted by different organisations, they are independent and can essentially do what they want. Without a common budget from which the entire Network is dipping, it is challenging to have a common purpose. To make matters worse, lines of authority are hazy. In theory the Directors report to the Executive Director, but in offices supported by WWF, IUCN and others, this link can be less than essential. For TRAFFIC to realise its potential, clearer structural leadership will be needed, and the logical place for this would be TRAFFIC International.

> *The multiple hosting arrangements make it difficult. Is the Executive Director the boss? the facilitator? the coordinator? What is his relationship with the other TRAFFIC offices which are really WWF offices? He has to operate in multiple modes.* (I)
>
> *A lot of offices lack direction. There should be more evaluation from TRAFFIC International on that.* (T)

Also, the focal point system for joint planning and joint fundraising on TRAFFIC's Global Targets works better in some cases than others, and has drawn mixed reviews. Some see the focal point system as ineffective, others see it as a good model, but only if there are sufficient resources to make it work, and sufficient independence of the focal points.

A third fundamental problem is TRAFFIC's lack of financial reserves, coupled with insecure funding from donors, especially WWF. Without reserves, the fact that TRAFFIC often gets money late in the financial year from WWF makes effective management more than challenging. A TRAFFIC office may learn in mid-June that its funding from a WWF NO will be cut in half for the financial year that begins on July 1. The lack of multi-year financial commitments from most WWF NOs is a serious hindrance to good management, and sends TRAFFIC managers scrambling at the last minute to find projects in order to fill the funding gaps. One Regional Director acknowledged that his staff has agreed that they don't need to be paid every month if the funds have not yet come in! The failure of some WWF NOs over the last few years to maintain predictable funding levels has crippled not only TRAFFIC's programme, but also its management.

> Recommendation: In view of TRAFFIC's effectiveness and the universal recognition of the importance of its work, WWF and IUCN, as TRAFFIC's parent organisations, should make every effort to maintain – or if it has decreased, to restore – their funding commitment to TRAFFIC. In particular, WWF NOs should carefully analyse, and put a pricetag on, TRAFFIC's worth to their conservation programmes, and then make a commitment to maintain their annual funding at this level, as long as TRAFFIC continues to perform as expected.

A few respondents complained about a lack of strategic thinking and of hard-nosed professionalism in the overall management of the organisation.

> *Someone has to make some hard decisions.* (W)

Many respondents said that TRAFFIC needs to instil a culture of personal accountability in terms of output, whereby if one takes on a project, it has to get done, and on time, or that person does not keep his/her job. In addition, TRAFFIC has suffered from lack of competitiveness in attracting the best staff in some regional programmes (as compared to larger NGOs and government posts). This has been not only a matter of money – but also due to the complications of TRAFFIC's hosting arrangements.

Responses to the question on managerial skills are summarised in Graph 22a (Annex 8). Some of the regional directors are seen as experts rather than managers, and lacking the skills to make strategic as opposed to opportunistic decisions. TRAFFIC could benefit from an induction process to provide the skills required to make managers fluent in all aspects of programme management.

> *Many strong and expert technical people. TRAFFIC needs to recognise that management skills are needed in career development.* (W)
>
> *Adaptive management skills seem to be more prevalent on the conservation front than on the financial/administrative front.* (T)

> Recommendation: More opportunity for targeted training would help TRAFFIC's managers to increase their management skills and their ability to adjust the workload so that it is realistic and focuses on programmatic priorities.

Many respondents pointed out that some contracts are not being managed adequately, citing problems in timely delivery of projects and in some cases in the quality of the products produced. This is generally attributed to programmes taking on more than they can deliver. Over-commitment is fundamentally a management problem. Figure 6 below plots the responses to the question on TRAFFIC's management of donor contracts.

32. The operational management of donor contracts is efficient.

	Mean	SD	n
External	2.6	1.4	8
IUCN	3.0	1.0	3
WWF	3.1	0.8	14
TRAFFIC	3.7	0.6	36
Overall	**3.4**	0.9	61
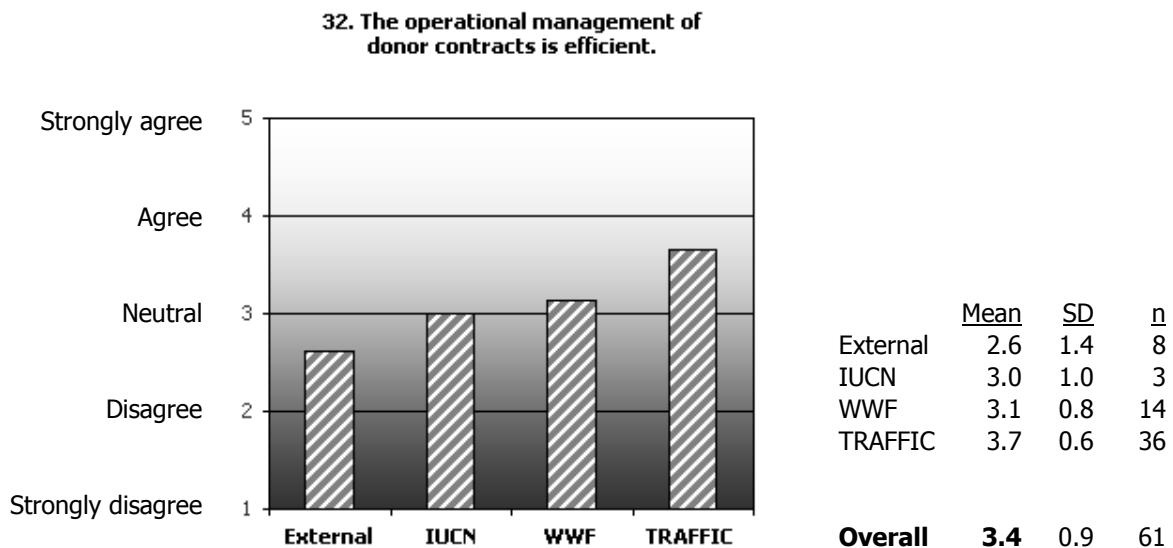
Figure 6. Views on TRAFFIC's management of donor contracts.

Of all the questions in the questionnaire, this was the only one where there was a disconnect between TRAFFIC's view of itself, and how others view the organisation. In all cases except this one, TRAFFIC's view of itself was in line with the perceptions of the three outside groups. What is striking here is the relative dissatisfaction of the external respondents.

A truly astonishing number of respondents raised the issue of timeliness of reports, with late delivery having become such a problem that it is viewed as chronic. This is a serious issue that needs urgent and disciplined attention, because TRAFFIC – more than it is aware – is losing credibility as a result of chronically late delivery. This is all the more important since, in the absence of financial reserves,

TRAFFIC's essential capital is its credibility. TRAFFIC reports have been late, not only by a week or so, but often by years!

Reasons cited for TRAFFIC's chronic lateness are that:
- TRAFFIC undersells itself when putting together a project budget.
- Consultants are late.
- Staff have few incentives or disincentives for timely delivery. Annual staff performance appraisals do not stress timeliness.
- Regional Directors lack management authority over staff in national offices.
- The approval process at TRAFFIC International is lengthy, and suffers from bottlenecks, largely due to understaffing.
- Time management is poor, with staff getting caught up in the more urgent work, to the neglect of important, but less urgent tasks.
- TRAFFIC lacks a rigorous M&E process.
- TRAFFIC's culture does not emphasise discipline and deadlines.

In addition to all these points, the overwhelming reason for late delivery is over-commitment as a result of the need to plug funding gaps. This is an organisational dilemma. Many respondents said that TRAFFIC is not strategic in its work planning, and that it must be more disciplined, and do less.

> *They are shooting themselves in the foot. There isn't an underlying quality problem, but they are over-stretching themselves, so the quality from contract to contract is variable. This is probably because they are taking on too much work, and taking it on too cheaply.* (E)
>
> *Delivery is a major issue with TRAFFIC. They underestimate the timing required to produce results. They expect staff to work 24 hours a day. They work far too hard, and the quality declines.* (E)
>
> *My greatest concern is the consistent delay in the delivery of all TRAFFIC reports in the last three years. This not only undermines confidence from a donor perspective, but also fails to meet important opportunities (e.g., CoPs). Delayed delivery of reports raises questions about TRAFFIC's lack of focus.* (W)
>
> *TRAFFIC is losing credibility because of the late reports. I have been a protector of TRAFFIC's values, but now I have joined the club of the detractors.* (W)
>
> *They need to meet deadlines. Their funding will improve if they report on time.* (W)

Another aspect is the research culture within TRAFFIC, where everyone just wants one more bit of information, so that the product will be that much better. What is missing in TRAFFIC's culture is the understanding that a less than ideal product delivered on time can be far more effective than a superb quality document delivered late.

Sometimes TRAFFIC gets unrealistic requests from the CITES Secretariat, WWF, and other donors. TRAFFIC then often tries to produce according to this unrealistic plan. An alternative would be to say that the work expected is not feasible within the budget available, and to either cut down on the expectations, or request the donor to raise the additional funds necessary to do the work. Good budgeting, with a keen eye to covering management costs, together with good cost recovery, will be one of the keys to improving TRAFFIC's management and its viability.

Human Resources

Respondents generally disagreed or were neutral about the effectiveness of TRAFFIC's human resource systems (Graph 24, Annex 8). A major challenge for TRAFFIC is the crazy quilt of human resources systems, due to the multitude of hosting arrangements of the various TRAFFIC offices. TRAFFIC's 81 current staff are employed by approximately 25 different legal employers. Fundamentally TRAFFIC's human resources system is confounded by the organisation's governance and its multiple hosting arrangements. Definite improvements have been made, however, since the appointment of the Director of Operations position at TRAFFIC International.

However, there still is a lack of clarity in some instances as to whether staff are TRAFFIC staff or employees of the host organisation. The Guidelines for the Operation of the TRAFFIC Network (updated in May 2003) help with this, but TRAFFIC is aware that a more explicit policy manual needs to be developed.

Sometimes reliance on WWF or IUCN conditions does not allow for the distinctiveness of TRAFFIC's work to be supported by the best human resources policy, especially in terms of salary equity. Likewise, funding constraints have meant that relatively junior staff have been hired in, or promoted to senior positions where they are perceived as not having enough weight. Many respondents said that TRAFFIC needs more senior staff, in both programme and management positions.

Both TRAFFIC and outside respondents mentioned that TRAFFIC does not have a sufficiently performance-based approach, and that some staff who are clearly not performing adequately remain ensconced in their positions. Annual performance appraisals are often not as annual as they should be. Especially in a context of tight budgets, decisions about staff who are not performing up to standard need to be taken earlier. TRAFFIC is seen as needing to be more run more like a business.

An additional area which remains problematic is the tendency for many staff to compensate for a lack of resources by putting in significant amounts of overtime. This is not sustainable in the long term. Many TRAFFIC staff are workaholics, and there has been burn-out in some cases.

TRAFFIC senior staff often tend to be male, white, and anglophone. TRAFFIC could do more to plan for developing a more multi-cultural leadership, including training, and especially mentoring national staff. Care needs to be taken not to throw people in off the deep end, and to take the time it takes to cultivate leadership.

> Recommendation: TRAFFIC should instil a more performance-based culture, and ensure that annual performance appraisals are carried out adequately, and followed up. TRAFFIC needs to be careful to adjust the amount of work to the human resources available, and should develop a policy on overtime. It would be good for TRAFFIC to think more about succession planning, and to develop and implement a plan for promoting national leadership.

The review also looked at the clarity of roles and responsibilities (Graph 23, Annex 8), and responses were mixed on this.

On the structural level, there seems to be a lack of clarity on whether TRAFFIC International leads the Network, or is "first among equals". A similar situation exists with the focal points and the "gatekeepers" for funding, where it is not clear if they have actual control and authority, or if their role is merely advisory.

> *There is a considerable degree of confusion about who reports to whom, and whether parts of the network are TRAFFIC or a subset of WWF. The multiple hosting arrangements and the different financial and management arrangements for the various nodes in the Network do not appear to foster clear organisational roles and responsibilities.* (I)

Many respondents commented on uncertainties about a number of roles of staff at TRAFFIC International. The roles of some staff at TRAFFIC International were said to change frequently, resulting in "catch-all" posts, and a blurring of responsibilities. The division between advocacy and communications is an example of where the borders could be clearer.

Staff in one regional office complained that there are no criteria or process to define Terms of Reference, staff profiles, and levels of responsibility.

> Recommendation: To clarify roles and responsibilities, TRAFFIC may wish to consider putting together a "Who's Who" portfolio for all staff in the Network, with a photo, a short biography, job title, and a description of the person's major responsibilities, to be posted on the Infonet.

Information Systems

Opinions on the effectiveness of TRAFFIC's information systems (Graph 25, Annex 8) were more favourable than the views on human resources systems. External respondents expressed a strong desire to be able to access comprehensive statistics on the status and trends of wildlife in trade, and products from endangered species.

Although TRAFFIC has explicit minimum standards for hardware and basic software, it does not have standards for many information technology (IT) related activities such as the development of databases or the cataloguing of photographic images. Nor are there clear focal points for staff members to contact on IT issues. Day-to-day technical problems can usually be sorted out by host organisations or IT support companies, but more needs to be done to ensure compatibility between different offices in the network.

TRAFFIC has an internal listserv, TRAFFIC-L, which is generally seen as well managed and effective, though a few respondents complained of non-essential messages and "info-smog". As in many other organisations, TRAFFIC staff are suffering from email overload. Unlike TRAFFIC-L, TRAFFIC's intranet (TRAFFIC Infonet) is not well used, and does not seem to lend itself to effective coordination.

In many ways, the effectiveness of TRAFFIC's information systems is in the eye of the beholder. Staff who actively engage in using the systems and sharing information tend to find the systems effective, and a great asset for the Network.

> Recommendation: To harmonise TRAFFIC's information systems, it would be good to have guidelines for formatting and storing images, and for creating databases. The approach of TRAFFIC Infonet seems to need rethinking. TRAFFIC may wish to look at how Conservation International has set up its intranet to provide electronic access to resources, databases, policies and entire knowledge systems.

Administration

Responses were mixed regarding the effectiveness of TRAFFIC's administration systems (Graph 26, Annex 8). Essentially, the Network configuration and multiple hosting arrangements do not lend themselves to effective administration, which creates a need for streamlining and standardising. Although, traditionally, TRAFFIC underinvested in this area, relying on host organisations, there have been a number of important administrative steps taken during the current programme cycle, including the creation of several positions at TRAFFIC International (Programme Administration and Evaluation Officer, Director of Operations, Accounts Officer), as well as administrative tools (Financial Policies and Procedures Manual, new reporting formats).

Most respondents felt there has been a steady improvement in the sophistication of administration systems, especially relating to financial management. The recently adopted ACCPAC accounting system has drawn mixed reviews. Some see it as an excellent step forward, while others find it much too cumbersome, and not suited to such small offices.

Organisational Culture

TRAFFIC's organisational culture and its personnel are perceived as:
- dynamic, hard-working (and over-worked), energetic, ambitious (and overly ambitious)
- passionate, self-motivated
- friendly, collaborative, participatory

- dedicated, committed, devoted to their organisation and to their leader
- fun, positive
- analytical
- innovative
- field-based, decentralised
- well organised
- cohesive, collegiate, good at team work, having a strong sense of camaraderie and unity of purpose, and
- proud,

but also:

- clubby, clique-y, incestuous, hard to interact with, having an "us against the world" attitude
- entrenched, closed, and
- unresponsive to others.

Clearly, the organisational culture that TRAFFIC has succeeded in cultivating over the years is one of the organisation's greatest assets.

> Recommendation: As TRAFFIC matures as an organisation, changes in management style are inevitable if TRAFFIC is to improve its effectiveness. As this develops, every effort should be made to preserve the many positive aspects of TRAFFIC's organisational culture. At the same time, efforts can be supported by TRAFFIC managers to encourage staff to open up, to transform the "us-them" attitude into more positive external collaborations, and to be more responsive to stakeholders.

The review also looked at the extent to which TRAFFIC managers have the opportunity to provide input on major decisions affecting the management of the TRAFFIC Network (Graph 22b , Annex 8).

There was general agreement that this is the case, as the organisational systems and frequent dialogue within the Network enhance input into decision making.

> *TRAFFIC is one of the most participatory organisations I know.* (I)

Innovation

With the exception of WWF, there generally was agreement among the respondent groups that TRAFFIC's organisational culture effectively supports innovation (Graph 19, Annex 8).

The CITES score cards are seen as a brilliant innovation – a huge step forward, because they are timely and allow for quick tracking.

The Elephant Trade Information System (ETIS) is another example of TRAFFIC's success based on innovation. ETIS is the first systematic attempt to use law enforcement data as an indicator of trends in levels of trade in elephant products. This system permits sophisticated analyses that allow TRAFFIC to show trends, and why these trends are changing. It gives TRAFFIC perhaps the most powerful tool it has ever had by providing proxy measures for law enforcement in every country.

> *Yes, TRAFFIC is innovative, and is reliant on such innovation.* (E)
>
> *The Executive Director is an innovator, but he is operating in the non-innovative cultures of WWF and IUCN. WWF and IUCN would help TRAFFIC if they tried to be more innovative with it, using TRAFFIC as their innovative branch to try things out.* (I)
>
> *Offices and individuals have a great deal of independence. This allows for innovation. However, this independence works against different offices joining in one central project, particularly without the incentive of central funding.* (T)

Yet another example of innovation is TRAFFIC's ecoregion monitoring scheme in southern Tanzania, which will demonstrate the impact of constructing the Rufiji bridge. GIS mapping of timber roads and charcoal selling points before and after the construction of the bridge will provide a unique opportunity in Africa to demonstrate the effect on a forest ecosystem of a major infrastructure development.

Some respondents pointed out that the culture of flexibility that permits innovation is a double-edged sword. There is a great willingness to learn and to take on new things in TRAFFIC, but this may contribute to TRAFFIC's difficulty of staying on task with respect to existing work.

Another issue addressed in the questionnaire was TRAFFIC's ability to respond to emerging conservation issues (Graph 17, Annex 8). Several respondents queried whether TRAFFIC should be responding to emerging conservation issues, as this can sometimes be a recipe for "mission creep", and they recommended that TRAFFIC would be better off developing strategic partnerships. TRAFFIC's ability to respond to these issues is compounded by the fact that WWF and IUCN may have different attitudes: emerging issues that fit for one partner are not necessarily endorsed by the other.

The overall consensus was that TRAFFIC has a mandate – wildlife trade – which is continually growing in complexity, and that TRAFFIC's effort should be to stay focused, and not try to respond to every emerging issue.

Learning

Again, WWF was more critical than the other three respondent groups regarding the effectiveness of TRAFFIC's organisational culture in supporting learning (Graph 20, Annex 8). Many remarked that while TRAFFIC's culture effectively supports learning, its financial situation does not. Available resources for training are limited, and tend to be the first casualty when there is a funding squeeze. When staff move into new programmatic areas, they often must learn by doing. Many staff feel that individuals are not developed as they could be in the course of their work for TRAFFIC.

Everyone in TRAFFIC is busy. Ongoing tutoring is generally lacking, and most TRAFFIC staff are self-starters who are reasonably independent. Nevertheless, the lack of mentoring may expose inexperienced staff to unfamiliar situations where they have difficulties performing well.

One respondent suggested that some standard or minimum level of understanding of wildlife trade issues should be checked on an annual basis, perhaps through examinations, and that more attention could be given to "base level" training for all staff, with internal refresher courses, to ensure proficiency in and understanding of the issues of TRAFFIC's unique niche.

Another respondent said that constructive criticism is desperately needed from TRAFFIC's leaders, and that insufficient importance has been given to lessons that should be learned from mistakes, and adaptations that should be made based on these lessons.

TRAFFIC has not yet developed an effective way of gathering lessons from its work, disseminating them, and acting on them. Developing and implementing a more effective M&E system would be a first remedy for this.

> Recommendation: TRAFFIC needs to develop a more formalised approach to training, and to better embed the costs of this in annual budgets. Core funds should be set aside to invest in both training and in monitoring and evaluation.

Business Model

With respect to how effectively TRAFFIC's business model supports the delivery of its programme (Graph 34, Annex 8), many respondents were unaware that TRAFFIC has a business model (aka business plan). The current business plan flags many of the issues referred to in this review, and for those who know it, is seen as a valuable reference and planning tool, though there are concerns about the emphasis on project-based funding. However, implementation has been slow and piecemeal. To date TRAFFIC has carried out the formal business planning exercises in three offices (TRAFFIC-East Asia, T-East/Southern Africa, and TRAFFIC-North America), all of which have produced a business plan, though with varying degrees of completeness. TRAFFIC-International has developed one as well. Now the business model needs to be made uniform across the Network.

TRAFFIC's business plan (TRAFFIC International 2000b) contains a wealth of excellent recommendations. Of particular interest is a SWOT analysis (attached in Annex 12), which is based on the organisational reviews carried out as part of the 1994 and 1999 strategic planning exercises. This analysis is amazingly relevant today, which demonstrates that many of the issues addressed in this review have been around for four to nine years. Clearly, solutions have been elusive – essentially because of TRAFFIC's structural dilemma, and because there are no easy answers.

The business plan identifies a set of institutional development actions to address the challenges identified in the SWOT analysis of the organisational reviews, and provides a template for regional business plans. It also includes an analysis of the legal basis of TRAFFIC offices and staff, and an analysis of funding development.

Cost Recovery

Cost recovery is an essential ingredient of TRAFFIC's business model, and is further developed in the TRAFFIC Network Financial Policies and Procedures Manual (TRAFFIC International 2003a). Important strides are being made in cost recovery, though all would agree that there is room for improvement. The following table summarises the percentage of payroll costs and establishment costs that were paid for by projects in FY03 according to the regional directors. Because not all TRAFFIC offices calculate cost recovery in the same way, these figures are somewhat difficult to compare.

Table 7. Cost Recovery FY03	
TRAFFIC-East Asia-Hong Kong	44%
TRAFFIC-East Asia-Taiwan	54%
TRAFFIC-East/Southern Africa	41%
TRAFFIC-Europe	65%
TRAFFIC-Oceania	14%
TRAFFIC-Oceania – payroll	35%
TRAFFIC-North America	no information
TRAFFIC-South America	37%
TRAFFIC-Southeast Asia – payroll	64%
TRAFFIC-Southeast Asia – establishment	34%
TRAFFIC-International – payroll	~35%
TRAFFIC-International – establishment	~44%

According to the FPPM, when budgeting for cost recovery, annual potentially billable days are calculated as follows:

Potential working days (52 x 5)	260.0
Annual leave and holidays	-35.5
Subtotal	224.5
Non-billable time (staff meetings, proposal development, training)	-19.5
Net total billable days	**205.0**

Thus TRAFFIC estimates that only 9% of a person's time (19.5 days out of a 224.5 working days per year) is spent on non-billable work. At first glance, this looks like it may be an overly optimistic estimate, and it would be useful for TRAFFIC to determine how much time is actually required for un-billable tasks, keeping in mind that this will include not only:

- staff meetings
- proposal development, and
- training,

but also:

- fundraising; contacts with donors
- management
- administration
- coordination
- leadership
- monitoring and evaluation; learning
- Network programme input
- regional programme input
- developing strategic partnerships
- meetings with partners; networking
- interviews and public relations
- responding to daily email, and to external and internal requests for information or advice
- technology problems and other unforeseen events, etc.

> *They feel forced to take the money when it is inadequate. They could say we need an extra $20'000 – can you go out and get it? They come in with overly ambitious proposals for the amount available. They should say "This is what we can do for $50'000". They craft it in a way that in unrealistic. They need to cut their programme to the funds available.* (E)

> *We are not cost effective in the work that we do, in the approach we have to projects, in time management, in ensuring we charge realistically for the amount of work we are expected to do, and for sticking to spending only time that is funded on projects.* (T)

Furthermore, the theoretical net total of 205 billable days per year assumes that staff take zero days of sick leave per year. This optimistic net total of billable days may inadvertently be encouraging TRAFFIC to take on more than it can realistically deliver. Another policy that tacitly encourages staff to work overtime is that overtime at TRAFFIC International is booked only if a staff member works weekends or statutory holidays, but not if they put in a longer working day, for example working until 8:00 or 9:00 at night.

At the project level, there is a tendency to under-budget the time required when preparing project budgets, although this is reported to be improving. One essential problem is that TRAFFIC offices, in order to bring in funding, must bid on more proposals than it can realistically implement. Typically, proposals are sent out to donors with the hope of a 40% return rate. Such a system institutionalises over-budgeting unless safeguards can be put in place.

> *They need to learn how to count person-months, and put that into proposals realistically.* (W)

> *It comes back to prioritisation and to scaling projects to meet available resources, and determining better what kind of outputs would achieve the impacts we are looking for. Often we produce a 60-page report when a 3-page briefing document would have the same or more impact. Being a bit more discriminating would help us reach our objectives.* (T)

TRAFFIC will only really get a realistic picture of the time required to do a job when staff systematically keep time sheets on a daily basis. Some TRAFFIC offices have started using time sheets within the last 12 months. However, given the cultural change that this implies, the introduction of time sheets has been timid in the sense that the unit of measurement in most offices is half-day

blocks, which makes it essentially impossible to track the variety of tasks that staff perform that cannot be billed to a project. Time sheets measured in half-day blocks are unlikely to help TRAFFIC improve its ability to budget time.

TRAFFIC-Southeast Asia has instituted timesheets based on an hourly breakdown that allow staff to account for projects, and also for a variety of non-chargeable programme and administration tasks. This model is likely to encourage better time budgeting, and would serve as a good example for the rest of the TRAFFIC Network.

Several regional offices explained that the main deficiency in their cost accounting is that projects are billed for the time budgeted, but not for the time actually spent on the project, since data for this are lacking.

> Recommendation: It would be useful for TRAFFIC to consult with human resources professionals in other organisations to see if it is reasonable to expect that 91% of a staff member's working time can realistically be spent on billable projects. It should be considered a priority for all TRAFFIC offices to systematically use reasonably detailed time sheets on a daily basis. In addition, sharing lessons on cost recovery throughout the Network will undoubtedly be beneficial.

Fundraising

As shown in Graph 30 (Annex 8), review respondents disagreed that TRAFFIC's revenue generation is timely. Results were only somewhat better for opinions on whether TRAFFIC generates revenue from a healthy diversity of funding sources (Graph 31, Annex 8).

TRAFFIC has a serious financial sustainability problem. The work of TRAFFIC should not necessarily be hard to fund, but the development of the funding system has over-relied on WWF, and has also been constrained by WWF fundraising rules, although this has been improving.

Unless a more viable funding model is developed, the network will always be financially shaky. Projects are often small, and late in being approved. Funding commitments, including from the partners, tend to be short-term, and TRAFFIC usually starts a given year facing a great deal of financial risk. Because the organisation is continually plugging holes in the funding base, and in part because WWF – the principal source of unrestricted funding – has required that all funds be expended in the fiscal year they were allocated to, TRAFFIC has been unable to develop any significant reserves to help with cashflow and risk management

The organisation depends on "faith based budgeting". (E)

When WWF catches a cold, TRAFFIC scrambles to keep from getting really ill in terms of fiscal solvency. (T)

I wonder to what extent they get frightened by the uncertainty of funding, and just grab anything. They should charge realistic prices. (E)

There is a fundamental question of identity. Once the structural issues are addressed, there are sources of funding that would be very open to proposals from TRAFFIC, such as the Moore Foundation and others who are less interested because they are already funding WWF. (E)

For effective fundraising, TRAFFIC needs clarity of mission and the ability to demonstrate independence from its two parents. (I)

Sometimes when we are putting proposals to funding organisations, they say "You don't need this money – since you are a programme of WWF, you are a rich organisation." (T)

Nobody will put money into the charity in the UK because it is bankrupt – no donor will invest in a bankrupt organisation. (I)

TRAFFIC offices often do not know what their actual budgets from WWF are until well into the financial year. The ability to forecast income is thus a very imprecise art within TRAFFIC.

The current deficits in several units and in TRAFFIC International are cause for concern. In addition, because of this chronic insecurity, much of TRAFFIC's work is donor-led rather than strategic.

TRAFFIC is not short of good ideas, but it needs some serious restructuring of fundraising and some extensive skill enhancement.

It also needs to be able to demonstrate its independence from WWF and IUCN.

> *The revenue provided by WWF and IUCN is both essential to TRAFFIC and problematic. Particularly problematic is the degree of restrictions placed on much of the funding, which results in some issues and some parts of the Network being well funded, and other parts being starved. This is the classic trap of being constrained by the donor, and being forced to an extent to operate as a consultancy company rather than being able to develop and promote innovative solutions.* (I)
>
> *TRAFFIC needs to come out of the cocoon, and spend time with potential donors and other organisations.* (E)

Some foundations, such as the Moore Foundation and others, are less interested in funding TRAFFIC because they are already funding WWF. Other donors – because of TRAFFIC's association with WWF and IUCN - view TRAFFIC as being already "well catered for" and not as the struggling organisation that it really is.

The emphasis on small projects is inefficient, but TRAFFIC does not have a history of working along the time scales of large donors, which may take up to two years or more to approve a project.

Although TRAFFIC's funding sources have been diversifying, especially with GAA sources and private foundations, TRAFFIC remains overly reliant on WWF and a few other significant donors. More effort needs to be allocated to identifying other sources of funding, but this process is hampered by the lack of dedicated fundraising staff. Funding from corporate sources, foundations, and GAA sources could be greatly improved.

Pursuing a large number of small donors completely saps an organisation, because what it takes to administer ten $50'000 projects is far greater than what it takes to administer a single $500'000 project. Scaling up will require a substantial allocation of resources to allow for the development of large proposals, and this will clearly be a challenge in the present situation of funding shortfalls. TRAFFIC will need a strong dose of creativity, committed leadership, and increased support from its parent organisations if it is to break out of the vicious circle of funding constraints driving the organisation to seek more and more funding in the form of small projects.

Recommendations: A number of suggestions to improve fundraising were uncovered by the review:
Collaborations
a. Work more closely with WWF and IUCN offices in their fundraising efforts, and cooperate with relevant WWF programs (regional programmes, species, marine, forests, etc.) on joint fundraising efforts.
b. Reinforce collaboration with the CITES Secretariat, which is interested in developing closer links with TRAFFIC in terms of programme development, fundraising, implementation, communication, etc. Practically, the two organisations could review their MoU, and broaden it out from capacity building to include research, communications, and programme implementation. CITES would be interested in joint fundraising with TRAFFIC for big programmes.
c. Try to get recognition from the Parties of TRAFFIC's special status with CITES, and ensure that TRAFFIC is adequately compensated for its work with CITES. TRAFFIC should not be funding collecting statistical information for the CITES CoP.
Independence

d. Consolidate agreements that TRAFFIC can fundraise in WWF territories.
e. Get agreement from WWF that not all TRAFFIC products have to be branded with the panda, and target other conservation NGOs for funding.
f. Tap into CI's Critical Ecosystem Partnership Fund, which has a significant amount of unallocated resources that could be available to TRAFFIC if it can think about how to respond to large landscapes.
g. Get profile locally in the regional programmes, e.g., cruise the ambassadors and the cocktail parties. TRAFFIC people on the ground have information that diplomats love.

Scale Up
h. Focus on multi-regional projects, and scale up project development capacity to be able to go for the "big asks" in terms of funding.
i. Get grants to cover the costs of writing large, joint proposals. FAO's technical cooperation programme can put up $200-$300'000 as seed money to develop larger projects. GEF also provides substantial project development funds.
j. Budget adequate staff time to develop robust, substantial funding proposals; then be assertive in looking for funding.
k. Adopt a more programmatic approach to fundraising, with bigger and longer-term proposals that include budgets for following up on recommendations, and for monitoring and evaluating the impacts of the work carried out.

Emphasise Sustainable Development
l. Emphasise the economic aspects of TRAFFIC's work to make it more meaningful to a wider audience.
m. When possible, link species conservation to poverty alleviation and Millennium Development Goals, and seek bilateral support, for example in the context of Poverty Reduction Strategy Programmes.
n. Develop TRAFFIC's programmatic links with sustainable development; improve TRAFFIC's capacity in project cycle management, and develop major proposals – perhaps jointly with WWF, IUCN, FAO, and other organisations – to target major GAA and GEF funding.

Tools / Management
o. Improve project planning and budgeting, and only submit realistic proposals.
p. Don't take the money for a job unless it pays what it really costs, including core administration and management costs.
q. Emphasise a culture of learning. When a proposal is rejected, find out why, and share this information.
r. Improve financial reporting and the timeliness and quality of technical reports to give donors confidence.
s. Invest in a rigorous monitoring and evaluation system, and demonstrate TRAFFIC's impact and conservation outcomes. Make the scientific work more appealing by showing what a difference it can make.
t. Develop more professional communications and marketing tools.
u. Improve risk management and the financial viability of TRAFFIC International and other offices in order to build donor confidence.

Human Resources
v. Invest both time and money in fundraising. Hiring a Programme Development Coordinator should be an absolute priority. Both that person and the Executive Director will need to develop donor contacts, and to spend time with other organisations to learn how they do fundraising.
w. In recruiting a Programme Development Coordinator, seek someone who can profile what TRAFFIC does – this means that the best fundraisers are likely to be the programme people rather than the professional fundraisers.

The review questionnaire asked whether TRAFFIC's Funding Strategy effectively supports the delivery of the TRAFFIC programme (Graph 33, Annex 8). The Funding Strategy has only recently been developed, and its impact is more likely to be felt in the next programming cycle. The strategy, however, has not been well publicised, as many respondents, including TRAFFIC managers, were not

aware of its existence. Action on the strategy has been minimal since the budget for the Programme Development Coordinator post has been frozen because of the decline in core funding.

6. CONCLUSIONS

TRAFFIC retains unique strengths: its focus on conservation rather than animal welfare/rights, the employment of a global network, and a dedication to advocacy based largely on its own specialised research and analysis. TRAFFIC is uniquely positioned to do the work that it does, and can call on the objectivity of scientific assessment through IUCN and the policy lobby of WWF. In general, TRAFFIC is highly regarded, and is seen as having international recognition for its role.

TRAFFIC's biggest strengths are its organisational culture, scientific rigour and objectivity, and its biggest weaknesses are the instability of its funding situation, and its governance and structural complexity.

The review covers the initial period of the implementation of TRAFFIC's strategic plan, which has also been a period of substantial institutional changes. Overall, programmatic progress has been impressive, especially given the Network-wide problems of funding shortfalls and staff shortages.

For easy reference, the recommendations from the above sections are presented in tabular form in Annexes 13 and 14.

The Fork in the Road

There was a broad consensus among the respondents that the lack of clarity in TRAFFIC's present situation must be resolved for TRAFFIC to function effectively. There appear to be four different options for solving TRAFFIC's structural dilemma:
- A) TRAFFIC becomes an independent NGO.
- B) TRAFFIC ceases being a joint programme of WWF and IUCN, and becomes wholly owned by WWF.
- C) TRAFFIC ceases being a joint programme of WWF and IUCN, and becomes wholly owned by IUCN.
- D) TRAFFIC remains a joint programme of WWF and IUCN, but with a more rigorously defined legal partnership that allows TRAFFIC the autonomy it needs to function effectively in terms of its programme and management structure, and with a more marketable profile.

Views on the advisability of TRAFFIC becoming independent varied dramatically, with some respondents genuinely fearful for TRAFFIC's survival, and others viewing independence, or at least much greater autonomy, as the only solution to the problems that TRAFFIC has been grappling with for so many years. The present situation of being both a joint programme and a "protected autonomy" of WWF and IUCN is seen by some as lacking in clarity and perpetuating many of TRAFFIC's difficulties. While there may be structural and programmatic advantages to becoming independent, there is also great risk involved.

> *If you look back at the relationship between WWF and IUCN, you could say that the two organisations are healthier apart than together. By developing a clear mandate with their members, actually the amount of money and effort going to conservation has benefited. Both organisations feel they are stronger and better able to work together. Looking at that as a case study could be a good lens for looking at the TRAFFIC case.* (W)
>
> *Semi-independence – forget it.* (W)

Independence, if it is desirable, cannot be achieved from one day to the next. It would require a major investment of time and effort in preparation, as well as a strong and secure funding strategy to help with the transition. On the other hand, it is conceivable that if an independent TRAFFIC continues to be valued as an essential conservation partner, and if competing wildlife trade functions in the WWF Network are scaled down and phased out, then there is no reason that funding from WWF should decline (except for funding from the PO levy). For IUCN, however, it would be difficult to continue funding TRAFFIC because IUCN has ended giving core resources to all third parties.

Option A then would involve very high risk, and TRAFFIC could lose far more than it would gain by becoming fully independent.

Based on the data uncovered by this review, Option B – becoming wholly owned by WWF – would seem to be problematic for TRAFFIC.

The third option – becoming wholly owned by IUCN – could be a viable option as long as WWF agreed that this would be worthwhile and made a commitment to maintain its funding for TRAFFIC.

> *If WWF has integrity in saying we need a neutral, scientifically based, convening type of trade programme, that means IUCN, and WWF continues the funding. That would have intellectual and moral integrity for WWF. They have been funding it for this value, so why should they stop funding it if it becomes IUCN? (I)*
>
> *You can't divorce your parents. From a programmatic point of view, TRAFFIC's links to WWF and IUCN are really important to its continued success, so those links need to be maintained. But at the same time it should be moving to being more of a partner than a service-provider to the parent organisations. (T)*
>
> *In reality it would be difficult for us to achieve what we want to achieve without the broader advocacy of WWF, and the legitimacy of the branding by IUCN. Would we turn into nerdsville? (T)*
>
> *There is a huge spectrum between complete independence and fusion. I hope that if we stay a joint programme, it will be with respect for who and what we are. Let the kid grow up. We can work together synergistically as long as we respect our strengths. (T)*

Option D – retaining and clarifying TRAFFIC's status as a joint programme – may be the most readily feasible option. It is likely that most of the governance problems could be solved without abandoning TRAFFIC's status as a joint programme of WWF and IUCN. There could be greater clarity of roles, and more independence of the Committee members. Most issues could be dealt with through a more tightly defined legal partnership with WWF and IUCN that ensures that TRAFFIC has its own voice and allows it to be seen more clearly, and to bring in more investment from other donors.

Brief Summary of Findings

Relevance: TRAFFIC is universally perceived as very relevant to the global conservation and sustainable development agendas, and to stakeholders' own programmes.

Effectiveness: TRAFFIC has made very good progress towards ten of its global targets, three of its conservation objectives, and two of its conservation methods.

Efficiency: TRAFFIC is seen as good value for money from the donors' perspective. However, much of TRAFFIC's effort is under-priced; cost recovery is not yet optimal, and this constrains organisational development.

Major Recommendations

a. Be faithful to TRAFFIC's core values and mission, but stay on track with progress towards integrating livelihood issues and resource security.

b. Focus! Adjust the scope of the programme to the realities of TRAFFIC's resources. Work on fewer global targets, but address those in more depth.

c. Shift fundraising away from small projects and towards bigger, programmatic proposals through collaborative fundraising with WWF, IUCN and others, longer-term multi-regional programmes, and emphasis on what happens after the publications are produced: influencing decision makers, changing policy, and making a difference on the ground.

d. Monitor conservation achievement. Document successes and failures, and learn from them. Use these to improve communications and fundraising. TRAFFIC will never bring in major funding until it convinces donors of its impact.

e. Raise funds, as an urgent priority, for a Programme Development Coordinator at TRAFFIC International whose primary responsibility will be Network coordination, donor liaison and Network-wide fundraising.

Issues Requiring a Decision by the TRAFFIC Committee

Governance

- Legal status of TRAFFIC: a joint programme of WWF and IUCN, or an independent network, or wholly owned by one of the parents? Is there some way that TRAFFIC can remain a joint programme of WWF and IUCN, yet have more autonomy, a stronger partnership, and clearer functional relations with the parent organisations?

- TRAFFIC Committee: What should be the role of the Committee? Should the name be changed to the Board of Governors, Trustees or Directors? Should membership be changed to include more members from outside WWF and IUCN? Should the Chair be an independent position?

Finance

- Core funding: Should the MoA with WWF and IUCN include a commitment from these two organisations to provide annual core funding to TRAFFIC? If so, should this commitment be expressed in terms of figures? Can TRAFFIC raise funds in the United States without going through WWF-US? How could more "parents" be brought in to help with funding?

- Reserves: How can TRAFFIC develop financial reserves? It has been difficult to establish reserves when funding from TRAFFIC's major donor, WWF, must be entirely spent within a given financial year, with the result that each new financial year begins with no cushion.

Programme Implementation and Communication

- Programme scope: Without pre-empting the upcoming strategic planning exercise, what general advice does the Committee have for TRAFFIC's strategic focus?

- Public profile: Even if TRAFFIC remains a joint programme of WWF and IUCN, should its public profile be more independent? How can TRAFFIC strengthen its public profile?

Annex 1.

TERMS OF REFERENCE

EXTERNAL REVIEW of TRAFFIC 2003

CONTEXT FOR THE EVALUATION

TRAFFIC's overall conservation vision, mission, approach and objectives are established in a **Strategic Plan**, the current version covering the period 2000-2010.

Within the scope of the Strategic Plan objectives, TRAFFIC's programme focuses on a selection of **Global Programme Targets**, normally articulated over a three-year cycle throughout the term of the current strategic plan (though the first period covered is for FY01-FY04). The actions TRAFFIC plans to take in order to contribute to achievement of the Global Targets are listed as a series of defined outputs**.** The targets and outputs are developed through consultation within the TRAFFIC network and with a wide range of partners, including relevant WWF and IUCN programmes and offices.

Specific commitments towards achievement of TRAFFIC's objectives, targets and outputs are detailed in **Regional Programmes**, also normally operating on a three-year cycle, defining sub-targets and outputs at the regional level. Regional programmes are developed through consultation within the TRAFFIC network and with a wide range of partners, including relevant WWF and IUCN programmes and offices and they are subject to approval by the TRAFFIC Committee. Each Regional Programme is in turn translated into specific activities though **Annual Work Plans** for the period July to June, subject to approval by TRAFFIC International

TRAFFIC works under the terms of a 1994 Memorandum of Agreement between WWF and IUCN for the joint operation of the TRAFFIC network. The overarching mission and strategic objectives of TRAFFIC are consistent with and complement those of IUCN and WWF. Both WWF and IUCN contribute to the programmatic and financial operations of TRAFFIC through annual financial contributions to the operating budget of TRAFFIC, and through participation in joint programming meetings regionally and globally. In IUCN terms, TRAFFIC acts as a specialised global thematic component delivering against the Goals, Strategies and Key Result Areas of the intersessional programme. In WWF terms, TRAFFIC plays a partnership role in delivery of Target-driven Programmes (especially Species, Marine and Forests) and Ecoregion Conservation.

The assumptions underlying this joint work is that the work of TRAFFIC is of relevance and adds value to the work of IUCN and WWF. Similarly, it is assumed that TRAFFIC's partnership with WWF and IUCN adds value to the delivery of its Programme, policy development and achievement of results.

RATIONALE AND PURPOSE FOR THE EVALUATION

The evaluation serves two major purposes:

1. Accountability – to the TRAFFIC Committee and WWF and IUCN senior management and governance structures for the relevance, effectiveness and efficiency of the work of TRAFFIC.

2. Learning and improvement – The evaluation seeks to identify ways of improving the organisational performance of TRAFFIC, including ways to strengthen the managerial and operational relationships between TRAFFIC and its key partners, IUCN and WWF.

MAJOR OBJECTIVES OF THE EVALUATION

The major objectives of the evaluation are to assess the relevance, effectiveness and efficiency of the programme delivery, management and leadership of TRAFFIC with respect to its 2000-2010 Strategic Plan and FY01-FY04 Global Programme Targets, and to make recommendations for improvements.

The review will examine the period July 2000-June 2003.

AUDIENCES AND THEIR USE OF THE EVALUATION RESULTS

Audience	Uses
The WWF Director General and Director of Programme	To improve the managerial, programmatic and operational effectiveness of the WWF and TRAFFIC relationship.
The IUCN Director General and Director of Programme	To improve the managerial, programmatic and operational relevance and effectiveness of the IUCN and TRAFFIC relationship.
The TRAFFIC Committee	To inform its programme and organisational oversight functions.
The Executive Director of TRAFFIC	To improve the managerial, programmatic and operational relevance of TRAFFIC and the effectiveness of the WWF, IUCN and TRAFFIC relationship.
TRAFFIC Staff Members	To utilise the varied staff experience and expertise to inform and hone the programmatic and operational relevance of TRAFFIC and the effectiveness of the WWF, IUCN and TRAFFIC relationship through its operation and effective communication
Other WWF and IUCN decision-makers	To inform those involved in WWF and IUCN programmatic and administrative decision making, including programme/budget decision-making in allocating resources and managing programme partnerships.

MAJOR EVALUATION ISSUES AND QUESTIONS

The major performance areas to be assessed by the evaluation include an assessment of the -

1. **The relevance, rationale and added value of TRAFFIC**

   In particular to assess the relevance and value added of the Strategy and work programme of TRAFFIC to IUCN and WWF, and vice versa. and to determine the extent to which there is a niche and rationale for the work of TRAFFIC.

2. **The effectiveness of TRAFFIC in managing and delivering its programme, and in utilising synergies between IUCN and WWF.**

   In particular to assess the effectiveness of the management and leadership of TRAFFIC in achieving the Programme Targets and Objectives of TRAFFIC.

3. **The efficiency of TRAFFIC**

In particular to assess the adequacy of Business model in supporting the delivery of the TRAFFIC work programme, and if there are more cost effective ways of doing so.

The evaluation matrix (Annex 1) sets out the sub questions under each of these areas, and the suggested data sources for each question. This matrix will be further developed by the evaluation consultant in consultation with the Steering Committee.

METHODOLOGY - DATA COLLECTION

A range of data collection methods will be used including:
- desk studies at TRAFFIC International, IUCN and WWF;
- semi structured interviews with a selection of senior managers of IUCN, WWF and TRAFFIC regionally and globally;
- semi structured interviews with selected other programme partners regionally and globally.
- group discussions
- staff self-assessments

Data will be analyzed using quantitative and qualitative methods. Data analysis results will be presented as an aggregate of all stakeholder groups combined, as well as analyses of the regional, global and external responses, and those of WWF, IUCN and TRAFFIC staff.

During the analysis phase of the review, staff time from IUCN (and possibly a WWF supporting national organisation) will be available to assist the evaluation consultant.

MANAGEMENT OF THE EVALUATION

A Steering Committee for the Evaluation will be established, comprising the Directors of Programme for IUCN and WWF and the Executive Director of TRAFFIC.

The Steering Committee will sign off on the TORs, the evaluation matrix as meeting professional evaluation standards, receive and discuss the preliminary findings and provide guidance to the consultant in finalising the evaluation report. The Steering Committee will sign off on the final report as having met the TORs and in terms of evaluation quality.

In addition, the Head of the IUCN Monitoring & Evaluation Unit, the WWF Head of Conservation Measures and Audits, and the Programme Administration and Evaluation Officer at TRAFFIC International will provide advice on the design and methodology of the evaluation.

TRAFFIC, with the advice of IUCN and WWF, will provide an initial list of persons to be interviewed, together with their contact details, and will put together a full set of documents to be reviewed.

TRAFFIC will administer the contract payments and facilitate travel and accommodation where necessary.

OUTPUTS AND DELIVERABLES

The consultant is required to deliver the following:
1. A detailed evaluation methodology including a workplan.
2. Data collection instruments (interview protocols, questionnaires)
3. Draft preliminary findings
4. Draft report
5. Final report
6. If appropriate, confidential memo to IUCN, WWF and TRAFFIC management.

Recommendations and required actions identified by the review should cover needs both in the short-term and medium term programme development from FY05 onwards.

SCHEDULE

The evaluation will be carried out from July 1-November 10, 2003. Specific milestones include –

Start up - draft TORs and contract   July 1-7
Discussion on TOR with TRAFFIC staff meeting   July 7-10
Sign off on methodology by Steering Committee   July 17/18
Data collection   July 21- September 26
Data analysis   September 27 – October 7
Presentation of preliminary findings   October 7
Draft report   October 17
Feedback to evaluation consultant on draft report   October 31
Discussion at TRAFFIC Management Meeting   November 3
Final report   November 10
Presentation to TRAFFIC Committee meeting   November 24-25

QUALIFICATIONS OF THE EVALUATION CONSULTANT

The evaluation will be carried out by an evaluator who:

- Demonstrates expertise and independence in evaluation in the non-profit sector
- Demonstrates the ability to adhere to commonly accepted professional evaluation standards as reflected in the evaluation policies and standards of IUCN, WWF and TRAFFIC, including develop interview protocols and questionnaires, collecting and analyzing structured data, leading focus groups.
- Demonstrates familiarity with the biodiversity conservation and with the work of IUCN, WWF and TRAFFIC, but is not directly employed by WWF, IUCN or TRAFFIC

Support will be provided to the evaluation consultant by staff from WWF, IUCN and TRAFFIC for the purpose of setting interview schedules, document retrieval and other tasks as agreed by the Steering Committee.

EVALUATION MATRIX

Table 8. Evaluation Matrix			
Performance Area	**Key questions**	**Sub questions**	**Data sources and review tools**
1. Relevance, added value and rationale ▪ **to WWF, IUCN** ▪ **vice versa** ▪ **to global situation analysis** ▪ **to policy work** ▪ **to innovation, emerging issues** ▪ **to SD agenda**	1. To what extent is the work programme of TRAFFIC, relevant to the work programmes of IUCN and WWF? 2. To what extent are the work programmes of IUCN and WWF relevant to the work programme of TRAFFIC? 3. To what extent does the work programme of TRAFFIC add value to IUCN and WWF, and vice versa. 4. Is there a clear niche and rationale for the work programme of TRAFFIC?	a. To what extent do IUCN and WWF programme managers regionally and globally, and selected IUCN Commission Chairs view the TRAFFIC Programme as relevant and adding value to their programme delivery?	▪ Review of the TRAFFIC Strategic Plan, Global Targets, Regional Programmes, and annual work plans. ▪ Interviews with IUCN and WWF senior programme managers, IUCN Commission chairs – relevance to TDPs and KRA.
		b. To what extent do TRAFFIC managers regionally and globally view IUCN and WWF's programme as relevant and adding value to their programme delivery?	▪ Interviews with TRAFFIC programme managers, regionally, globally.
		c. To what extent do external partners view the work of TRAFFIC as relevant to their programmes. (includes WCS, CI, IIED, Plantlife, Birdlife, TNC, CITES Sect, FAO Sect etc)?	▪ Interviews with senior managers of external partner organisations.
		d. To what extent is the policy work of TRAFFIC relevant to the intergovernmental policy agenda, (e.g., CBD, CITES, and MEAs)?	▪ Review of TRAFFIC policy work plans, reports ▪ Interviews with IUCN, WWF managers. ▪ Interviews with key stakeholders of key international conventions – CITES, CBD, others?

Table 8. Evaluation Matrix

Performance Area	Key questions	Sub questions	Data sources and review tools
		e. To what extent does the TRAFFIC Programme respond to the global conservation agenda (as described by the Global Situation Analysis of IUCN and the trends analysis of WWF - eg. the Living Planet Report?) ?	▪ Review of the Global Situation Analysis, and trends analysis of WWF. ▪ Interviews with senior managers of IUCN, WWF. ▪ Interviews with key stakeholders.
		f. To what extent is the work of TRAFFIC relevant to the global Sustainable Development Agenda, as illustrated in the WSSD Plan of Action, the MDGS, and PRSPS	▪ Review of TRAFFIC work in relation to the MDGs, PRSPs, other SD agendas.
		▪	
2. Effectiveness – **In -** ▪ **programme delivery** ▪ **maximising synergies** ▪ **management and leadership** ▪ **organisational systems** ▪ **Business model** ▪ **Governance model**	1. How effective is TRAFFIC in achieving its strategic objectives and in leadership and management? 2. To what extent is the TRAFFIC management structure and operational systems adequate to ensure effective management of a decentralised, regionalised TRAFFIC programme?	a. To what extent is TRAFFIC's programme adequate to deliver the mission, working approaches, objectives and methods identified in its 2000-2010 Strategic Plan? b. To what extent are the 2001-2004 global and regional programmes adequate and sufficient to achieve the 10 year strategic objectives of TRAFFIC?	▪ Review of Strategic Plan, regional and global progress reports and analyses prepared by TRAFFIC International
		c. To what extent do specific stakeholders feel that the size, scope and location of TRAFFIC's operations appropriate for delivery of its programme?	▪ Interviews with senior programme staff WWF, IUCN, TRAFFIC, external partners. ▪ Business Plan ▪ Situation analysis. ▪
		d. To what extent is TRAFFIC effective in delivering on its 2001-2004 global conservation programme? e. What are the factors hindering and supporting achievement of the work programme?	▪ Review of TRAFFIC monitoring and progress reports – meeting objectives, targets. ▪ Interviews with TRAFFIC, IUCN and WWF staff.

Table 8. Evaluation Matrix

Performance Area	Key questions	Sub questions	Data sources and review tools
		f. How adequate and effective are the programme planning, development, monitoring and evaluation processes for TRAFFIC?	▪ Review of programme documents. ▪ Observation in planning processes. ▪ Interviews with senior managers – do they get the data they need to manage their programme?
		g. For selected global programme targets, to what extent is TRAFFIC effective at maximising synergies between TRAFFIC, IUCN and WWF, regionally and globally	▪ Interviews with TRAFFIC, IUCN and WWF staff.
		h. How effectively does TRAFFIC support innovation and learning in order to respond to emerging conservation issues? *(Of specific interest: livelihoods, poverty issues, globalisation, trade, post conflict .)*	▪ Review of M&E and learning frameworks, products. ▪ Review of TRAFFIC work plans for innovative work on poverty and livelihoods, trade, conflict, MDGs, PRSPS.. ▪ Interviews with IUCN, TRAFFIC and WWF senior programme and IUCN Commission managers.

Table 8. Evaluation Matrix			
Performance Area	**Key questions**	**Sub questions**	**Data sources and review tools**
		i. To what extent is the management and leadership of TRAFFIC effective in achieving the goals and mission of TRAFFIC? ▪ How, and to what extent are TRAFFIC managers involved in major decisions affecting the management of TRAFFIC? ▪ Are roles and responsibilities clear? ▪ Does TRAFFIC have adequate management systems and processes in place to ensure its ability to respond effectively to new and emerging issues and challenges? Describe these processes. ▪ Do TRAFFIC managers have the management skills and capacities necessary to adapt effectively to changing programme demands and circumstances?	▪ Review of management retreat reports, Committee assessments ▪ Self assessments of TRAFFIC staff and leadership ▪ Interviews with IUCN and WWF management (DGs, Programme Directors) ▪ Interviews with TRAFFIC Committee members. ▪ Change management reports ▪ Interviews with managers – regionally, globally. ▪ Human Resources policies and reports on progress to support change management, performance management, build skills and capacities of managers.
		j. To what extent are the organisational systems of TRAFFIC International effective in supporting the delivery of a regionalised programme?	Review of the adequacy of the work of TRAFFIC International on – ▪ HR and equal opportunities practices ▪ Administration systems ▪ Information systems ▪ Other aspects? Interviews with TRAFFIC International and regional staff and TRAFFIC Committee members.

Table 8. Evaluation Matrix

Performance Area	Key questions	Sub questions	Data sources and review tools
			▪
	3. To what extent is the Governance of TRAFFIC effective and efficient at global and regional levels?	l. Are there effective governance frameworks to guide the work of TRAFFIC (guidelines, policies and monitoring procedures)? m. Does the Committee adequately carry out its oversight role – providing strategic programmatic and policy guidance, assessing risk, ensuring the efficient use of resources, making decisions transparently?	▪ Interviews with TRAFFIC Committee ▪ Interviews with staff and managers – regions, global – awareness of governance processes and decisions. ▪ Comparisons with governance practices of other organisations / networks of similar scope.
3. Efficiency	1. How efficient is TRAFFIC in applying its resources to achieve programme objectives and targets	a. To what extent do specific stakeholders feel that there might be more cost efficient ways of achieving the objectives of TRAFFIC, regionally and globally?	▪ Reports and assessments from the TRAFFIC Committee working on TRAFFIC financing issues. ▪ Interviews with TRAFFIC, IUCN and WWF senior managers.
	2. To what extent do financial issues affect the delivery of TRAFFIC's programme?	b. How effective is TRAFFIC's revenue generation? Is it timely? Does it have a diversity of funds? If not, why not?	▪ Reports and assessments from the TRAFFIC Committee members. ▪ Review of TRAFFIC proposals for funding, pipeline proposals, quality checks. ▪ Interviews with key stakeholders
		c. To what extent is the operational management of donor contracts (projects and core funds) efficient and timely?	▪ Interviews with TRAFFIC managers
		d. Does TRAFFIC International have the right (appropriate) Funding Strategy and Business Model to support the effective delivery of its Programme regionally and globally?	▪ Rev ▪ Interviews with the TRAFFIC Committee. ▪ Observations and comparisons with IUCN and WWF Business model. ▪ TRAFFIC Finance reports, Business Plan and Funding Strategy

Table 8. Evaluation Matrix			
Performance Area	**Key questions**	**Sub questions**	**Data sources and review tools**
		e. Are there specific efficiency issues related to regionalisation that need to be addressed?	▪ Interviews with TRAFFIC, IUCN and WWF Staff and Committee members.

<div align="right">**Annex 3.**</div>

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DESK STUDY METHODOLOGY

Assessment of Progress to Date with respect to TRAFFIC's Global Targets and Outputs

The desk study examined TRAFFIC's progress reports published to date for the current programme cycle (TRAFFIC International 2003c, 2003d, 2003e, 2002a, 2002b, 2002c, 2002d, 2002e, 2001a, 2001b, 2001c, 2001d, 2001e, 2001f). It should be borne in mind that the reports available cover 2½ years of the four-year programme period.

The consultant read all of these progress reports, and made a qualitative assessment the reported results to the relevant outputs under each target. Based on the information in the reports, each output under the various targets of TRAFFIC's Strategic Plan was rated as:
- little or no progress
- some progress
- good progress.

Combining the results of the various outputs gave an overall picture of the level of achievement of each global target, as summarised in Table 3.

It should be noted that the degree of achievement of programme targets and outputs also reflects the formulation of those targets and outputs. Progress towards achievement is naturally less for targets and outputs that are ambitious and long-term, than it is for those that are formulated more specifically and for a shorter term.

Identification of Conservation Highlights

The criteria for identifying highlights of programme achievements were very simple: TRAFFIC progress reports were taken at face value, and any output with a mention in the report of an influence or impact was included in the tables in Annex 10 as a highlight. In addition, substantial programme investments, such as the publication of major reports were also included, even though no information may have been given on the influence or impact of those reports.

A rough analysis was made of the breakdown of these highlights by conservation objective and conservation method. In a few cases it was not obvious how to pigeon-hole a highlight. For example, sometimes the distinction between the objectives of threatened species and resource security was not entirely clear-cut. To ensure reliability, the classifications of conservation highlights were double-checked with TRAFFIC International.

Next the reported conservation highlights were classified according to TRAFFIC's Global Targets, and the correctness of this classification was also double-checked by TRAFFIC International.

The scope of this review did not allow for independent verification of the achievements claimed in the reports.

S T R I C T L Y   C O N F I D E N T I A L

QUESTIONNAIRE

External Review of TRAFFIC 2003

You have been selected as a key source for input for an external review of TRAFFIC covering the period July 2000 to June 2003. This review is meant to serve the purposes of accountability, and learning / improvement. Its major objectives are to assess the relevance, effectiveness and efficiency of TRAFFIC's programme delivery, management and leadership, with respect to its 2000-2010 Strategic Plan and FY01-FY04 Global Programme Targets, and to make recommendations for improvements.

The review is being coordinated by an external consultant:
Meg Gawler (meg@artemis-services.com; tel: +33 4 5040 7870; fax +33 4 5040 7379).

The purpose of this questionnaire is to provide quantitative data to the review, and to set the stage for a face-to-face or telephone interview to follow. You are requested to fill out the identification, to answer the 35 questions by ticking the appropriate boxes, and to explain your views in the narrative section of the questions.

N.B: There are essentially four different stakeholder groups for this evaluation: external partners and donors, IUCN, WWF, and TRAFFIC. Not all of the questions are relevant for each respondent group. Nor will all of the questions be relevant to your own area of knowledge and expertise. In those cases, simply tick the "Don't know" box. If you are the CEO or Director of an organisation, please respond giving your own opinions, rather than attempting to summarise your organisation's point of view. TRAFFIC respondents: please note that questions 4 and 5 do not apply to you.

Based on our pilots, it should take you about 10 minutes to tick a box for all of the questions (it is up to you how much time you can devote to the written answers). We should allow approximately an hour for the follow-up interview, depending on the extent of your involvement with the programme. In preparation for the interview, you may wish to highlight which issues or questions you would most like to discuss.

Please return the completed questionnaire to the consultant by August 31 or as soon thereafter as possible.

All interviews and questionnaires will be treated in the strictest confidence. They will not be passed on to anyone. Information will be aggregated by stakeholder group, synthesised, and presented in a report to TRAFFIC management. If direct citations are used, the identity of the respondent will be kept anonymous.

Your views are extremely valuable for this exercise. We realise that your time is precious, and we thank you very much for you input to the review.

IDENTIFICATION	
Your Name (First LAST):	
Position:	
Organisation:	
Postal Address:	
Telephone:	
Email:	
Date:	
Please identify to which stakeholder group you belong:	External Partner
	Donor
	IUCN HQ
	IUCN regional or national office
	IUCN Commissions
	WWF International
	WWF NO, PO or Affiliate
	TRAFFIC International
	TRAFFIC regional or national office

PLEASE SUMMARISE YOUR VIEWS ON THE FOLLOWING BROAD STATEMENTS
BY TICKING THE APPROPRIATE BOX, AND THEN EXPLAIN.

RELEVANCE

1. TRAFFIC's Programme is relevant to the global conservation agenda.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

2. The work of TRAFFIC is relevant to the global sustainable development agenda (e.g., the WSSD Plan of Action, the Millennium Development Goals, and Poverty Reduction Strategy Programmes).

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

3. The work of TRAFFIC is relevant to the intergovernmental policy agenda (e.g., CBD, CITES, MEAs).

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

4. I view the work of TRAFFIC as relevant to my programme / organisation.

Don't know / Not applicable		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

5. TRAFFIC provides added value to my programme / organisation.

Don't know / Not applicable		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

6. IUCN's programme is relevant and adds value to TRAFFIC's programme delivery.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

7. WWF's programme is relevant and adds value to TRAFFIC's programme delivery.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

8. TRAFFIC has a clear niche for its work programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

EFFECTIVENESS

9.   In the table below please rate TRAFFIC's effectiveness, in your opinion, in moving towards its conservation objectives.

Conservation Objectives	Don't know		Ineffective	Not very effective	Somewhat effective	Effective	Highly effective
1. <u>Threatened species</u>: to ensure that wildlife trade does not result in the endangerment of any wild animal and plant species.							
2. <u>Priority ecoregions</u>: to ensure that wildlife trade does not threaten the integrity of selected priority ecoregions.							
3. <u>Resource security</u>: to ensure the security of wildlife resources of particular value for food, medicine and to support other human needs.							
4. <u>International cooperation</u>: to support the development and application of international agreements and policy approaches that prevent negative conservation impacts of wildlife trade, and encourage that wildlife trade is a sustainable levels.							

   Please explain:

10.   In the table below please rate the effectiveness, in your opinion, of TRAFFIC's conservation methods.

Conservation Methods	Don't know		Ineffective	Not very effective	Somewhat effective	Effective	Highly effective
1. <u>Mobilising knowledge</u>: ensuring that decision makers at all levels acquire and apply sound knowledge about the scope, dynamics, and conservation impact of wildlife trade and its response to different management measures and approaches.							
2. <u>Effective regulation</u>: assisting governments to enact and implement policies and legislation that ensure trade in wild animals and plants is not a threat to the conservation of nature.							
3. <u>Positive economic incentives</u>: collaborating with governments and the private sector to develop and adopt economic policies and practices that provide incentives and benefits that encourage the maintenance of wildlife trade within sustainable levels and support effective wildlife trade regulation.							
4. <u>Sustainable consumptive behaviour</u>: encouraging users of wildlife commodities, at all levels of the trade, to adopt voluntary consumptive behaviour that does not threaten the conservation of nature.							

Please explain:

11. TRAFFIC is effective in delivering its conservation programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain. What are the factors hindering and supporting achievement of the conservation programme?

Programming

12. TRAFFIC's programme planning processes are effective.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

13. TRAFFIC's monitoring and evaluation processes are effective.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

14. TRAFFIC is effective in maximising synergies with IUCN.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

15. TRAFFIC is effective in maximising synergies with WWF.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

16. With its 24 offices worldwide, the size of the TRAFFIC network is appropriate for the delivery of its programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

17. The location of TRAFFIC's operations is appropriate for the delivery of its programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

18. TRAFFIC is able to respond to emerging conservation issues (e.g., livelihoods, poverty, globalisation, trade, post conflict areas, etc.).

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

Organisational Culture

19. TRAFFIC's organisational culture effectively supports innovation.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

20. TRAFFIC's organisational culture effectively supports learning.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

Management

21. TRAFFIC's leadership is effective in achieving its goals and mission.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

22. TRAFFIC managers have the management skills necessary to adapt effectively to changing programmatic circumstances.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

TRAFFIC managers have the opportunity to provide input on major decisions affecting the management of the TRAFFIC Network.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

Operations

23. Roles and responsibilities are clear within the organisation.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

24. Human resources systems of TRAFFIC are effective in supporting the delivery of a regionalised programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

25. Information systems of TRAFFIC are effective in supporting the delivery of a regionalised programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

26. Administration systems of TRAFFIC are effective in supporting the delivery of a regionalised programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

Governance

27. TRAFFIC's governance frameworks (e.g., guidelines, policies, monitoring procedures) are effective in guiding the work of TRAFFIC.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

28. The TRAFFIC Committee adequately carries out its oversight role (i.e., providing strategic, programmatic and policy guidance, assessing risk, ensuring the efficient use of resources, making decisions transparently).

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

EFFICIENCY

29. TRAFFIC achieves its objectives cost effectively.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

30. TRAFFIC's revenue generation is timely.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

31. TRAFFIC generates revenue from a healthy diversity of funding sources.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

32. The operational management of donor contracts is efficient.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

33. TRAFFIC's Funding Strategy effectively supports the delivery of the TRAFFIC programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

34. TRAFFIC's Business Model effectively supports the delivery of the TRAFFIC programme.

Don't know		Strongly disagree	Disagree	Neutral	Agree	Strongly agree

Please explain:

Are there any additional comments you would like to make?

---ooo000ooo---

During the interview, are there particular issues or questions on which you'd like to focus?	
When would be a good time to interview you?	

THANK YOU FOR RETURNING THIS QUESTIONNAIRE AND
FOR TAKING THE TIME TO PARTICIPATE IN THE REVIEW!

LIST OF INDIVIDUALS CONSULTED

Last Name	First Name	Organisation	Country
Allan	Crawford	TRAFFIC International	UK
Aquino	Lucy	WWF Atlantic Forest Ecoregion (former CITES Scientific Authority)	Paraguay
Armstrong	Jim	CITES Secretariat	Switzerland
Arps	Elies	WWF NL	Netherlands
Ash	Neville	UNEP WCMC - Millennium Ecosystem Assessment	UK
Baltzer	Mike	WWF Indochina Programme	Vietnam
Benitez	Hesiquio	Government of Mexico	Mexico
Bishop	Joshua	IUCN HQ	Switzerland
Brackett	David	IUCN SSC	Canada
Broad	Steven	TRAFFIC International	UK
Buitron	Ximena	TRAFFIC South America	Ecuador
Burgener	Markus	TRAFFIC East/Southern Africa - RSA	South Africa
Castilleja	Guillermo	WWF US	USA
Chang	Rita	TRAFFIC East Asia -Taipei	Taipei
Chapman	Stuart	WWF UK	UK
Chen	Hin Keong	TRAFFIC International	Malaysia
Chong	Chiew	WWF International	Switzerland
Chouchena-Rojas	Martha	IUCN HQ	Switzerland
Christophersen	Tim	IUCN Europe	Belgium
Cochrane	Kevern	Fisheries Department, FAO	Italy
Compton	James	TRAFFIC Southeast Asia	Malaysia
Cooper	Ernie	TRAFFIC North America-Canada	Canada
De Meulenaer	Tom	CITES Secretariat	Switzerland
Dillon	Thomas	WWF US	USA
Dublin	Holly	IUCN SSC	Switzerland
Elliott	Chris	WWF International	Switzerland
Fragoso	Gerardo	UNEP WCMC	UK
Freezailah	Freezailah Bin Che Yeom	ITTO	Malaysia
Ginatta	Geovany	Biotrade	Ecuador
Ginsberg	Josh	Wildlife Conservation Society	USA
Gray	Julie	TRAFFIC International	UK
Habel	Simon	TRAFFIC North America	USA
Hails	Chris	WWF International	Switzerland
Hajost	Scott	IUCN US	USA
Hansford	Mary	TRAFFIC International	UK
Harkness	Jim	WWF China	China
Hemley	Ginette	WWF US	USA
Henry	Leigh	TRAFFIC North America	USA
Honnef	Susanne	TRAFFIC Europe -Germany	Germany
Hoover	Craig	TRAFFIC North America	USA
Hunter	Nigel	CITES MIKE Programme, IUCN Nairobi	Kenya

Hutton	Jon	Resource Africa (at FFI)	UK
Ishihara	Akiko	TRAFFIC East Asia - Japan	Japan
Jackson	Bill	IUCN HQ	Switzerland
Jelden	Dietrich	Federal Agency of Nature Conservation	Germany
Kathe	Wolfgang	TRAFFIC Europe	Belgium
Kirkpatrick	Craig	TRAFFIC East Asia	Hong Kong
Kiyono	Hisako	TRAFFIC East Asia - Japan	Japan
Lahmann	Enrique	IUCN Mesoamerica	Costa Rica
Lam	Sean	TRAFFIC East Asia	Hong Kong
Laupresert	Manop	Thai CITES Authority	Thailand
Lavorel	Veroniqe	IUCN HQ	Switzerland
Lee	Samuel	TRAFFIC East Asia	Hong Kong
Leonard	Tina	TRAFFIC North America	USA
Lichtschein	Victoria	CITES Management Authority	Argentina
Lieberman	Sue	WWF International	UK
Lindeque	Malan	Ministry of Environment and Tourism	Namibia
Little	Rob	WWF South Africa	South Africa
Louis	Isabelle	WWF International	Switzerland
Mackay	Charles	HMCE	UK
Mainka	Sue	IUCN HQ	Switzerland
McNeely	Jeff	IUCN HQ	Switzerland
Melisch	Roland	TRAFFIC Europe -Germany	Japan
Milledge	Simon	TRAFFIC East/Southern Africa -Tanzania	Tanzania
Milliken	Tom	TRAFFIC East/Southern Africa	Zimbabwe
Mulliken	Teresa	TRAFFIC International	UK
Musiti	Bihini won Wa	IUCN Central Africa	Cameroon
Nash	Steven	CITES Secretariat	Switzerland
Newton	David	TRAFFIC East/Southern Africa - RSA	South Africa
Nugent	Claire	TRAFFIC International	UK
O'Brien	Cliona	WWF International	UK
O'Criodain	Colman	EU Commission	Belgium
Oritz	Bernardo	TRAFFIC South America	Ecuador
Paramo	Fausto	TRAFFIC South America	Ecuador
Parry-Jones	Rob	TRAFFIC Oceania	Australia
Patterson	Claire	TRAFFIC East/Southern Africa - RSA	South Africa
Pellerano	Miguel	IUCN South America	Ecuador
Pendry	Stephanie	TRAFFIC International	UK
Phipps	Marcus	TRAFFIC International	UK
Phoon	Nicholas	TRAFFIC Oceania	Australia
Rafiq	Mohammed	IUCN HQ	Switzerland
Raymakers	Caroline	TRAFFIC Europe	Belgium
Reuter	Adrian	TRAFFIC North America - Mexico	Mexico
Robinson	John	Wildlife Conservation Society	USA
Ross	James Perran	IUCN SSC Croc Specialist Group	USA
Rosser	Alison	IUCN SSC	UK
Samedi	Samedi	CITES MA, Government of Indonesia	Indonesia
Sancho	Anita	TRAFFIC South America	Ecuador
Sant	Glenn	TRAFFIC Oceania	Australia
Sato	Tetsu	WWF Japan	Japan
Schultz-J	Thomas	WWF International	Switzerland
Shepherd	Gordon	WWF International	Switzerland
Sirola	Maija	TRAFFIC International	UK
Stephenson	PJ	WWF International	Switzerland

Taylor	Russell	WWF-SARPO	Zimbabwe
Teferi	Taye	WWF International	Zimbabwe
Theile	Stephanie	TRAFFIC Europe	Belgium
Thomsen	Jorgen	Conservation International	USA
Top, van den	Gerhard	WWF Netherlands	Netherlands
Vantomme	Paul	Non-timber Forest Products, FAO	Italy
Vivian	Susan	TRAFFIC International	UK
Whelan	Megan	TRAFFIC East/Southern Africa - RSA	South Africa
Williams	Christy	WWF Nepal Programme Office	UK
Williams	Nick	Wildlife Inspectorate, DEFRA	UK
Willock	Anna	TRAFFIC Oceania	Australia
Wu	Joyce	TRAFFIC East Asia -Taipei	Taipei
Xu	Hongfa	TRAFFIC East Asia - China	China
Zain	Sabri	TRAFFIC International	UK

<div align="right">**Annex 7.**</div>

INTERVIEW PROTOCOL AND METHODOLOGY

In preparation for the interviews, the responses to the questionnaire were first analysed in terms of issues and trends, and this information was used to design the interview protocol.

The interviews explored in depth some of the more complex questions addressed by the review. In particular, the interviews probed further into the areas of: strategic focus, niche, organisational culture, advocacy, monitoring and evaluation, communications and branding, fundraising, management, efficiency, governance, and the question of independence or autonomy.

The interviews were an excellent occasion to clarify points of view, to probe issues through confidential, in depth discussions, and to triangulate data collected from other sources and other respondents.

All interviews were targeted to pick up on key issues raised in the individual's answers to the questionnaire, and to take best advantage of each respondent's unique experience with and knowledge of TRAFFIC. The following general interview guide was thus modified to suit each individual respondent. Thus, some of the questions in the guideline below were dropped, and, in advance of each interview, specific questions were added to the protocol, targeting the individual's responses to the questionnaire.

External Review of TRAFFIC 2003

Interview Guideline

IDENTIFICATION	
Name (First LAST)	
Position	
Organisation	
Postal Address	
Telephone	
Email	
Date	
Stakeholder group	
Would particularly like to focus on questions	
Issues arising from questionnaire	

Introduction

1. Please briefly describe your involvement with TRAFFIC and your knowledge of it.

Relevance

2. Overall, what is your opinion of the relevance of TRAFFIC?

3. How would you describe TRAFFIC's niche?

4. Tell me more about synergies between … and TRAFFIC.

Effectiveness

5. Overall, what is your opinion of the effectiveness of TRAFFIC?

6. Tell me more about collaborations with …

7. Why do you say … is not very effective?

8. What do you consider to be TRAFFIC's greatest successes?

9. How would you describe TRAFFIC's organisational culture?

Efficiency

10. Overall, what is your opinion of the efficiency of TRAFFIC's operations?

11. Do you have any recommendations on how TRAFFIC could improve its fundraising?

Opportunities and Recommendations

12. In your opinion, could TRAFFIC's strategic focus be improved? If so, how?

13. In your opinion, how could TRAFFIC's programme be refined, streamlined, or strengthened?

14. In your opinion, how could TRAFFIC's management and operational systems be strengthened?

15. What do you see as the strengths and weaknesses of TRAFFIC's governance?

16. In your opinion, how could TRAFFIC's governance be improved?

17. What do you see as the pros and cons of the various governance scenarios that have been proposed for TRAFFIC (continue as a joint programme of WWF and IUCN, independence, etc.)?

18. Are there any additional programmatic or organisational lessons that you would like to highlight from your experience with TRAFFIC?
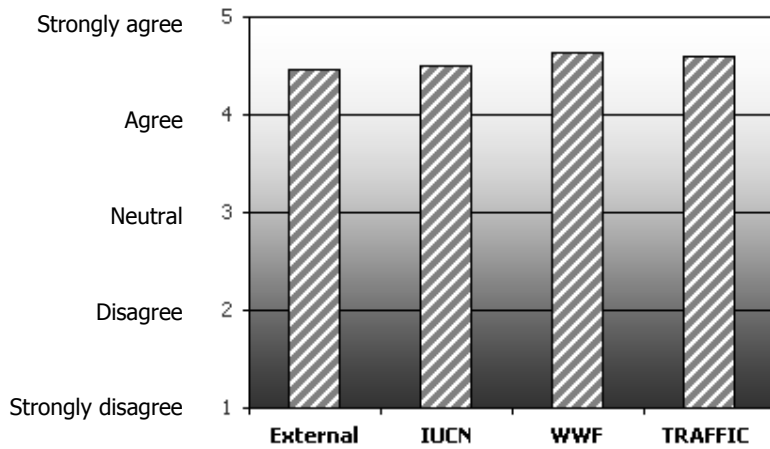
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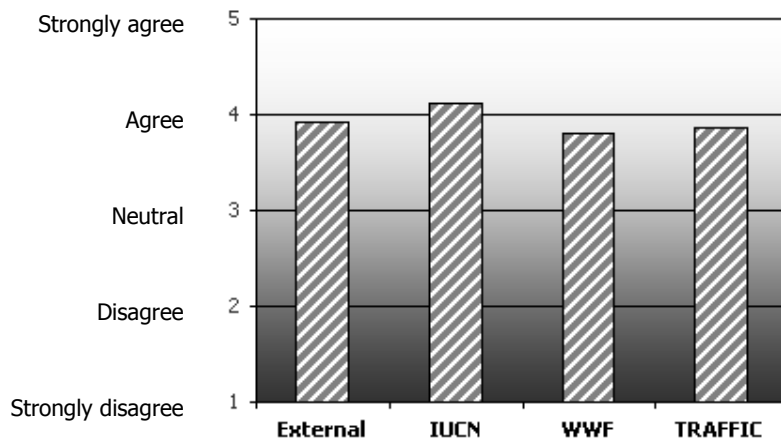THANK YOU FOR TAKING THE TIME TO PARTICIPATE IN THIS REVIEW!

QUANTITATIVE RESPONSES TO THE QUESTIONNAIRE

### 1. TRAFFIC's programme is relevant to the overall conservation agenda.

	Mean	SD	n
External	4.5	0.5	22
IUCN	4.5	0.5	16
WWF	4.6	0.5	22
TRAFFIC	4.6	0.5	46
Overall	**4.6**	0.5	106

2. The work of TRAFFIC is relevant to the global sustainable development agenda.

	Mean	SD	n
External	3.9	0.7	20
IUCN	4.1	0.3	16
WWF	3.8	0.9	20
TRAFFIC	3.9	0.7	41
Overall	**3.9**	0.7	97

3. The work of TRAFFIC is relevant to the intergovernmental policy agenda.
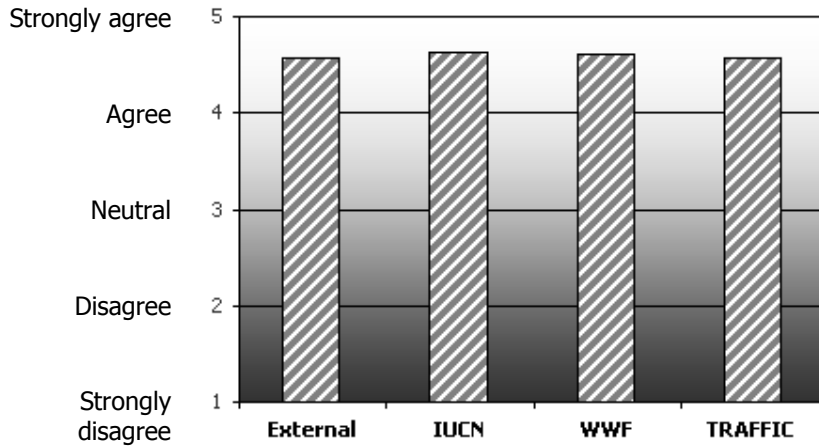
	Mean	SD	n
External	4.6	0.5	21
IUCN	4.6	0.5	16
WWF	4.6	0.5	22
TRAFFIC	4.6	0.6	46
Overall	**4.6**	0.5	105

4. I view the work of TRAFFIC as relevant to my programme / organisation.
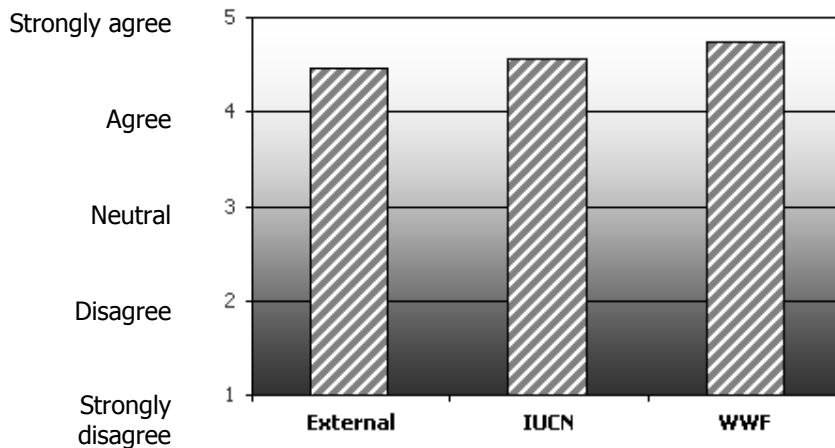
	Mean	SD	n
External	4.5	0.5	22
IUCN	4.6	0.5	16
WWF	4.7	0.4	23
Overall	**4.6**	0.5	61

5. TRAFFIC provides added value to my programme / organisation.
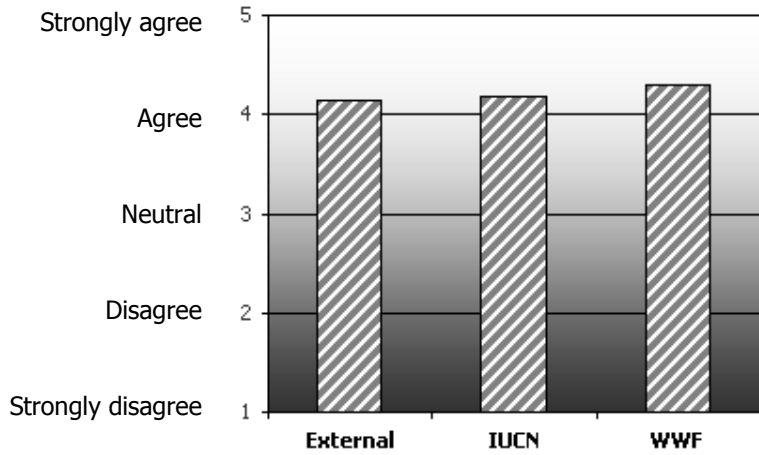
	Mean	SD	n
External	4.1	0.6	22
IUCN	4.2	0.8	16
WWF	4.3	0.7	23
Overall	**4.2**	0.7	61

6. IUCN's programme is relevant and adds value to TRAFFIC's programme delivery.
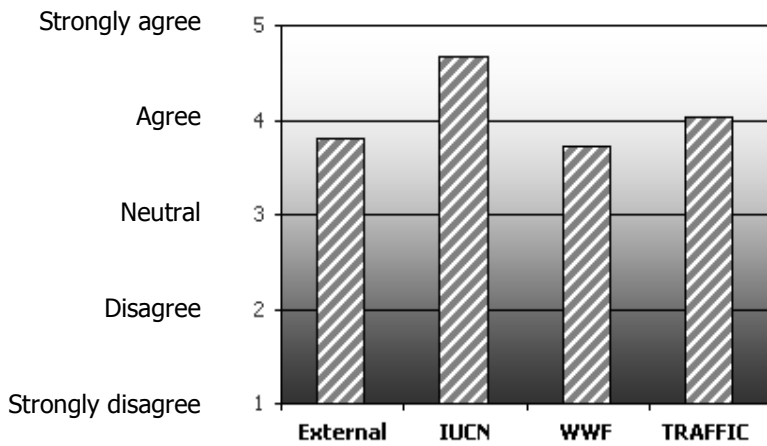
	Mean	SD	n
External	3.8	0.5	16
IUCN	4.7	0.5	15
WWF	3.7	0.6	11
TRAFFIC	4.0	0.6	44
Overall	**4.1**	0.7	86

7. WWF's programme is relevant and adds value to TRAFFIC's programme delivery.
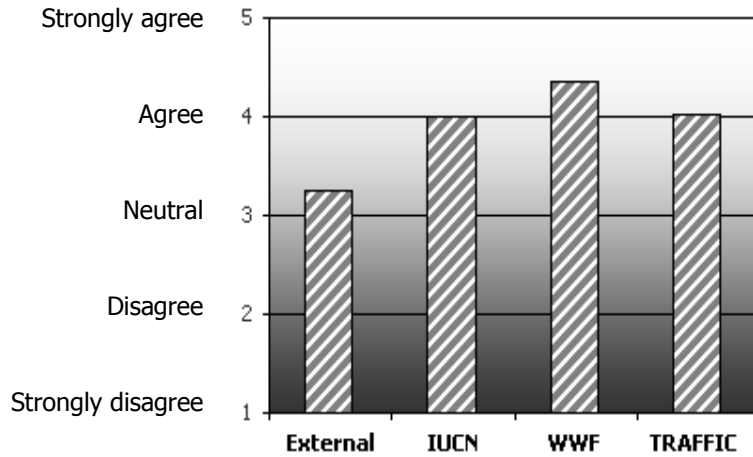
	Mean	SD	n
External	3.3	1.1	14
IUCN	4.0	0.7	10
WWF	4.4	0.6	22
TRAFFIC	4.0	0.5	45
Overall	**4.0**	0.8	91

8. TRAFFIC has a clear niche for its work programme.
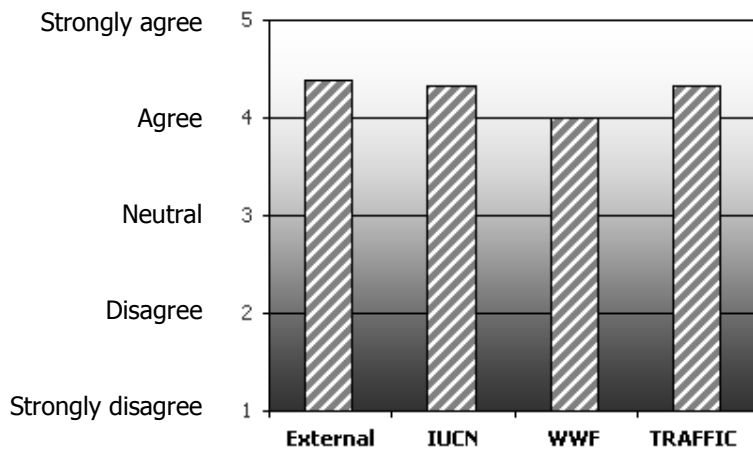
	Mean	SD	n
External	4.4	0.7	21
IUCN	4.3	0.7	15
WWF	4.0	1.1	22
TRAFFIC	4.3	0.8	46
Overall	**4.3**	0.9	104

9a. How effective is TRAFFIC in moving towards its conservation objective for threatened species?
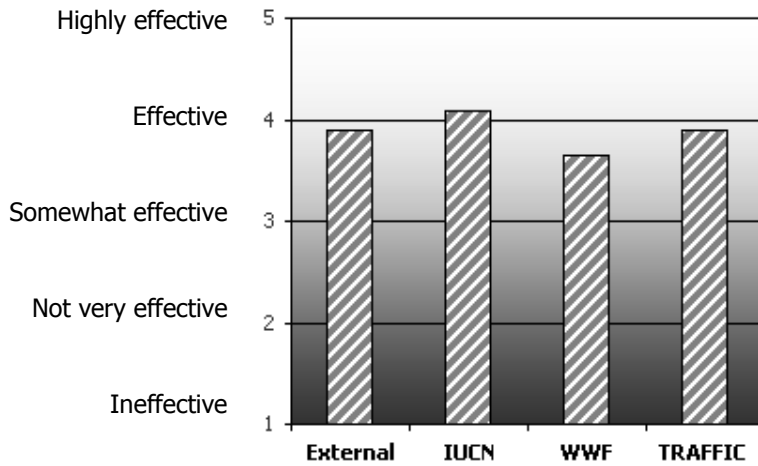
	Mean	SD	n
External	3.9	1.0	21
IUCN	4.1	0.7	12
WWF	3.7	0.7	23
TRAFFIC	3.9	0.7	46
Overall	**3.9**	0.8	102

9b. How effective is TRAFFIC in moving towards its conservation objective for priority ecoregions?
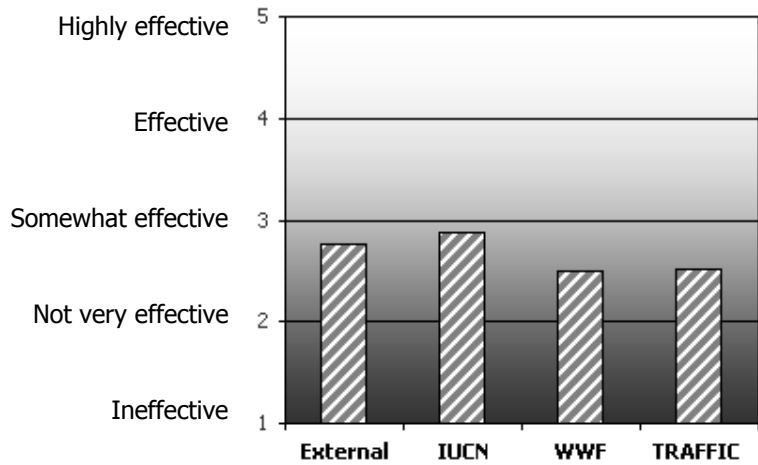
	Mean	SD	n
External	2.8	1.0	13
IUCN	2.9	0.8	8
WWF	2.5	0.9	20
TRAFFIC	2.5	0.8	44
Overall	**2.6**	0.8	85

9c. How effective is TRAFFIC in moving towards its conservation objective for <u>resource security</u>?

	Mean	SD	n
External	3.5	0.7	19
IUCN	3.4	0.5	10
WWF	2.7	0.8	21
TRAFFIC	3.5	0.7	45
Overall	**3.3**	0.8	95
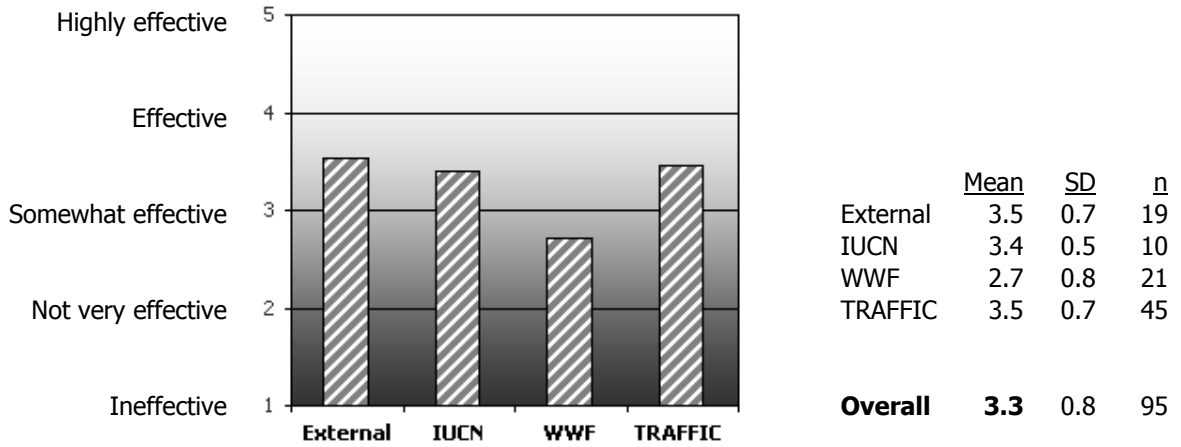
9d. How effective is TRAFFIC in moving towards its conservation objective for <u>international cooperation</u>?

	Mean	SD	n
External	4.1	0.8	20
IUCN	4.0	0.7	12
WWF	3.8	0.7	22
TRAFFIC	4.1	0.6	45
Overall	**4.0**	0.7	99
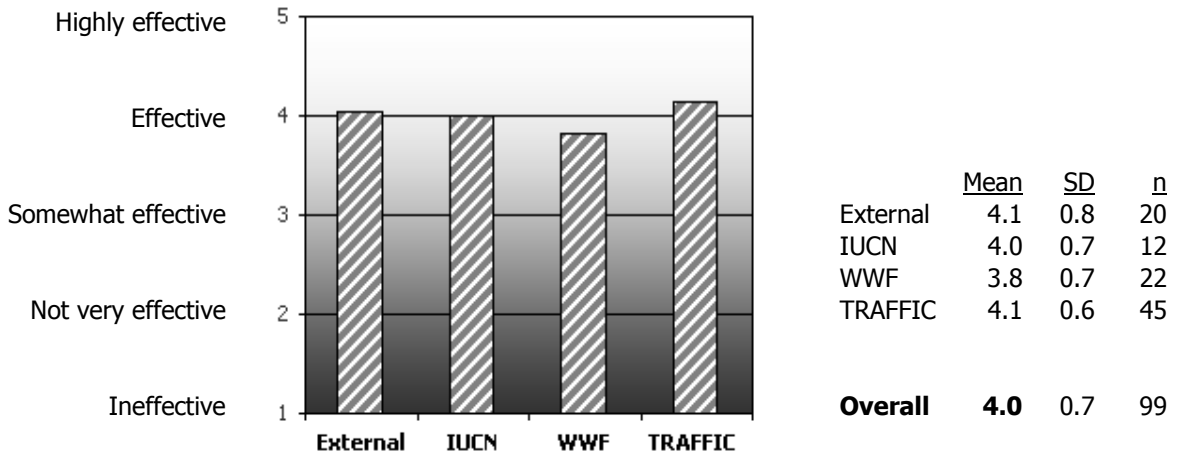
10a. How effective is TRAFFIC's conservation method of <u>mobilising knowledge</u>?

	Mean	SD	n
External	3.9	1.0	19
IUCN	4.0	1.0	11
WWF	3.7	0.6	21
TRAFFIC	4.0	0.6	44
Overall	**3.9**	0.8	95
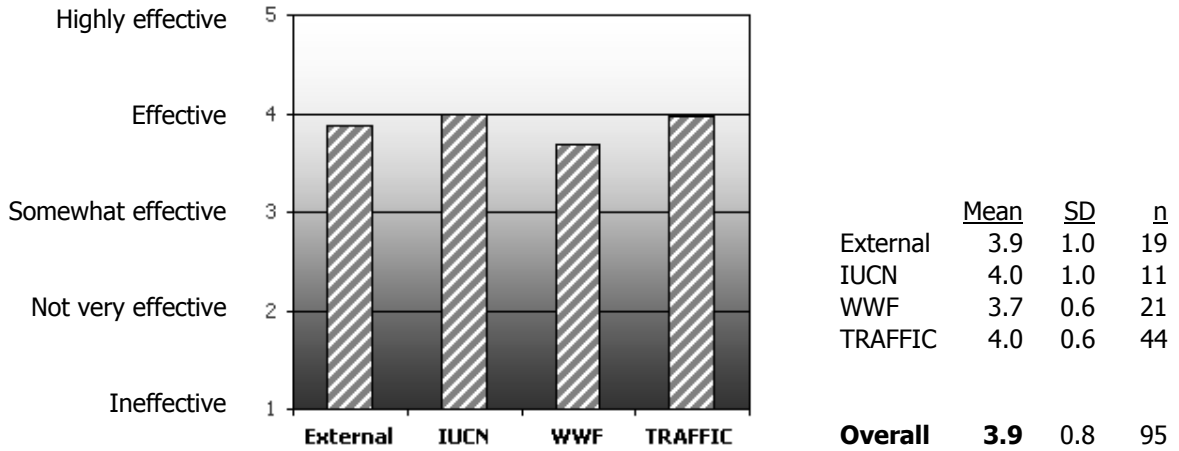
10a. How effective is TRAFFIC's conservation method of <u>effective regulation</u>?

	Mean	SD	n
External	3.8	0.7	18
IUCN	3.7	0.7	9
WWF	3.9	0.8	22
TRAFFIC	4.1	0.7	45
Overall	**3.9**	0.7	94
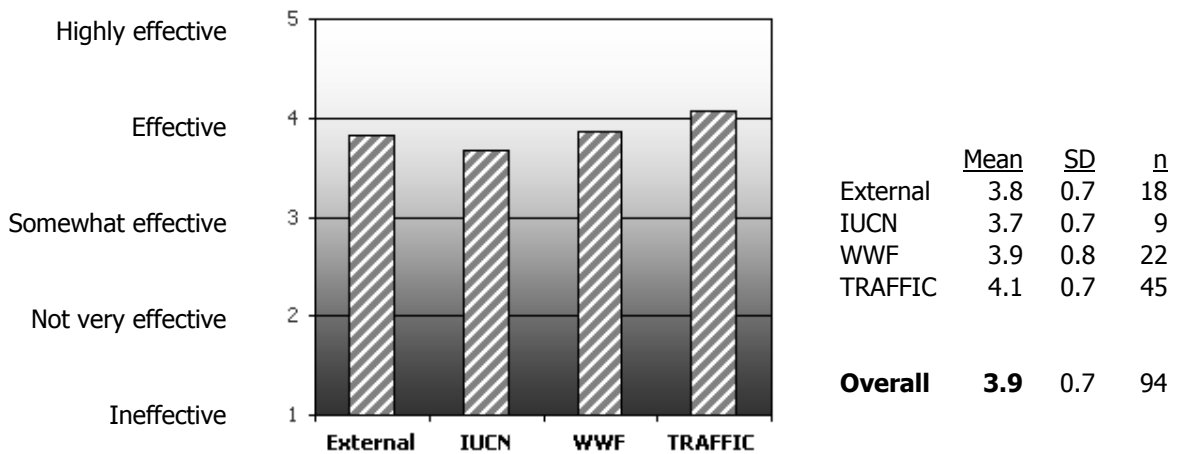
10c. How effective is TRAFFIC's conservation method of <u>positive economic incentives</u>?
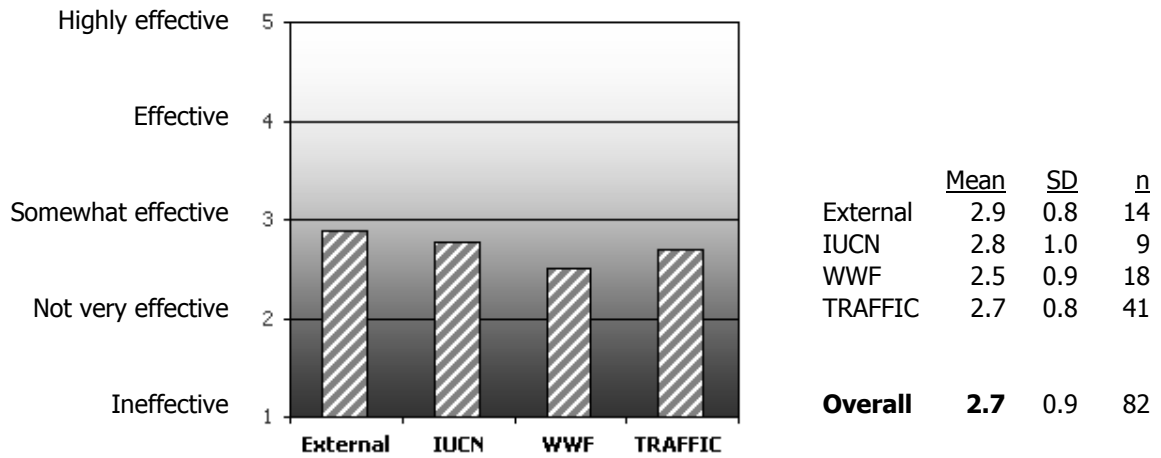
	Mean	SD	n
External	2.9	0.8	14
IUCN	2.8	1.0	9
WWF	2.5	0.9	18
TRAFFIC	2.7	0.8	41
Overall	**2.7**	0.9	82

10d. How effective is TRAFFIC's conservation method of <u>sustainable consumptive behaviour</u>?

	Mean	SD	n
External	3.2	1.1	13
IUCN	3.2	0.8	11
WWF	2.8	0.8	20
TRAFFIC	2.7	0.8	42
Overall	**2.9**	0.8	86
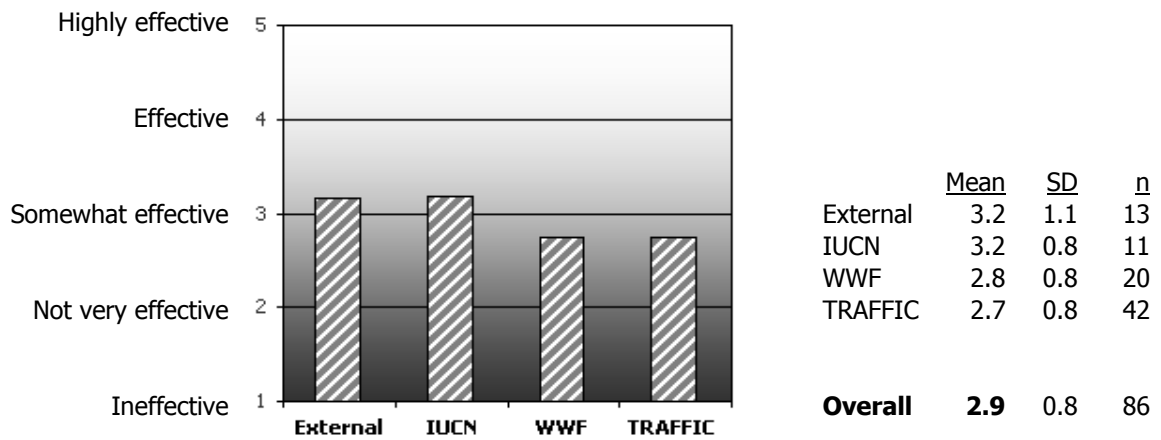
11. TRAFFIC is effective in delivering its conservation programme.
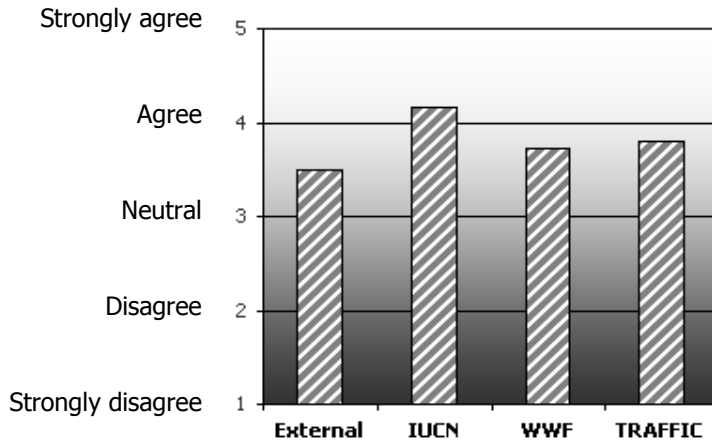
	Mean	SD	n
External	3.5	0.9	16
IUCN	4.2	0.4	12
WWF	3.7	0.6	22
TRAFFIC	3.8	0.6	44
Overall	**3.8**	0.7	94

12. TRAFFIC's programme planning processes are effective.
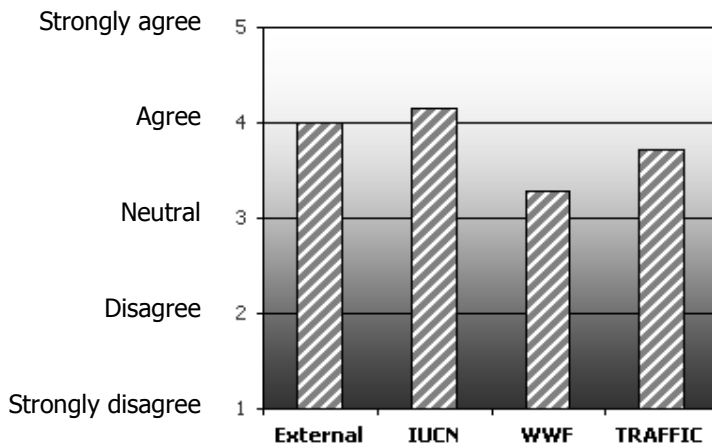
	Mean	SD	n
External	4.0	1.1	8
IUCN	4.1	0.7	7
WWF	3.3	0.8	14
TRAFFIC	3.7	0.8	43
Overall	**3.7**	0.8	72

13. TRAFFIC's monitoring and evaluation processes are effective.
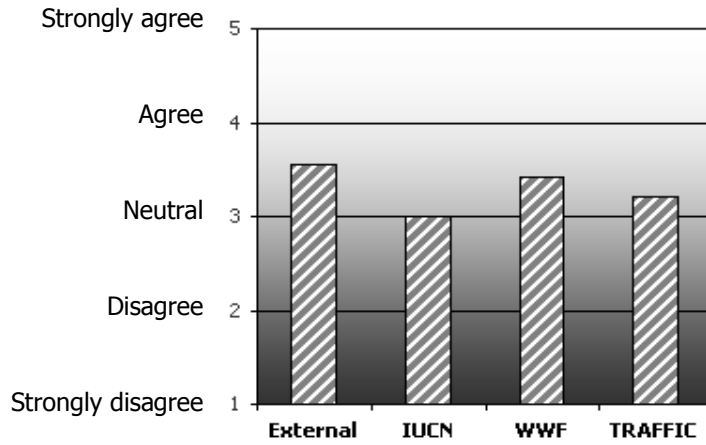
	Mean	SD	n
External	3.6	0.9	9
IUCN	3.0	1.0	5
WWF	3.4	0.8	12
TRAFFIC	3.2	0.9	41
Overall	**3.3**	0.9	67

14. TRAFFIC is effective in maximizing synergies with IUCN.
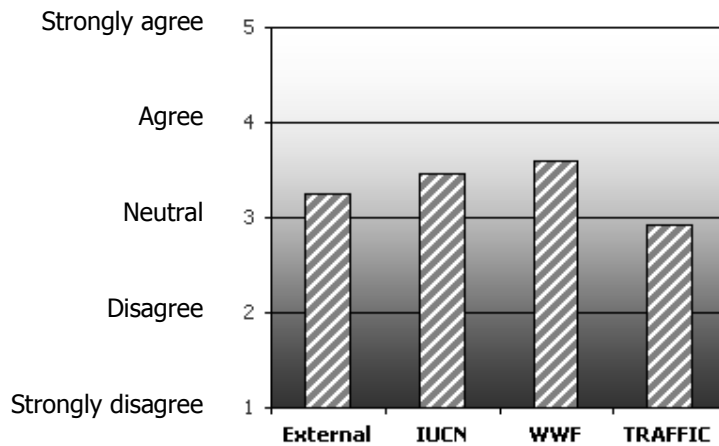
	Mean	SD	n
External	3.3	1.1	12
IUCN	3.5	1.1	14
WWF	3.6	0.9	5
TRAFFIC	2.9	0.8	36
Overall	**3.1**	0.9	67

15. TRAFFIC is effective in maximizing synergies with WWF.
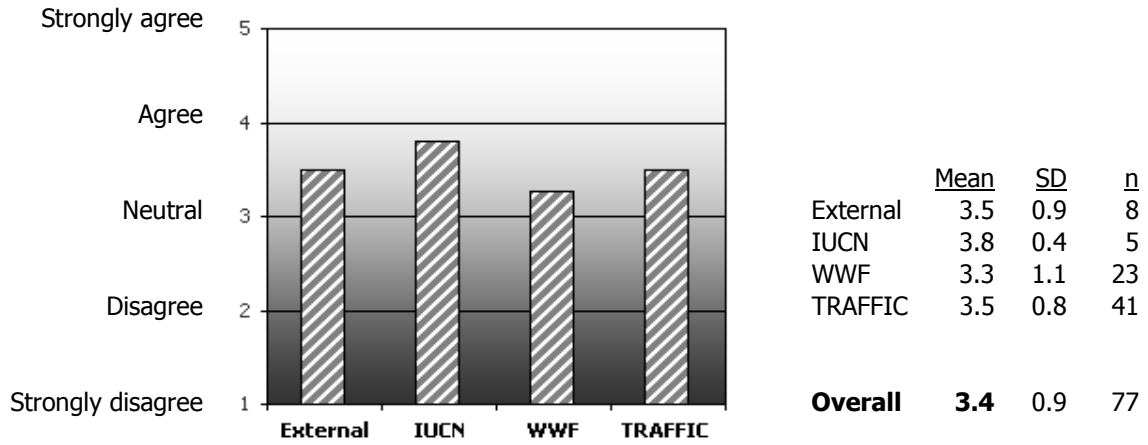
	Mean	SD	n
External	3.5	0.9	8
IUCN	3.8	0.4	5
WWF	3.3	1.1	23
TRAFFIC	3.5	0.8	41
Overall	**3.4**	0.9	77

16. With its 24 offices worldwide, the size of the TRAFFIC network is appropriate for the delivery of its programme.

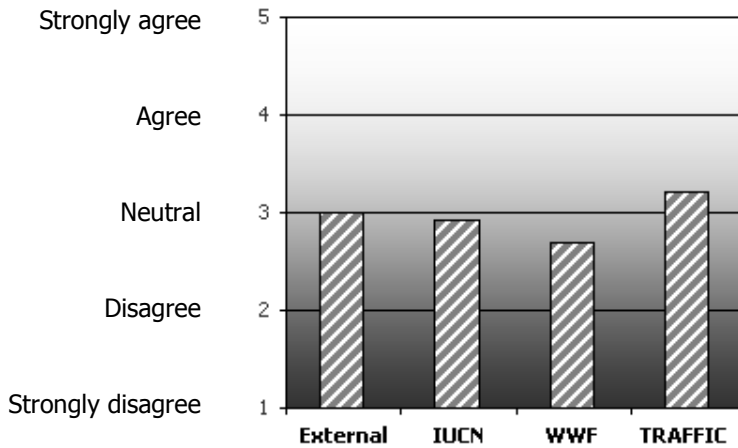|	Mean	SD	n
External	2.8	1.0	16
IUCN	2.9	1.0	13
WWF	2.7	0.9	15
TRAFFIC	2.8	1.0	46
Overall	**2.8**	1.0	90
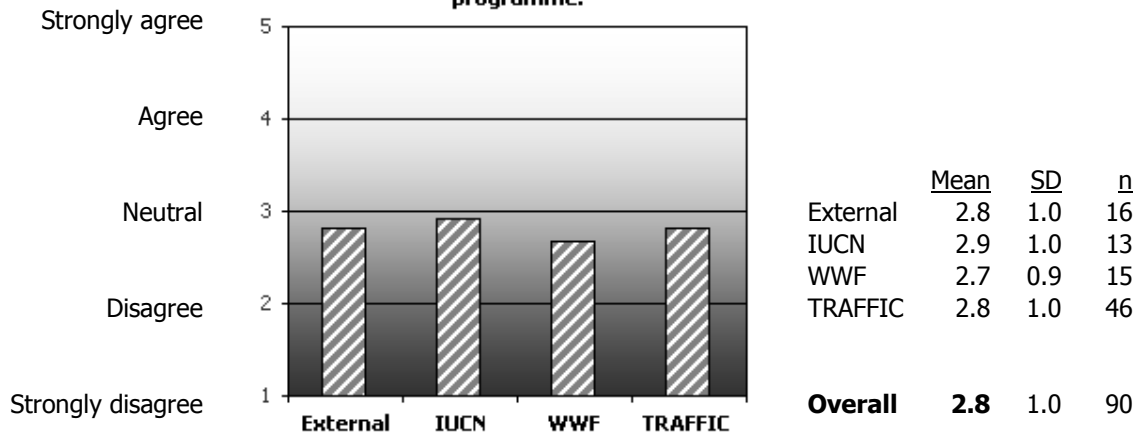
17. The location of TRAFFIC's operations is appropriate for the delivery of its programme.
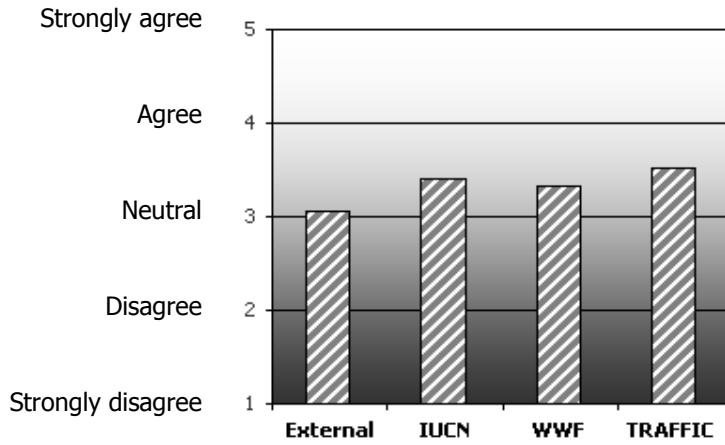
	Mean	SD	n
External	3.1	1.2	16
IUCN	3.4	0.7	10
WWF	3.3	0.8	18
TRAFFIC	3.5	0.6	44
Overall	**3.4**	0.8	88

18. TRAFFIC is able to respond to emerging conservation issues.

	Mean	SD	n
External	3.0	1.2	17
IUCN	2.9	0.9	12
WWF	2.7	0.9	20
TRAFFIC	3.2	0.7	46
Overall	**3.0**	0.9	95

19. TRAFFIC's organisational culture effectively supports innovation.
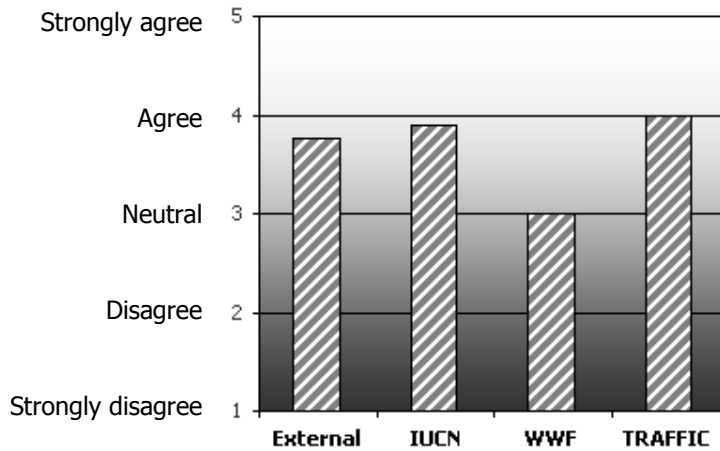
	Mean	SD	n
External	3.8	0.7	13
IUCN	3.9	0.7	5
WWF	3.0	1.1	14
TRAFFIC	4.0	0.7	45
Overall	**3.8**	0.9	77

20. TRAFFIC's organisational culture effectively supports learning.
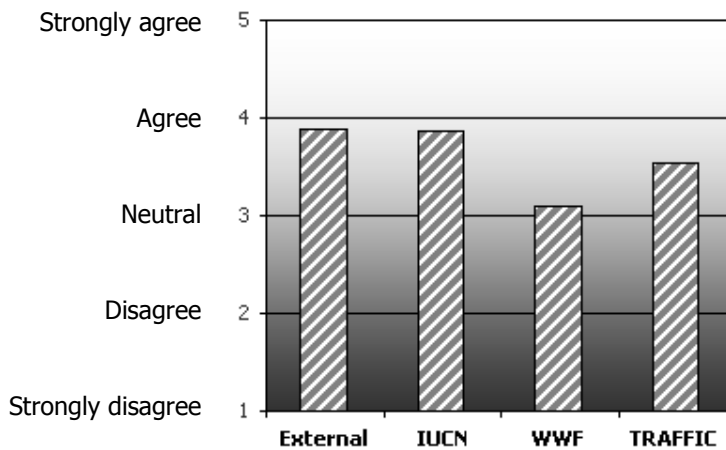
	Mean	SD	n
External	3.9	0.6	9
IUCN	3.9	0.7	7
WWF	3.1	1.1	10
TRAFFIC	3.5	0.9	45
Overall	**3.5**	0.9	71

21. TRAFFIC's leadership is effective in achieving its goals and mission.
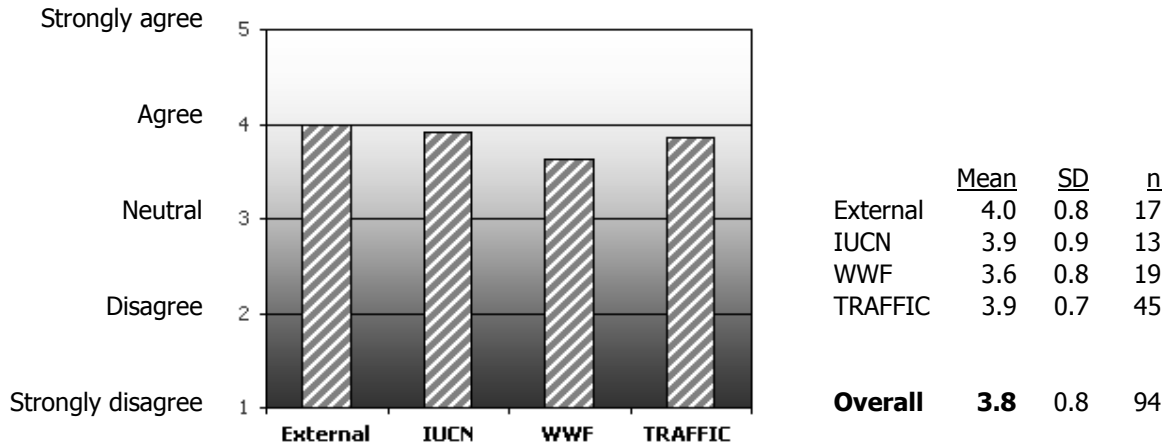
	Mean	SD	n
External	4.0	0.8	17
IUCN	3.9	0.9	13
WWF	3.6	0.8	19
TRAFFIC	3.9	0.7	45
Overall	**3.8**	0.8	94

22a. TRAFFIC managers have the management skills necessary to adapt effectively to changing programmatic circumstances.
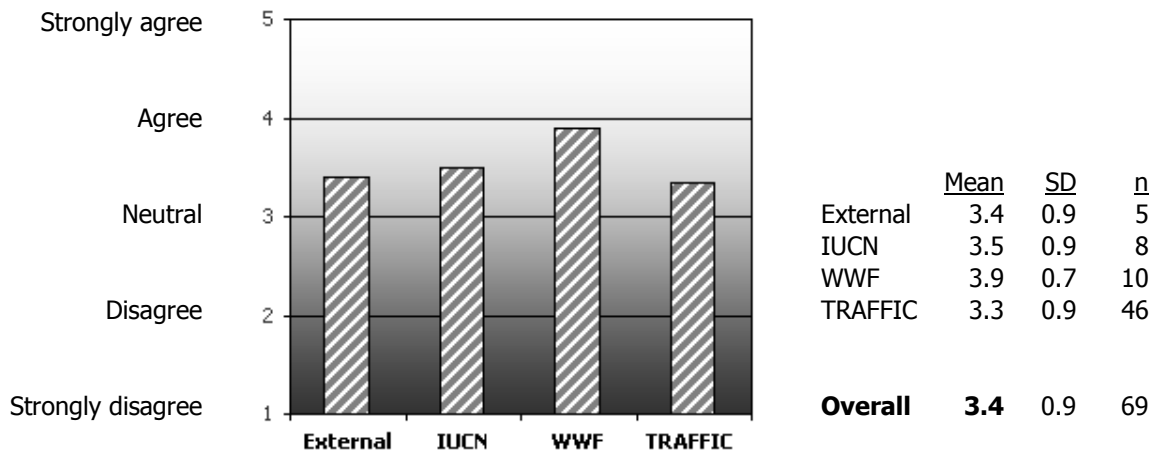

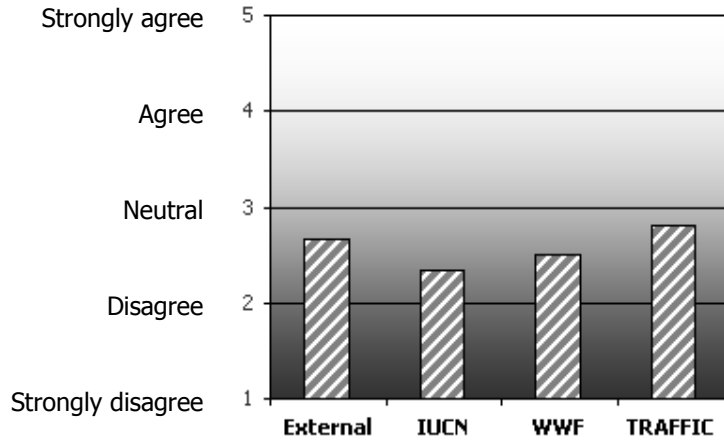|	Mean	SD	n
External	3.2	1.1	12
IUCN	3.0	1.1	8
WWF	3.4	0.9	16
TRAFFIC	3.4	0.8	45
Overall	**3.3**	0.9	81

22b. TRAFFIC managers have the opportunity to provide input on major decisions affecting the management of the TRAFFIC Network.

	Mean	SD	n
External	3.6	0.7	8
IUCN	4.3	0.5	6
WWF	3.8	1.2	9
TRAFFIC	4.1	1.0	37
Overall	**4.0**	1.0	60

23. Roles and responsibilities are clear within the organisation.
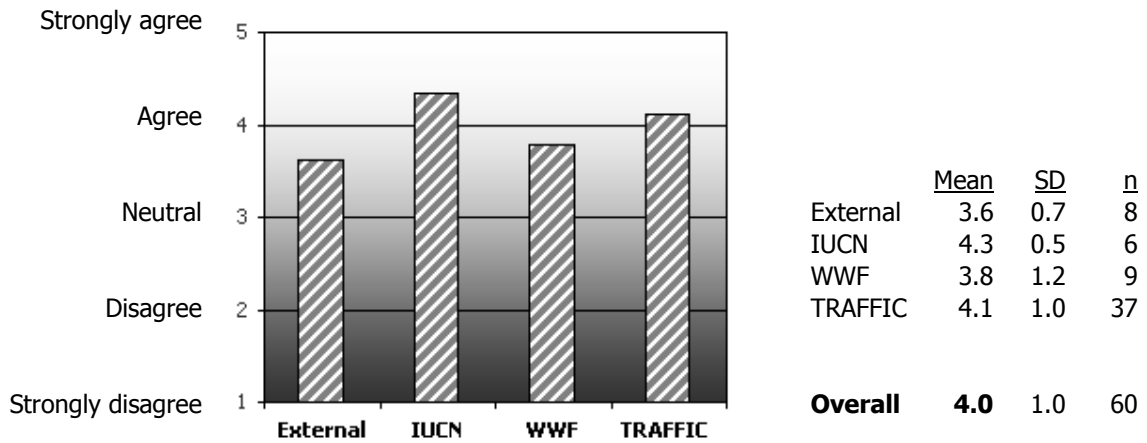
	Mean	SD	n
External	3.4	0.9	5
IUCN	3.5	0.9	8
WWF	3.9	0.7	10
TRAFFIC	3.3	0.9	46
Overall	**3.4**	0.9	69

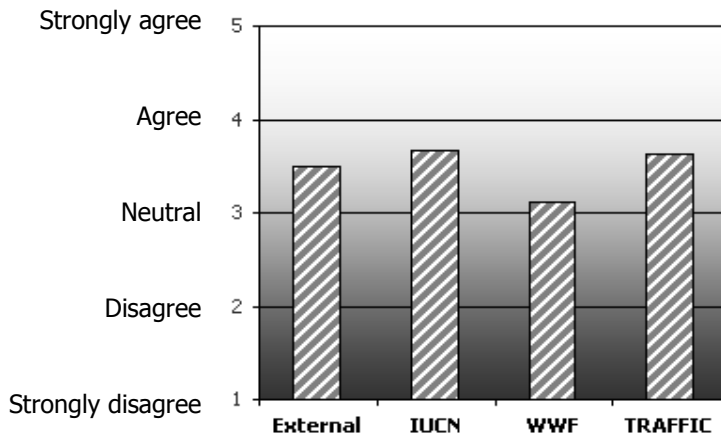**24. Human resources systems of TRAFFIC are effective in supporting the delivery of a regionalized programme.**

	Mean	SD	n
External	2.7	0.6	3
IUCN	2.3	0.5	6
WWF	2.5	1.0	4
TRAFFIC	2.8	0.8	40
Overall	**2.7**	0.8	53

**25. Information systems of TRAFFIC are effective in supporting the delivery of a regionalized programme.**

	Mean	SD	n
External	3.5	0.6	4
IUCN	3.7	1.0	6
WWF	3.1	1.3	9
TRAFFIC	3.6	0.8	43
Overall	**3.5**	0.9	62

**26. Administration systems of TRAFFIC are effective in supporting the delivery of a regionalized programme.**
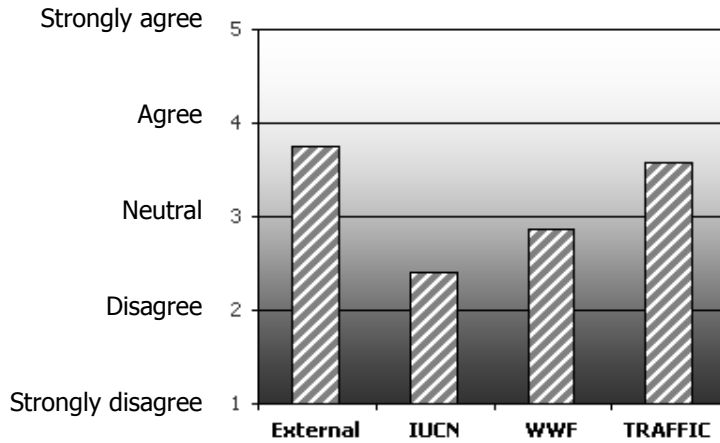
	Mean	SD	n
External	3.8	0.5	4
IUCN	2.4	0.5	5
WWF	2.9	1.1	8
TRAFFIC	3.6	0.8	42
Overall	**3.4**	0.9	59

27. TRAFFIC's governance frameworks are effective in guiding the work of TRAFFIC.
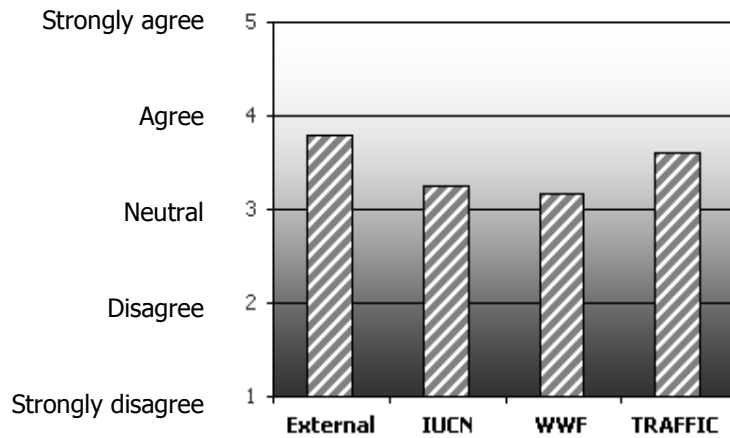
	Mean	SD	n
External	3.8	1.1	5
IUCN	3.3	0.9	8
WWF	3.2	1.2	6
TRAFFIC	3.6	0.8	42
Overall	**3.5**	0.8	61

28. The TRAFFIC Committee adequately carries out its oversight role.
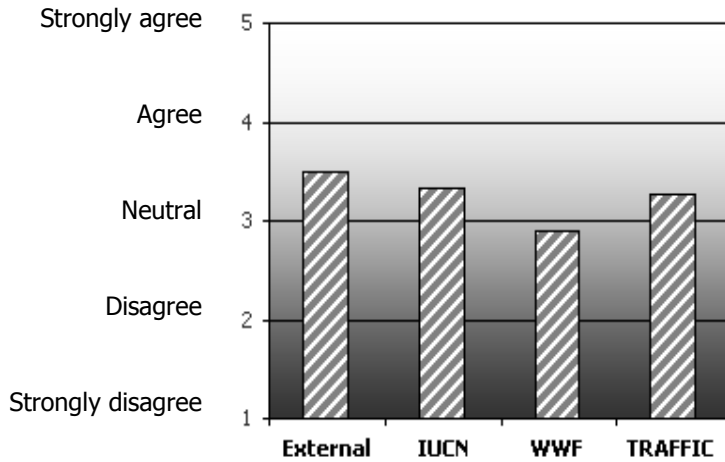
	Mean	SD	n
External	3.5	0.7	2
IUCN	3.3	0.7	9
WWF	2.9	1.1	10
TRAFFIC	3.3	0.9	29
Overall	**3.2**	0.9	50

29. TRAFFIC achieves its objectives cost effectively.
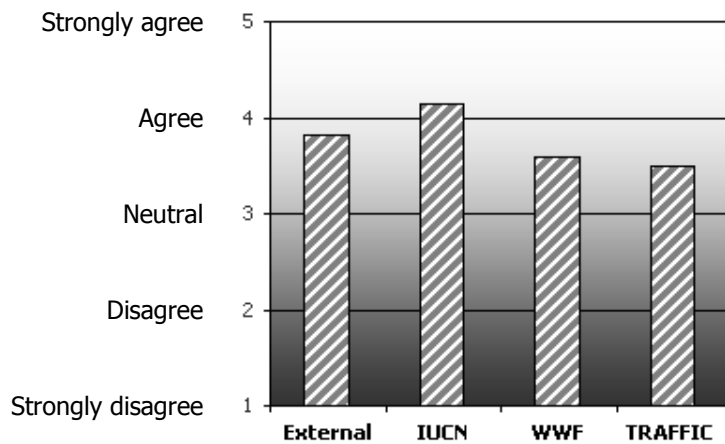
	Mean	SD	n
External	3.8	0.9	11
IUCN	4.1	0.4	7
WWF	3.6	0.9	17
TRAFFIC	3.5	1.1	45
Overall	**3.6**	1.0	80

30. TRAFFIC's revenue generation is timely.
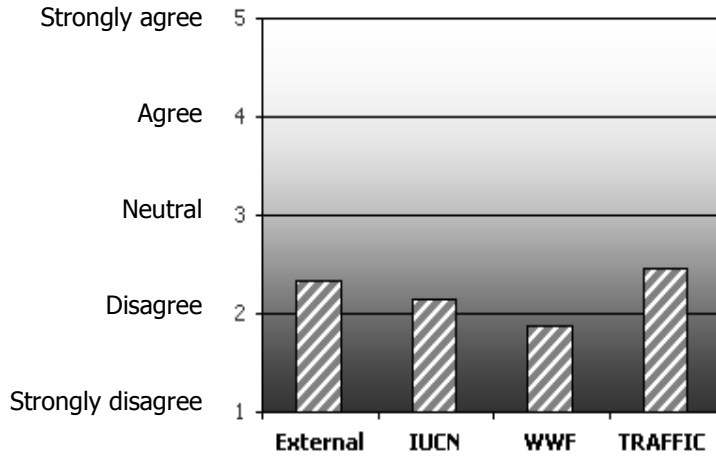
	Mean	SD	n
External	2.3	0.5	6
IUCN	2.1	1.1	7
WWF	1.9	0.6	8
TRAFFIC	2.5	0.9	42
Overall	**2.3**	0.8	63

31. TRAFFIC generates revenue from a healthy diversity of funding sources.
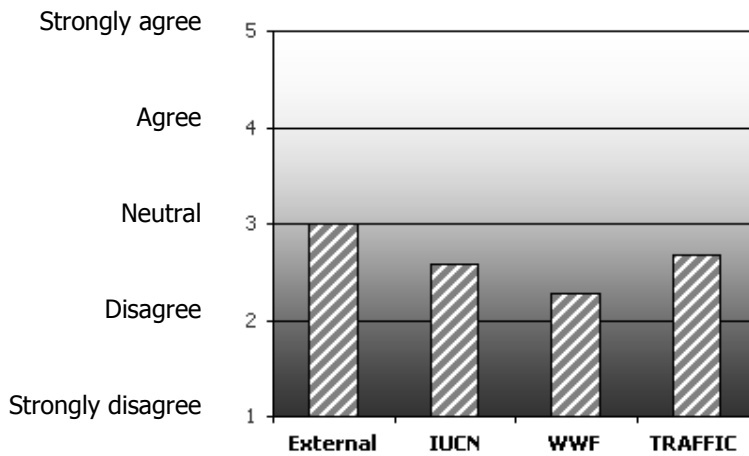
	Mean	SD	n
External	3.0	1.2	7
IUCN	2.6	1.5	7
WWF	2.3	0.8	14
TRAFFIC	2.7	0.9	45
Overall	**2.6**	1.0	73

32. The operational management of donor contracts is efficient.
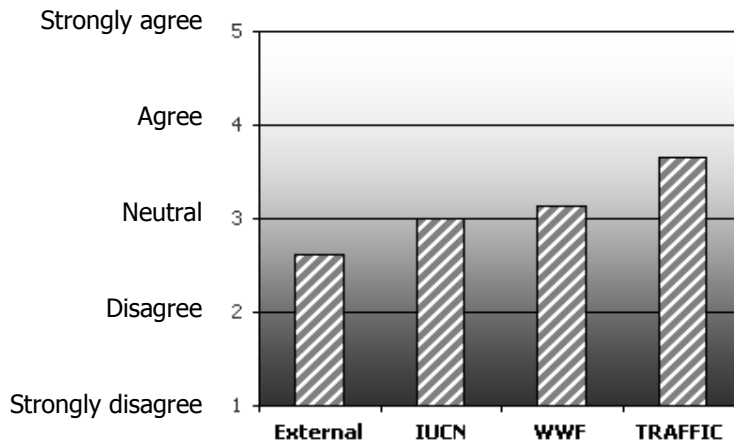
	Mean	SD	n
External	2.6	1.4	8
IUCN	3.0	1.0	3
WWF	3.1	0.8	14
TRAFFIC	3.7	0.6	36
Overall	**3.4**	0.9	61

33. TRAFFIC's Funding Strategy effectively supports the delivery of the TRAFFIC programme.
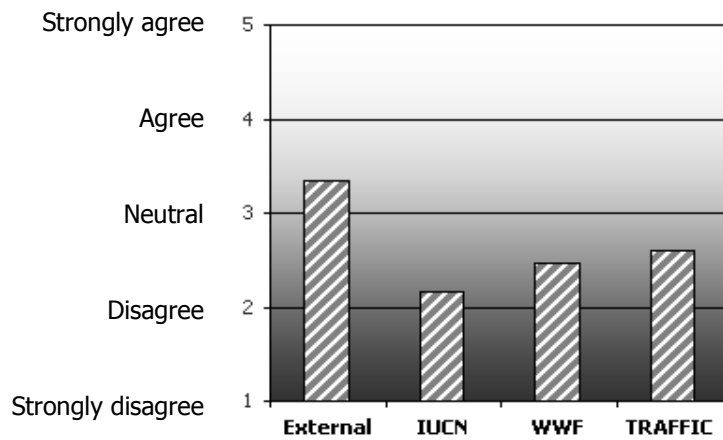
	Mean	SD	n
External	3.3	1.0	6
IUCN	2.2	0.8	6
WWF	2.5	0.9	13
TRAFFIC	2.6	0.9	39
Overall	**2.6**	0.9	64

34. TRAFFIC's Business Model effectively supports the delivery of the TRAFFIC programme.

	Mean	SD	n
External	4.0	0.0	3
IUCN	2.6	0.5	5
WWF	3.0	1.2	7
TRAFFIC	3.3	0.8	27
Overall	**3.2**	0.8	42
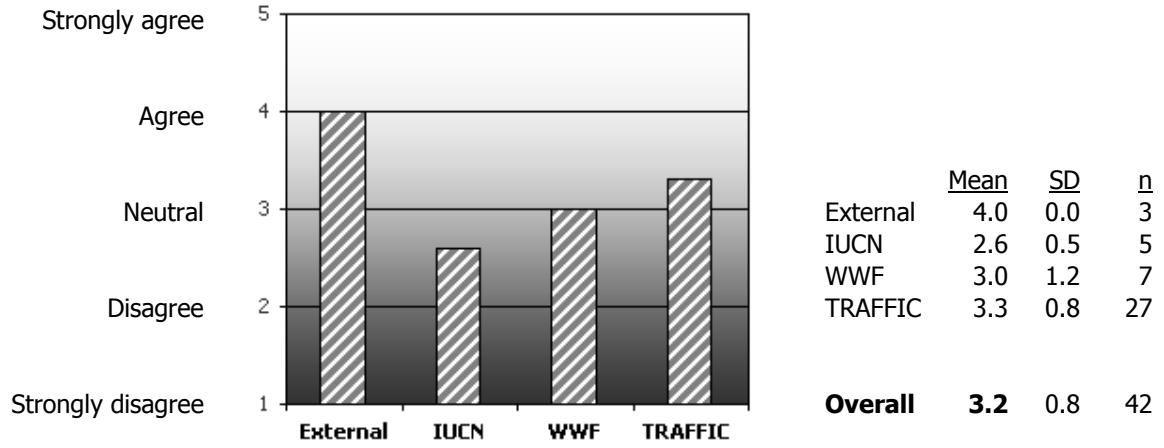
VIEWS ON THE ADDED VALUE OF WWF TO TRAFFIC

The following are quotations from the questionnaires and interviews, organised by respondent group. Compared to the overwhelming number of negative views, very few positive views were expressed of WWF's added value to TRAFFIC, aside from its very valuable financial contribution.

A lot of TRAFFIC's problems are linked to its difficulties with WWF. TRAFFIC tries to work with WWF, but I don't think it is reciprocated. (E)

The political nature of the WWF Network, and the need to balance politics of many different independent WWF organisations appears to constrain TRAFFIC's effectiveness – and at times to undermine the independence of the organisation. (E)

No evidence of value addition by WWF. (E)

The WWF species programme seems to be the closest link between TRAFFIC and WWF. It is mainly donor and communication driven, focussing on small numbers of charismatic species. Trade in or use of these species is practically always portrayed by WWF as negative, while the main conservation concerns for these species are usually not related to direct trade or utilisation. TRAFFIC seems often 'obliged' to justify its relevance to this WWF programme by undertaking more or less trivial trade work on these species. This drains TRAFFIC resources away from more pertinent priorities, and enhances the image of "evil wildlife trade" – something that is contrary to the main TRAFFIC messages and TRAFFIC's core business. This in itself, as well as the more protectionist, animal welfare and anti-wildlife use positions of WWF are problematic for TRAFFIC, and do not seem to add all that much value to its work. (E)

I disagree that WWF adds value to TRAFFIC. WWF is an advocacy organisation and sometimes they tend to exaggerate things. Sometimes they ignore realities on the ground in developing countries. These realities are very important. You need to take into account what can be done on the ground, taking into account all stakeholders. (E)

It is difficult for others to invest in TRAFFIC if it is seen as a WWF vehicle. (E)

TRAFFIC has two major problems. One is money. The second thing is that the funding comes from WWF, and that has heavy costs. TRAFFIC suffers from that – guilt by association. A good example is where a European WWF starts lobbying against the trade in a species, while TRAFFIC's work shows that the trade is sustainable, and their report gets shoved under. The WWF relationship is constraining because it does not give TRAFFIC enough money, and it is constraining intellectually. (E)

I strongly disagree that WWF adds value to TRAFFIC. In recent years, particularly with the Species Programme, WWF is becoming a competitor to TRAFFIC. I don't think they see TRAFFIC as a partner. I think the WWF species programme is bloody terrible. The species focus is outmoded. It gets you into a situation where you have to focus on very narrow issues. Your fundraising and communications all goes down this old-fashioned and unproductive route. (E)

The linkage with WWF has always been an uneasy marriage. It is the case of having a dog and learning to bark yourself. WWF has TRAFFIC, yet it has a wildlife trade programme itself. So much of TRAFFIC's thunder is stolen by WWF. Often it comes out under WWF's name, so the branding by

TRAFFIC is lost. There is confusion over what is the purpose of being a programme of WWF and IUCN when you are not in fact independent, and there is duplication of effort. The focus of WWF on certain issues gives the impression of not being neutral. So when your most vocal partner is not neutral, it is hard to sell yourself as neutral. And when you are neutral, your main partner gets unhappy. The size of the panda has not helped TRAFFIC. TRAFFIC is able to come up with different sides of the discussion, and not just the same old stuff you would expect from WWF. (E)

It looks like TRAFFIC is becoming donor-driven, WWF-driven. TRAFFIC, for financial reasons, must be relevant to WWF's priorities. It is often artificial, and does not correspond to TRAFFIC's priorities. TRAFFIC tries to manoeuvre itself into a position where it can be relevant to the species of importance to WWF. That is the curse of being a joint programme of WWF and IUCN. The structure is not really sound. It is a shame that WWF is seeking more and more control. (E)

There is a lot of tension between the TRAFFIC programme and WWF. This comes down to whether WWF is prepared to give TRAFFIC the room at the policy level that it needs to do its work, and make the recommendations that it does. (E)

It is hard for TRAFFIC to be autonomous from WWF on policy, and this creates a lot of strife. The policy arm [of WWF] is very protectionist. Governments see WWF as a lobbying and advocacy group, and TRAFFIC as a valued advisor. (I)

The Species TDP is so over-controlling on the trade side. TRAFFIC is tied to WWF, and is competing with the Species Programme. WWF did not have a wildlife trade programme before, and it is completely irrational the way it is now. The WWF Species Programme should get on with Target 1, and raise money for both. The TDP should be asked to leave Target 2 to TRAFFIC. Especially in a tight economy, how do you explain that TRAFFIC does some of your trade work, but not all of it? It doesn't compute. (I)

TRAFFIC is obviously relevant to WWF, but [there are] questions about the reciprocal value. TRAFFIC is heavily dependent on WWF, but this dependency creates tension. (I)

WWF provides significant support, but has demonstrated interest in dictating programme and management as a result – threatening the independence of TRAFFIC work. (I)

TRAFFIC should not be responding to WWF members. It needs to remain neutral. This is a pirate approach: WWF wants to gain the reputation of a neutral international convenor on the international scene, while it is not. (I)

I'd like to see a larger degree of delegation from WWF to TRAFFIC on Target 2. We have not got the connectivity on the TDP Target 2 properly worked out. We don't see it enough as the dog that barks on our behalf. WWF does not see TRAFFIC as the help it is. (W)

The panda voice, financial support and target-driven programme interest all enhance TRAFFIC's work, but there are costs to balance against these benefits: harnessing the WWF communications machine to good effect (getting the message right) can be time-consuming, and the panda shadow has a great impact on TRAFFIC's own profile (and therefore its ability to attract support from others). (T)

The WWF "campaign approach" can be disastrous particularly when short-term, as it is perceived as being funds / membership orientated. This split is also recognised by governments and organisations outside of WWF – that whilst talk focuses on sustainable use, in practice actions and voices are sometimes more orientated towards the WWF membership. Links with WWF offices / personalities in such cases can undermine the credibility of TRAFFIC. (T)

I do have concerns about the way WWF at the international level created a Species Programme that seems to have a lot of overlap with TRAFFIC. (T)

There has been emphasis in WWF to control what TRAFFIC does, but we do need to take the risk and branch out more. (T)

The overall "nuts and bolts" programmatic relationship is rather inconsistent, and varies from donor-driven, "master & servant" type perceptions through to objective recognition of TRAFFIC's niche expertise and the productive integration of joint project implementation. There could be much more accomplished by both organisations if synergies could be better enhanced, and counter-productive competition could be eliminated. (T)

There is a feeling that WWF didn't necessarily need to establish a wildlife trade area within the Species Programme, and that that expertise and resources could be found within TRAFFIC. Four to five positions were set up to do what people in TRAFFIC were already doing. (T)

With the WWF Species Programme there is some duplication of effort. Both our programmes suffered cuts last year. WWF could more clearly identify TRAFFIC in the leadership role on trade. The TDP said it could not invest more, but they still recruited staff of their own. Some WWF donor offices were uncomfortable with WWF building new capacity, rather than supporting existing capacity (Head of Programme, Wildlife Trade Officer, Campaigns Officer, etc.). We were struggling to maintain those similar roles in TRAFFIC. (T)

There is a desire for control from WWF. In WWF there is a possessiveness about TRAFFIC – almost a feeling of ownership without responsibility. The relationship with WWF has been a challenge for a long time. TRAFFIC would not be TRAFFIC – you might as well disband it – if you are going to say it is just a service unit to WWF. In effect it's saying "Let's not have TRAFFIC". WWF-NL said TRAFFIC must become part of the alignment, but they had not thought through the relationship. If TRAFFIC is going to have a sustainable future, it must have strong buy-in from WWF or IUCN. (T)

The advocacy reach of WWF has been used to deliver TRAFFIC's work. Good complementarity achieved on issues such as toothfish in CCAMLR forum. (T)

HIGHLIGHTS OF PROGRAMME ACHIEVEMENTS

Table 9. Highlights of Programme Achievements – FY01				
FY 01 Performance	**Influence / Impact (according to TRAFFIC progress reports)**	**Obj**	**Meth**	**Lead**
Partnerships cultivated with traditional medicine authorities	Changing attitudes as evidenced by invitations to attend official TCM functions, cooperation of Korean authorities in attitudinal survey, and financial support by Taiwan's medicinal authorities.	1	1	TEA
CITES capacity building in Tanzania and South Africa	In Tanzania: more sustainable export levels; improved adherence to species quotas; reduced exports of endemic and threatened species; improved record keeping and reporting; greater economic returns to the government. Both Tanzania and South Africa have improved their performance under CITES, and are becoming examples of well-managed wildlife trade in Africa.	4	2	TESA
Development of integrated database systems in Tanzania and Zimbabwe	Capacity enhanced as evidenced by CITES Annual Reports submitted on time for two years in a row and reports on CITES quotas for exports of leopard, cheetah, elephant trophies and crocodile skins submitted on time. Ivory stock management enhanced and rural district councils able to track income derived from the sale of ivory more effectively.	4	2	TESA
Publication of *Food for Thought: the utilisation of wild meat in eastern and southern Africa*, together with press releases, brochures and a BBC television documentary	Profile of the bushmeat issue raised among decision makers by demonstrating conservation links with food security and sustainable development. Gave TRAFFIC a profile as a recognised expert on the issue both regionally and internationally. Governments that once said they did not have a bushmeat problem now recognise it as one of the leading causes of wildlife decline within their boundaries. A greater understanding of food security issues has been stimulated, as evidenced by the inclusion of wild meat on the agenda of the FAO African Forestry and Wildlife Commission, the FAO World Food Summit, and the development of a UK government Wild Meat Action Plan.	3	1	TESA
Rapid Trade Assessment report on indigenous bird trade in South Africa and fact sheet	Confirmed the legitimacy of using the RTA technique to quickly assess emerging species issues.	1	1	TESA
Publication of *Stormy Seas for Marine Invertebrates*, and other reports	Baseline trade information has been assessed over the last five years for 4 key marine taxa: sharks, lobsters, sea cucumbers and sea shells, thus building the knowledge base for future policy development in	3	1	TESA

		Obj	Meth	Lead
	the East Africa Marine Ecoregion. Responses from partners confirmed the usefulness of this report as a baseline study.			
Draft trophy hunting regional policy protocol	Led to the development of a SADC policy protocol, which will serve as a useful template for further national policy development.	4	2	TESA
Charcoal issues paper, survey in Nairobi, and experimentation with different types of briquettes	Assessed why past solutions to the charcoal trade issue have failed and facilitated efforts to implement other options; identified the most viable option (biomass waste briquettes). The Kenya Forest Working Group is now advocating development of a national policy on charcoal.	3	1	TESA
Publication of *Mahogany Matters*	Outlined the history of US importation of mahogany using trade statistics, and catalysed the mahogany debate.	1	1	TNAM
Publication of *Swimming Against the Tide*	An important amalgamation of information from the Northern Caribbean on the marine turtle trade, use and exploitation, providing important information to the first Caribbean Range State Meeting on hawksbills, and countries agreed to measures to improve the management of the species in the region.	1	1	TNAM
Assessment of and advocacy for Australia's Environment Protection Bill 2001	Valuable amendments were made to the bill to strengthen its ability to conserve wildlife.	1	2	TOCE
Publication of *Asian Turtle Trade* and awareness raising	Inclusion of *Cuora* box turtles on CITES Appendix II.	1	1	TSEA

Table 10. Highlights of Programme Achievements – FY 02				
FY 02 Performance	**Influence / Impact (according to TRAFFIC progress reports)**	**Obj**	**Meth**	**Lead**
Publication of *2001 Survey of Tiger Parts and Derivatives Trade in Japan*		1	1	TEA
Publication of *Traditional Chinese Medicine and Medicinal Plant Trade in Taiwan*		1	1	TEA
Report on Taiwan's whale shark fishery and trade, and recommendations on a draft national strategy	This project was central to the Taiwan government's management of the world's largest market for whale shark, and gave TEA a strong platform for continued work on fisheries in Taiwan.	1	1	TEA
Profile of the ornamental orchid and its regulatory system in Taiwan	The Taiwan government is implementing TRAFFIC recommendations for an orchid nursery registry.	1	2	TEA
CITES capacity building in East Asia	TRAFFIC is integrated into the delivery system for CITES training particularly in Japan and Taiwan.	4	2	TEA

	TEA's materials for CITES enforcement are highly valued and have led to improved enforcement.			
Publication of *Rhino Horn Stockpile Management*; Rhino Horn and Product Database developed and operational	The RHPD is the only database of its kind for documenting and analysing rhino horn seizures and stocks, leading to better management and law enforcement at the national level. It has raised the profile of the importance of horn stockpile issues, and is one factor contributing to the increase in rhino numbers in Africa.	1	2	TESA
Law Enforcement training including production of a *Training for Trainers Manual*	Customised training material developed taking into account the special characteristics of developing countries, equally applicable outside Africa as demonstrated by a successful seminar in Lao PDR. In Kenya, Djibouti and Lao there has been a significant increase in effective enforcement action (increased seizures) since the training.	4	2	TESA
Study by IIED and TRAFFIC on the impacts of wildlife trade controls on rural livelihoods	The first study of its kind. Raised awareness on the need to incorporate social considerations into key decision making processes such as CITES.	3	3	TESA
Bushmeat identification project with the Kenya Wildlife Service	Safeguarded the long-term ability of KWS to identify bushmeat to the species level. Empowered KWS to implement controls on the bushmeat trade more effectively: legislation can now be implemented in a consistent and uniform manner. Establishes legislation as a deterrent as well as a restrictive control.	3	2	TESA
Ivory database management systems in Botswana and Zimbabwe	The ability to track ivory has increased dramatically. As a result of the ivory database management system, seizures of ivory in China, Hong Kong and South Africa resulted in specific enforcement action being taken in Zimbabwe.	1	2	TESA
Elephant Trade Information System developed	ETIS Country Reports were prepared for the 179 CITES Parties. A series of domestic ivory market surveys put target countries into focus for remedial action. Data collection for ETIS led to the submission of an unprecedented number of seizure cases from the Parties.	1	1	TESA
Publication of *Making a Killing or Making a Living?*	This study in the Eastern Arc Mountains ecoregion of Tanzania made an important contribution to linking conservation and sustainable development, and placed TESA as a committed partner assisting governments to reach their sustainable development goals.	2	1	TESA
Training in the Machakos district of Kenya in propagation of medicinal plants, and sustainably harvested plants supplied to traditional doctors	The project successfully documented the key conservation concerns relating to the medicinal industry, and increased public and industry support for medicinal plants conservation, leading to the local propagation of priority species. The development of a local association for traditional doctors has increased awareness of the need for a sustainable industry, and local stakeholders are now working towards sustainable resource management.	3	3	TESA

Capacity built for CITES implementation in East and Southern Africa	Zimbabwe and Botswana successfully implemented the upgraded Ivory Database Management System. Following training courses, the Management Authorities of Botswana, Tanzania and Zimbabwe are producing CITES reports in a timely manner.	4	2	TESA
Law enforcement assistance in Djibouti and Kenya	As a result of two training seminars in Djibouti, the government has made a strong public and political commitment to reducing illegal wildlife trade, thus establishing a solid political platform for future work. TESA's informer network in Kenya is valued and has created stronger momentum for law enforcement, impacting directly on a number of trade routes, particularly for rhino horn.	4	2	TESA
Publication of *Proceedings of the International Expert Workshop on the Enforcement of Wildlife Trade Controls in the EU*		4	2	TEUR
Publication of *The Lion's Share of the Hunt*		1	2	TEUR
Publication of *Proceedings of the Symposium on Medicinal Utilisation of Wild Species*		3	1	TEUR
Publication of *Review of Trade in Live Coral from Indonesia*		1	1	TEUR
Promotion of medicinal plants conservation at national and international levels	Several key international institutions are giving increased priority to medicinal plants conservation (FAO, WHO, UN Centre for Trade and Development). TRAFFIC's work in Brazil, Colombia, Ecuador and India has resulted in changes in national medicinal plant policy, with governments signing on to sustainability principles.	3	2	TEUR-DE
Publication of *The Trade in Wildlife*	This book, based on an international Seminar on Regulation and Enforcement, was launched at CoP12, and has already achieved a change in thinking by a number of key NGOs and government agencies.	4	2	TINT
Publication of *In the Black*	Quality research that put into perspective the impact of bear poaching in the US, and showed the generally good state of management and status of the black bear in North America.	1	1	TNAM
Publication of *The Final Frontier*	A successful study of sustainable management of agarwood in Papua New Guinea, which has had a major impact on the issue in PNG and with traders from Indonesia.	3	3	TOCE
Publication of *The Role of CITES in the Conservation and Management of Sharks*	TRAFFIC is considered an expert on shark trade and conservation.	1	1	TOCE

and *Report on Implementation of the International Plan of Action for Sharks*				
Publication of *Patagonian Toothfish*	Successful report that generated a large amount of media and discussion and greatly informed the toothfish debate by bringing to light previously unreported levels of trade, hence shaping management decisions. These estimates have been widely quoted in support of moves to strengthen CCAMLR's regulations. This work also helped convince the Australian government to submit a proposal for Appendix II listing, and to achieve the decision at CoP12 for CITES to develop co-operative arrangements with CCAMLR and to monitor implementation of CCAMLR measures by CITES Parties.	3	1	TOCE
Publication of *The Antarctic Toothfish*	See above.	3	1	TOCE
Publication of *Uncharted Waters*	See above.	3	1	TOCE
CITES capacity building in Oceania	A CITES capacity building workshop in Fiji involved all countries in the South Pacific. This changed the attitudes of Parties and Non-Parties in the region to the use of CITES, and put TRAFFIC in the position of a key stakeholders and authority.	4	2	TOCE
Publication of *Plantas Medicinales de Brasil*	This report was launched to coincide with the anniversary of the Brazilian Institute of Environment and Renewable Natural Resources, and promoted the establishment within this institute of a Center for Medicinal and Aromatic Plants.	3	1	TSAM
Publication of *Plan Nacional del Programa del Biocomercio Sostenible*	A Biotrade Ecuador Diagnosis was finalised, and was highlighted as a good example for the region at a Biotrade regional meeting. TSAM provided advice on the formulation Ecuador's National Programme under the UNCTAD Biotrade Initiative.	3	1	TSAM
Publication of *Assessment of the Ornamental Fish Trade in South America*		1	1	TSAM
Report on Appendix III implementation for mahogany and development of a CITES advocacy strategy	The report guided discussions of the Mahogany Working Group, and furthered the efforts of mahogany range states to improve Appendix III implementation. This work influenced decisions in several range states to propose listing the species in Appendix II.	1	1	TSAM
Creation of a mahogany documentation centre		1	1	TSAM
Publication of *Photographic Guide to the Turtles of Thailand, Laos, Vietnam and Cambodia*	Four bi-lingual editions of the guide were produced: English-Khmer / Lao / Thai / Vietnamese, targeting government enforcement personnel and biodiversity field researchers.	1	2	TSEA

| CITES workshop facilitated and information papers produced on freshwater turtles in Asia; 4 CITES listing proposals prepared, and submitted by Germany to CoP12 | The workshop further prepared range states to deal collectively with the Asian turtle crisis. TSEA prepared proposals for Appendix II CITES listings of four turtle species, all of which were adopted. TSEA is now recognised as a technical node of excellence for Asian freshwater turtles. | 4 | 2 | TSEA |

Table 11. Highlights of Programme Achievements – First Half of FY 03				
FY 03 Performance to date	**Influence / Impact (according to TRAFFIC progress reports)**	**Obj**	**Meth**	**Lead**
Three comprehensive ETIS reports produced for CITES CoP12; ETIS established as the world's leading tool for monitoring illegal trade in elephant produces	The ETIS analysis, using robust statistical techniques, identified those countries most prominently associated with the illegal trade in ivory, and established that illicit trade in ivory is most directly correlated with the presence of large-scale domestic ivory markets and poor law enforcement. As a result, awareness was raised that unless unregulated ivory markets and other law enforcement deficiencies are addressed, the illegal trade in ivory will continue. CITES Parties agreed to subject ten countries to a Standing Committee oversight process to ensure compliance with CITES recommendations. The establishment of this global mechanism is a major step towards addressing illicit ivory trade.	1	2	TESA
Rhino control measures: illegal trade dynamics researched in 5 countries; training in 5 countries; direct assistance with enforcement in 7 countries	Strengthening control measures has halted illegal syndicates, and helped prevent new trade routes from becoming established.	1	2	TESA
Rhino Horn and Product Database data sets analysed, reviewed and disseminated	Stock, seizure and law enforcement information researched and disseminated to more than 30 countries, mobilising new knowledge on horn seizures and stocks, which has resulted in enforcement action.	1	2	TESA
Rhino horn stockpile management strengthened in Namibia and Zimbabwe	Weaknesses in stockpile management and remedial plans of action were identified and agreed between TESA and the Namibian and Zimbabwean Management Authorities, including stockpile reconciliation processes, audits, and improvements to marking and security measures.	1	2	TESA
Active informer networks in 9 African countries	The informer network in Kenya has provided significant information leading to seizures of ivory, rhino horn, and other wildlife contraband. Intelligence from networks in Tanzania and Djibouti led to seizures and arrests. These networks are valued by	4	2	TESA

	government agencies, and have helped shut down a number of illegal trade routes, particularly for rhino horn.			
Bushmeat identification project	Inspired by this project, the Kenya Wildlife Service has made a substantial allocation from its own budget to establish and equip a bushmeat testing forensics laboratory, and to develop a mandatory bushmeat training component for staff at its training institute. The link between the wild meat issue and poverty alleviation provides a clear opportunity for securing funding for broad-based initiatives.	3	2	TESA
Publication of *Bridging the Gap.* Comprehensive baseline data collected on sawmills, exports and terrestrial trade routes in Tanzania prior to the opening of the Rufiji Bridge; computerised database and GIS mapping of harvest and trade of timber and lumber products	Pioneering work on the relationships between development and conservation in a pre-emptive approach to examine the impacts of a major development project, which has significantly increased the debate at local and national levels regarding the potential impact of development on conservation. The impact of this new and innovative methodology for trade monitoring will be fully felt after the completion of the next stage of monitoring after the building of the bridge.	2	1	TESA
Revised universal labelling system for identification of caviar prepared	Resolution adopted at CoP12 on the necessity to include compulsory labelling on caviar for re-export.	1	2	TEUR
Publication of *Analyses of the Proposals to Amend the CITES Appendices*	Co-produced by IUCN/SSC and TRAFFIC, the analyses were published in English, French and Spanish, including on CD-ROM, and distributed to all CITES Scientific and Management Authorities. TRAFFIC's input to CoP12 has further strengthened its reputation as sound, independent technical advisors.	4	1	TINT
Action to gain greater understanding of the relationship between CITES and important commercial resource sectors	The most significant evolution from CITES CoP11 to CoP12 is likely to be the furthering of the relationship between CITES and the regulation of important commercial commodities, as evidenced by proposals adopted at CoP12 to list mahogany, two shark species and one seahorse genus. TRAFFIC's advocacy has likely increased the understanding of the role of CITES in managing such resources.	4	1	TINT
The Significant Trade process encouraged to make effective decisions	Under the Significant Trade process, the decision – long advocated by TRAFFIC – to undertake reviews on a country as well as species-specific basis was a big step forward.	4	2	TINT
Dissemination of information on agarwood in PNG	Reports, workshop proceedings, and media coverage vastly increased the knowledge of policy makers and local resource managers in PNG, and supported the first steps towards a National Action Plan. Draft regulations developed by the PNG Forest Authority for managing the harvest and international trade of agarwood. The CITES Plants Committee endorsed TRAFFIC's recommendation to designate *A.*	1	1	TOCE

	malaccensis for a Significant Trade Assessment in 2003.			
Publication of *A CITES Priority: Bigleaf Mahogany* and other briefing documents	The TRAFFIC Network played a crucial role in promoting the success of the proposal to list mahogany in Appendix II at CITES CoP12.	1	2	TSAM
Information on Asian Big Cats disseminated for CoP12	This motivated the Parties to adopt Resolution Conf. 12.5, which broadens the existing tiger resolution to include all species of Asian Big Cats, and constitutes a major first step to addressing threats to these species.	1	2	TSEA
TCM outreach programmes and research in 7 countries	This work has resulted in the incorporation of relevant rhino and CITES issues in revised national legislation in Vietnam, Cambodia, and Tanzania.	1	1	TSEA
Support for CITES implement in Vietnam	Efforts to enact new CITES legislation were successful. Vietnam's CITES Management Authority now has better resources for enforcing CITES, and routinely contacts TRAFFIC for assistance.	4	2	TSEA

MOST RECENT REPORTS ON TRAFFIC'S WEBSITE

	Table 12. Dates of Most Recent Full Reports on TRAFFIC's Website		
	Webpage on www.traffic.org	**Date of most recent report**	
1	TRAFFIC biennial report 2001/2002 and 2002/2003	Jun	2003
2	TRAFFIC Bulletin (6)	Nov	2002
3	TRAFFIC Dispatches (13) (date as listed)	Feb	2002
4	TRAFFIC Dispatches (13) (actual date)	Feb	2003
5	TRAFFIC Online Report Series (since May 2002: 6 reports on elephants; 1 on mahogany)	May	2003
6	Species in Danger Series (excerpts / summaries only: 10)	Aug	2001
7	CITES CoP12 2002 Series (5 background documents about the CoP; 13 news articles; 20 resource reports and other specific background documents; 11 briefings; recommendations on all 54 CoP proposals)	Nov	2002
8	Reports from the field: TRAFFIC International (5 reports)	Sep	2003
9	Reports from the field: TRAFFIC East Asia (14 reports)	Jun	2003
10	Reports from the field: TRAFFIC East/Southern Africa (4 reports)	Aug	2000
11	Reports from the field: TRAFFIC Europe (14 reports)		2002
12	Reports from the field: TRAFFIC North America (7 reports)	May	2003
13	Reports from the field: TRAFFIC Oceania (5 reports)	Oct	2001
14	Reports from the field: TRAFFIC South America (2 reports)	Jan	2003
15	Reports from the field: TRAFFIC Southeast Asia (2 reports)	Oct	2002
16	Shark Fisheries and Trade (1 report)	Sep	1997
17	Threatened Species: Elephants (9 reports)	Dec	2000
18	Threatened Species: Tigers (12 reports)	Apr	2000
19	Threatened Species: Tibetan Antelopes (11 reports)	Dec	2000
20	Threatened Species: Sharks (9 reports)	Jul	2001
21	Threatened Species: Marine Turtles (4 reports)	Jul	2001
22	Threatened Species: Rhinos (4 reports)	Mar	2001
23	Threatened Species: Sturgeon (13 reports)	May	2003
24	Threatened Species: Freshwater Turtles (5 reports)	Nov	2000
25	Threatened Species: Mahogany (15 reports)	Oct	2001
26	Threatened Species: Agarwood (4 reports)	Oct	2001
	Threatened Species: Musk Deer (no webpage)		
	Threatened Species: Threatened Orchids (no webpage)		
27	Threatened Ecoregions (no reports)		
28	Resource Security (1 report on bushmeat)	Aug	2000
29	International Cooperation (no reports)		
30	News (1 article)	Dec	2001
31	Factfile (8 factfiles, mostly from 1998 and 1999)		2002
32	Briefings (13 briefings, mostly from 1998 and 1999)		2000
33	Themes (36 factfiles etc.)	Dec	1999

SWOT ANALYSIS FROM THE 1994 AND 1999 STRATEGIC PLANNING

(Source: TRAFFIC International, 2000b)

Issue	Strengths	Weaknesses	Opportunities	Threats
1. General profile	▪ Leadership within a clear niche ▪ Track record 20 years plus ▪ Link with WWF and IUCN ▪ "TRAFFIC" brand	▪ Narrow name recognition ▪ Lack of independent status ▪ Typecast as "CITES support" and "regulating international trade in endangered animals"	▪ Broadening of trade/environment debate ▪ Access to "big picture" through WWF and IUCN ▪ Niche remains available and achievable ▪ Strong organisational momentum	▪ Some competition from other NGOs ▪ Difficulty of breaking typecast, especially for non-regulatory approaches ▪ Loss of identity if too close to CITES ▪ Profile obscured by WWF/IUCN
2. Conservation impact	▪ Ability to pull together information and promote solutions as a Network ▪ Participated in many of the perceived successes of CITES ▪ Proven ability to bring attention of decision makers to key wildlife trade problems ▪ Improved public awareness of wildlife trade impacts	▪ Try to do too much with too little ▪ Programme has tended to be "output", rather than "impact" driven ▪ Failure to maximise potential of multi-regional work ▪ Lack of clear process to follow-through conservation recommendations into policy and "field" action ▪ Inadequate monitoring and evaluation process ▪ Lack of leadership on some key programmatic issues	▪ Programme need remains strong- with increasing trade threats and interest in major industry sectors ▪ WWF, IUCN and other partner organisations provide strong basis for programme follow-through	▪ Failure to focus and prioritise ▪ Declining government interest in environment agenda ▪ Partners could prove unable to follow-through from TRAFFIC programme
3. Delivery of results	▪ Communications strategy, targeting and tools much improved in recent years ▪ Strong Network products (website, Bulletin, report series etc.) ▪ Communications team at T-INT ▪ WWF network can provide good amplification of TRAFFIC messages	▪ Poor scheduling and quality control problems ▪ Lack of dedicated communications capacity in regional offices ▪ Some communications tools need to be enhanced ▪ Lack of control of message and credit when working via WWF ▪ Poor use of audio-visual media	▪ "Information age" creating new avenues for communicating results ▪ TRAFFIC's work and wildlife trade issues tend to be media friendly and of interest to decision-makers	▪ Others may move more quickly in delivering web-based and audio-visual material ▪ Under-investment in communications work

Issue	Strengths	Weaknesses	Opportunities	Threats
4. Network structure	▪ Decentralised network operating in key wildlife trade regions ▪ Regional structure provides good flexibility for short/medium term priorities ▪ Central services at T-INT ▪ Priorities set for further regional development	▪ Some important gaps in regional coverage ▪ Shortage of general funds to invest in new regional programmes ▪ Some inflexibility in national office structures and terminology ▪ Failure sometimes to find effective centre/regional balance ▪ Some uncertainty about T-INT role - service or leadership	▪ Strong constituencies for development of new regional programmes ▪ Possibilities to develop new working models for national-level partnerships with WWF offices and others ▪ Telecommunications improvements making decentralised working easier	▪ Spreading resources too thinly through rapid expansion ▪ Competing priorities undermine essential multi-regional activities ▪ Geographical coverage takes precedence over programmatic priority-setting
5. Quality of work	▪ When performing to potential, high quality and timely products are created ▪ Clear standards have been set with strong historical precedents ▪ Quality, objective research is perceived by target audiences as central to TRAFFIC's programme	▪ Quality control and scheduling is often poor ▪ Poor performance of some consultants ▪ Analysis is often narrow and naïve about key disciplines, especially economics ▪ Research method best practice is not shared adequately ▪ Some important skills are lacking (economics and statistics in particular)	▪ Investment in research capacity and new skills is achievable ▪ Basic quality control and scheduling problems can be solved through greater discipline ▪ Best practice models can lead the way ▪ Work more with better consultants	▪ Failure to address quality and scheduling problems will increasingly undermine TRAFFIC's credibility
6. Administrative systems	▪ Good basic grounding in administrative processes provided by Network Guidelines	▪ Weak (though improving) financial administration systems undermining both management decision-making and accountability ▪ Lack of dedicated global financial management staff ▪ Low (though improving) investment in information technology (IT) and information management (IM) ▪ Low investment in formal project-cycle management systems	▪ Finance system capacity-building project already underway ▪ IT costs declining ▪ IM methods improving ▪ Commitment to improve	▪ Failure to continue momentum with new finance systems ▪ Risks of drowning in bureaucracy of being a joint programme ▪ Poor IM creates inefficiencies in TRAFFIC's work ▪ Others use IM better and TRAFFIC falls behind

Issue	Strengths	Weaknesses	Opportunities	Threats
7. Staff motivation	▪ Strong institutional commitment and culture	▪ Lack of consistency and equity in employment conditions ▪ Unattractive employment packages in some places ▪ Inability to deal with some basic employment motivation issues owing to host organisation system ▪ Low investment in human resource management at T-INT and other offices ▪ High staff turnover in some offices ▪ Not enough nationals from the region in some offices	▪ Some basic investment can bring immediate improvements ▪ Development of human resource management function at T-INT is achievable ▪ Lessons can be drawn from IUCN and WWF experience	▪ Wide variety of employment situations through host organisation system frustrates any real progress ▪ Attempts to deal with equity issues could be counter-productive ▪ Internal resistance to change
8. Funding development	▪ Increasing income trend over past five years ▪ Continuing general and project fund support from WWF NOs and increased support from diverse other sources	▪ Financial insecurity ▪ Lack of funding strategy ▪ Too much reliance on WWF Nos for general funds ▪ Lack of access to some donors owing to WWF gatekeeper rules ▪ Low public profile and lack of organisational status frustrate funding development efforts ▪ Lack of traditional board interest in funding development	▪ Major untapped funding sources ▪ Some investment in profile building could make a major difference ▪ Strong supporter base could play a greater role in enhanced governance system ▪ Good financial models under development	▪ Funding development fails ▪ Complacency while WWF general funding continues

SUMMARY OF STRATEGIC RECOMMENDATIONS

Table 13. Summary of Strategic Recommendations		
#	**Theme**	**Recommendation(s)**
Relevance		
1	Global sustainable development agenda	To work effectively towards sustainable development will require shifts in the skills needed for planning and implementing TRAFFIC's programme, and in particular greater emphasis on the socio-economic aspects of wildlife trade. Changes will also be required in how TRAFFIC understands and communicates its links to sustainable development.
2	Intergovernmental policy agenda	TRAFFIC should continue to proceed with caution with regard to increasing its engagement with MEAs other than CITES. In particular, it would be worth exploring more fully with IUCN and WWF how to work most effectively with the CBD or the WTO, stressing the complementarity of roles.
3	Relevance and added value of TRAFFIC	TRAFFIC should continue to actively look for synergies with WWF during the planning over the next six months of the next phase of TRAFFIC's Global Programme. Also TRAFFIC could more actively solicit collaboration, not only with the WWF Species TDP, but also with the marine, forests and trade policy programmes.
4	Relevance and added value of IUCN	IUCN and TRAFFIC should look for ways to improve synergies between the two organisations, and in particular between their marine and forests programmes. At the regional level, IUCN could likely do more to respond to invitations from TRAFFIC or to initiate closer links with regional TRAFFIC programmes.
5	Relevance and added value of WWF	WWF should consider looking for ways in which it can create a relationship with TRAFFIC that will enhance the credibility and effectiveness of both organisations. Possibilities might include: a. Recognising that WWF's interests are best served by TRAFFIC as a truly independent, science-based wildlife trade organisation. b. Strengthening the partnership between TRAFFIC and the WWF Species Programme, rationalising any duplication of effort that presently may exist, using resources more efficiently, and reducing the transaction costs (e.g., in planning structures, parallel reporting, communications coordination, etc.). c. Building more effective collaborations with TRAFFIC by the WWF marine, forests and trade policy programmes. d. Systematically delegating technical and scientific studies on wildlife trade to TRAFFIC, rather than undertaking those functions by WWF. e. Encouraging TRAFFIC to develop advocacy positions on wildlife trade issues. f. When differences in lobbying positions arise, looking for ways to strategically make the best use of those differences, possibly through complementary advocacy roles. In many forums, it may be useful to divide the roles of delivering advice and lobbying. g. Educating the WWF donor base in the more protectionist countries about the importance of the "sustainable use" pillar of the WWF Mission Statement. h. In joint communications, toning down the panda, and ensuring that

		TRAFFIC's profile and branding are well visible.
		i. Formalising the agreement that TRAFFIC can be a joint programme of IUCN and WWF without necessarily putting the logos of all three organisations on all publications.
		j. Putting in place a mechanism to coordinate restricted and unrestricted funding among the various WWF donors who support TRAFFIC.
		k. Restoring unrestricted funding to TRAFFIC to FY01 levels, so that TRAFFIC has a minimum critical mass of secure funding for its core operations.
		l. Agreeing to firm multi-year funding commitments – subject to adequate performance – so that TRAFFIC is able to manage its programme more professionally.
6	Relevance and added value of WWF	The TRAFFIC Committee should examine the relationship between WWF and TRAFFIC, and should make recommendations about how to put the relationship on a sounder footing so that the credibility and effectiveness of both TRAFFIC and WWF are enhanced.
7	Niche	TRAFFIC should strengthen its specific role in the trade and utilisation of wildlife resources. Within this niche, it should continue to enhance its credibility, scientific rigour, objectivity, clearness of analysis, and innovative solutions. TRAFFIC should move carefully when considering expanding its approach into areas where it has less comparative advantage. As a first step, it would be wise to emphasise carefully articulated partnerships with other organisations (such as WWF, IUCN, WCS, CI, FAO, et al.) in order to address a few carefully chosen issues in wildlife trade more holistically.
Effectiveness		
8	Progress towards TRAFFIC's conservation objectives and methods	In the next round of programme planning, TRAFFIC should consider the pros and cons of sharpening the focus of its programme by dropping or modifying the objective on priority ecoregions. Effective pursuit of TRAFFIC's conservation method of sustainable consumptive behaviour will need to be developed strategically, and will require fundamental adjustments in TRAFFIC's capacity and operational strategy.
9	Strategic focus	Limit the number of global targets to no more than ten (preferably fewer), and improve the criteria for selecting them. Reinforce the commitment of the Network to working on the global targets. Establish a guideline for the Network on the balance of national, regional and global work, and develop incentives to encourage its application. Be more comprehensive on fewer subjects, i.e., take on a limited number of targets, but treat them in more depth, exploring incentives as well as controls. TRAFFIC should emphasise a programmatic, rather than a project-by-project approach, and make the best use of its global Network by developing multi-regional projects as a priority.
10	Advocacy	Less of an issue should be made of situations in which TRAFFIC and WWF have different policy positions. There are certainly opportunities for further exploring ways in which TRAFFIC's quiet diplomacy could be supported by WWF's strengths in communications and fundraising. In the end, TRAFFIC must keep endeavouring to get the balance of its advocacy right, i.e., to keep its impartial image, and yet to have a voice.
11	Management	WWF and IUCN, as TRAFFIC's parent organisations, should make every effort to maintain – or if it has decreased, to restore – their funding commitment to TRAFFIC. In particular, WWF NOs should carefully analyse, and put a pricetag on, TRAFFIC's worth to their conservation programmes, and then make a commitment to maintain their annual funding at this level, as long as TRAFFIC continues to perform as expected.
12	Governance	Further attention is needed throughout the Network for a more standardised approach to hosting arrangements. It would help to have incentives for

		applying the Network and Operational Guidelines.
13	The TRAFFIC Committee	Changing its name from the TRAFFIC Committee to the TRAFFIC Board of Directors could help to emphasise a broader role, including ensuring the financial viability of TRAFFIC. Improvements could be made on having the right information available for the Committee in advance of its meetings, especially financial overviews. The role of the Committee should be more clearly defined, and management decisions should be delegated to the Executive Director. The composition of the Committee needs to be revisited, with objective criteria established for each seat, and members nominated to fulfil specific functions. More independent members, including an independent Chair, would likely be beneficial. The end result should be a Board that puts TRAFFIC's interests first, and members' own institutional interests second.
Efficiency		
14	Cost Effectiveness	TRAFFIC should consider instituting measures of cost-effectiveness of the various programmes in its monitoring and evaluation system.
15	TRAFFIC Network	TRAFFIC should carry out a strategic assessment of its geographic presences, looking at all the offices afresh, and determining where it should stay, where it should leave, and where it might open new offices. Criteria, such as TRAFFIC's global targets, the location of trade patterns or an office's engagement in the global programme, will be needed for this exercise. For each office, the strategic assessment should also recommend an appropriate staff complement. Where TRAFFIC decides to close an office, it could request the host organisation to redirect its funding to the relevant regional programme. If a hosting organisation claims that its funds are not transferable, then WWF International should strive to convince that NO of the conservation importance of a more strategic geographic presence for TRAFFIC. In addition, the various hosting relationships should be analyzed, to fully evaluate this issue.
Major recommendations		
16	Conclusions	Major recommendations: a. Be faithful to TRAFFIC's core values and mission, but stay on track with progress towards integrating livelihood issues and resource security. b. Focus! Adjust the scope of the programme to the realities of TRAFFIC's resources. Work on fewer global targets, but address those in more depth. c. Shift fundraising away from small projects and towards bigger, programmatic proposals through collaborative fundraising with WWF, IUCN and others, longer-term multi-regional programmes, and emphasis on what happens after the publications are produced – influencing decision makers, changing policy, and making a difference on the ground. d. Monitor conservation achievement. Document successes and failures, and learn from them. Use these to improve communications and fundraising. TRAFFIC will never bring in major funding until it convinces donors of its impact. e. Raise funds, as an urgent priority, for a Programme Development Coordinator at TRAFFIC International whose primary responsibility will be Network coordination, donor liaison and Network-wide fundraising.

SUMMARY OF OPERATIONAL RECOMMENDATIONS

Table 14. Summary of Operational Recommendations		
#	**Theme**	**Recommendation(s)**
Effectiveness		
17	Programme planning	TRAFFIC's strategic plan should make it clear that the conservation objectives and conservation methods as presently formulated are ultimate goals to which TRAFFIC aims to make a significant contribution along with partners and many other organisations. TRAFFIC could then consider formulating – and publicising – specific overall objectives for its own work that can be achieved in the ten-year time horizon, in addition to the specific outputs for TRAFFIC that have already been defined.
18	Programme planning	In order to maximise the benefits of the Network while also addressing the true dynamics of wildlife trade, it would be good to strengthen the collaboration among national and regional programmes in programme planning and development, with more emphasis on projects and programmes at the regional, and especially the multi-regional level. The next iteration of the programme planning process should consolidate the multi-regional focus on a smaller number of issues. It would be useful for TRAFFIC to carry out a review of past multi-regional projects with a view to better understanding what the pitfalls may have been and how to plan multi-regional projects more effectively.
19	Monitoring and evaluation	TRAFFIC should continue building upon the indicators that were defined in 2001, and use the results as a basis for measuring progress towards the achievements of its targets and outputs in monitoring matrices and progress reports. Particular attention should be paid to ensuring that the programme has indicators for both impact, including conservation outcomes, and performance, together with means of verification, at the target level. Then, to the extent possible, the baseline status of each indicator should be given for the start of the programme period from which change can be measured, e.g.: <table><tr><th>Target</th><th>Indicator</th><th>Means of Verification</th><th>Baseline in 06/04</th><th>Status in 06/05</th></tr><tr><td></td><td></td><td></td><td></td><td></td></tr><tr><td></td><td></td><td></td><td></td><td></td></tr></table>
20	Monitoring and evaluation	TRAFFIC could improve feedback, and ultimately delivery, by carrying out participatory reviews of each programme by stakeholders, and by engaging external specialists to review reports. TRAFFIC should consider putting in place an incentive system (e.g., budget increases) for those programmes that monitor and demonstrate their effectiveness in terms of both delivery of outputs and conservation impact. Every project undertaken by TRAFFIC should have an adequate budget line and work plan for monitoring and evaluation. Even very small projects would benefit from staff members systematically taking stock at the end (e.g., "What went well? What would we do differently next time?"), and documenting and sharing these lessons. TRAFFIC desperately needs to capture and document its impacts in order to enhance communications – and ultimately fundraising. This should be given high priority during the next programme cycle.

21	Monitoring and Evaluation	TRAFFIC could improve on how it reports on its work. In particular, it would be helpful to ensure: 1) that mechanisms are in place in each programme to monitor the influence and impact of TRAFFIC's outputs, and 2) that the various programmes report in a more consistent manner on their successes and failures.
22	Communications	Invest in communications as a key programme delivery mechanism. Emphasise short, glossier documents that are user-friendly for decision makers, the press, and the general public. Develop and implement a Network-wide publications strategy, and deliver reports by the agreed dates. Make better use of WWF's communications capacity to improve the impact of TRAFFIC's reports. Ensure that every project budget that involves the production of a report has a budget line for follow-up, including dissemination, communications activities to promote the recommendations, and monitoring the use and impact of the report. As a general rule, ensure that a communications element is included in all studies and projects.
23	Communications	To further enhance the impact of TRAFFIC's CITES reports: a. Tell governments as soon as possible, even informally by email, as soon as the conclusions and recommendations of a report are formulated. b. Get the reports into the hands of the decision makers <u>before</u> their country's positions are decided. c. Produce materials that are more succinct. Two pages is often as much as the average decision maker will read. A glossier format helps as well. d. Work on fewer CITES issues, invest less time in them, but get the results out before the national decision making takes place.
24	TRAFFIC web site	a. Combine the "News" and "What's New" pages. b. Ensure that reports are cross-referenced in the various sections of the site. c. Remove the "Shark Fisheries and Trade" section from the "Publications" page, as the "Sharks" page in the Priority Species section is much more complete. d. Improve the functionality of the "Buy Wisely" page. e. Add an easy, functional donation button on the menu at the top of each page in the site. f. Consider harmonising the left-hand menu on the home page with the top menu on all the inside pages. g. Look into the feasibility of creating and maintaining a new section providing summaries of trade statistics for TRAFFIC's priority species, as well as (to the extent possible) data on the conservation impact of the various measures to control trade that have been adopted. h. Work together with the WWF and IUCN online teams to create more effective and user-friendly links on all the relevant pages of the three organisations.
25	Management	In view of TRAFFIC's effectiveness and the universal recognition of the importance of its work, WWF and IUCN, as TRAFFIC's parent organisations, should make every effort to maintain – or if it has decreased, to restore – their funding commitment to TRAFFIC. In particular, WWF NOs should carefully analyse, and put a pricetag on, TRAFFIC's worth to their conservation programmes, and then make a commitment to maintain their annual funding at this level, as long as TRAFFIC continues to perform as expected.
26	Management	More opportunity for targeted training would help TRAFFIC's managers to increase their management skills and their ability to adjust the workload so that it is realistic and focuses on programmatic priorities.
27	Human resources	TRAFFIC should instil a more performance-based culture, and ensure that annual performance appraisals are carried out adequately, and followed up.

		TRAFFIC needs to be careful to adjust the amount of work to the human resources available, and should develop a policy on overtime. It would be good for TRAFFIC to think more about succession planning, and to develop and implement a plan for promoting national leadership.
28	Human resources	To clarify roles and responsibilities, TRAFFIC may wish to consider putting together a "Who's Who" portfolio for all staff in the Network, with a photo, a short biography, job title, and a description of the person's major responsibilities, to be posted on the Infonet.
29	Information systems	To harmonise TRAFFIC's information systems, it would be good guidelines for formatting and storing images and for creating databases. The approach of TRAFFIC Infonet seems to need re-thinking. TRAFFIC may wish to look at how Conservation International has set up its intranet to provide access to provide electronic access to resources, databases, policies and entire knowledge systems.
30	Organisational culture	As TRAFFIC matures as an organisation, changes in management style are inevitable if TRAFFIC is to improve its effectiveness. As this develops, every effort should be made to preserve the many positive aspects of TRAFFIC's organisational culture. At the same time, efforts can be supported by TRAFFIC managers to encourage staff to open up, to transform the "us-them" attitude into more positive external collaborations, and to be more responsive to stakeholders.
31	Learning	TRAFFIC needs to develop a more formalised approach to training, and to better embed the costs of this in annual budgets. Core funds should be set aside to invest in both training and in monitoring and evaluation.
Efficiency		
32	Efficiency	TRAFFIC should consider instituting measures of cost-effectiveness of the various programmes in its monitoring and evaluation system.
33	Cost recovery	It would be useful for TRAFFIC to consult with human resources professionals in other organisations to see if it is reasonable to expect that 91% of a staff member's working time can realistically be spent on billable projects. It should be considered a priority for all TRAFFIC offices to systematically use reasonably detailed time sheets on a daily basis. In addition, sharing lessons on cost recovery throughout the Network will undoubtedly be beneficial.
34	Fundraising	A number of suggestions to improve fundraising were uncovered by the review: Collaborations a. Work more closely with WWF and IUCN offices in their fundraising efforts and cooperate with relevant WWF programs (regional programmes, species, marine, forests, etc.) on joint fundraising efforts. b. Reinforce collaboration with the CITES Secretariat, which is interested in developing closer links with TRAFFIC in terms of programme development, fundraising, implementation, communication, etc. Practically, the two organisations could review their MoU, and broaden it out from capacity building to include research, communications, and programme implementation. CITES would be interested in joint fundraising with TRAFFIC for big programmes. c. Try to get recognition from the Parties of TRAFFIC's special status with CITES, and ensure that TRAFFIC gets paid adequately for its work with CITES. TRAFFIC should not be funding getting statistical information for the CoP. Independence d. Consolidate agreements that TRAFFIC can fundraise in WWF territories. e. Get agreement from WWF that not all TRAFFIC products have to be

branded with the panda, and target other conservation NGOs for funding.

f.   Tap into CI's Critical Ecosystem Partnership Fund, which has a significant amount of unallocated resources that could be available to TRAFFIC if it can think about how to respond to large landscapes.

g.   Get profile locally: cruise the ambassadors and the cocktail parties. TRAFFIC people on the ground have information that diplomats love.

Scale Up

h.   Focus on multi-regional projects, and scale up project development capacity to be able to go for the "big asks" in terms of funding.

i.   Get grants to cover the cost of writing large, joint proposals. FAO's technical cooperation programme can put up $200-$300'000 as seed money to develop larger projects. GEF also provides substantial project development funds.

j.   Budget adequate staff time to develop robust, substantial funding proposals; then be assertive in looking for funding.

k.   Adopt a more programmatic approach to fundraising, with bigger and longer-term proposals that include budgets for following up on recommendations and for monitoring, and evaluating the impacts of the work carried out.

Emphasise Sustainable Development

l.   Emphasise the economic aspects of TRAFFIC's work to make it more meaningful to a wider audience.

m.   When possible, link species conservation to poverty alleviation and Millennium Development Goals, and seek bilateral support, for example in the context of Poverty Reduction Strategy Programmes.

n.   Develop TRAFFIC's programmatic links with sustainable development; improve TRAFFIC's capacity in project cycle management, and develop major proposals – perhaps jointly with WWF, IUCN, FAO, and other organisations – to target major GAA and GEF funding.

Tools / Management

o.   Improve project planning and budgeting, and only submit realistic proposals.

p.   Don't take the money for a job unless it pays what it really costs, including core administration and management costs.

q.   Emphasise a culture of learning. When a proposal is rejected, find out why, and share this information.

r.   Improve financial reporting and the timeliness and quality of technical reports to give donors confidence.

s.   Invest in a rigorous monitoring and evaluation system, and demonstrate TRAFFIC's impact and conservation outcomes. Make the scientific work more appealing by showing what a different it can make.

t.   Develop more professional communications and marketing tools.

u.   Improve risk management and the financial viability of TRAFFIC International and other offices in order to build donor confidence.

Human Resources

v.   Invest both time and money in fundraising. Hiring a Programme Development Coordinator should be an absolute priority. Both that person and the Executive Director will need to develop donor contacts, and to spend a lot of time with other organisations to understand how they do fundraising.

w.   In recruiting a Programme Development Coordinator, seek someone who can profile what TRAFFIC does – this means that the best fundraisers are likely to be the programme people rather than the professional fundraisers.

SHORT BIOGRAPHY OF THE EVALUATOR

Meg Gawler is the Founding Director of *ARTEMIS Services – for Nature Conservation and Human Development*, a consulting firm specifically for the conservation and development sector, offering services in: evaluations, strategic planning, project and programme design, proposal development, workshop facilitation, training in project design and project cycle management, report preparation, writing feature articles emphasising the human element in conservation, and photography.

Originally an aquatic ecologist, Meg has done scientific research on ecosystem functioning in both coastal and freshwater systems. She worked for over ten years in the Africa & Madagascar Programme of WWF International, and was active in fostering in WWF a culture of learning, strategic planning, and monitoring and evaluation. Meg holds a BSc with highest honours in Conservation of Natural Resources, and an MSc in Applied Ecology, both from the University of California at Berkeley. She is an EU-certified moderator, and a member of the American Evaluation Association and the European Evaluation Society. Meg has travelled extensively for her work, especially in developing countries. A dual national, she speaks English and French, and has long experience in multi-cultural situations.

Since founding *ARTEMIS Services* in 1999, Meg has worked with BirdLife International, the Forest Stewardship Council, Greenpeace, ICLARM - the World Fish Center, the Missouri Botanical Garden, the Ramsar Convention, the Royal Society for the Protection of Birds, the Sahelo-Saharan Interest Group, the Swiss Agency for Development and Cooperation, the Tour du Valat Biological Station, UNICEF, the World Bank – and especially with WWF and IUCN.

For further information, see http://www.artemis-services.com.