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Assessment of a modernization
reform in a public administration in
Mauritania:
The National Park of Banc d'Arguin



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Abbreviations

CEO : Chief Executive Officer

CO : Conservation Officer

DSPCM: Délégation à la Surveillance des Pêches et au Contrôle en Mer

EPA: Etablissement Public à caractère Administratif

EPIC: Etablissement Public à caractère Industriel et Commercial

FIBA: Fondation Internationale du Banc d'Arguin

GTZ: Deutsche Gesellschaft für Technische Zusammenarbeit

IMROP: Institut Mauritanien des Recherches Océanographiques et des Pêches

PNBA: Parc National du Banc d'Arguin

PRCM: Programme Régional de Conservation de la zone Côtière et Marine en Afrique de l'Ouest

IUCN: International Union for Conservation of Nature

Abstract

Since 2005, the National Park of Banc d'Arguin (PNBA) in Mauritania has adopted a modernization reform in order to promote its management effectiveness and attain therefore its conservation and sustainable development objectives. Although important progress (budget consolidation, staff reform, annual planning and follow-up, business plan...), the organization still suffers from shortfalls especially in what concerns field management. Despite the overwhelming financial resources that have been used since, there is enough evidence that the modernization reform was not as successful as expected. This paper discusses the process of its implementation and its effectiveness. The data used in the analysis is based on a wide range of reports, secondary sources and a series of semi-structured interviews of 97 employees and partners of PNBA. The findings of this research show that the managers of the institution have not been able to significantly improve its global effectiveness and especially its field efficiency. The importance of some key factors may have been underestimated: promotion of fluid internal communication, participatory coordination and global transparency in decision making, adapted downsizing and recruitment policies, and appropriated Human Resources management (performance evaluation and incentives for key employees, and specialized training, etc.). Some necessary adjustments are proposed to deal, in the future, with the issues mentioned.

1. Introduction

The National Park of Banc Arguin (PNBA) is a marine protected area located North West of Mauritania (MPA) and an Environmental Protection Agency mandated by the government to ensure its conservation. . PNBA plays an essential role in maintaining marine biological diversity and renewal of fisheries resources in West Africa. Its economic importance as a nursery area and breeding ground for several fish species is unique in the region. In addition, the park is a sanctuary for elasmobranchs and a pool of regeneration for three of the most profitable fisheries in Mauritania: meagre, the yellow mullet and shrimp. PNBA is particularly important also because of the big concentrations of migratory shorebirds which come each year during Palaearctic winter. Its contribution to carbon fixation thanks to more than 1,000 km² of sea grass beds is also of utmost importance.

A first assessment of the economic value of PNBA estimates it more than 300 million Euros¹. The protection of this area is vital and its effective management an important concern both to local authorities and the international community..

In order to achieve its mission, PNBA benefits from a considerable technical and financial support from the Government and several other donors and international NGOs.

To improve the management effectiveness of the organization, an independent audit was organized and a modernization plan was subsequently implemented in 2005. The reform was elaborated by a bureau of consulting based in France in collaboration with another one based in Mauritania. The experts who designed the reform are Arthur Tomasian and Ould Mohamed Vall Hamada². This modernization³ plan had highlighted five main areas of gaps in terms of management and proposed an action plan to resolve the problems.

According to different evaluations⁴, the implementation of this reform was not satisfactory enough. Although extensive financial resources have been utilized in recent years by the organization, the expected results are far from being attained. Therefore, the organization is still suffering from shortcomings that hinder its ability to achieve its objectives. Grovel Rémi (23) had made a full evaluation of the management and performance of PNBA organization between 2005 and 2009. He emphasized the gaps and serious problems encountered by the organization in fulfilling its mission. He pointed out especially the problem of deficit of human resources. He raised also the problem of communication between the organization and its partners. Bouché Emmanuelle (50) mentioned the same remark about the deficit of community participation.

The ultimate question to ask is whether or not the employees of PNBA have internalized this reform. That's why this study is a contribution to shed light on this question. The research is an attempt to analyze the modernization reform in two ways: firstly, assessing the differences between what has been done and what had been proposed in the modernization plan. Secondly, evaluating the way the reform has been implemented to figure out whether or

¹ See Fernandez (39)

² See Tomasian and Ould Mohamed Vall (3-68)

³ Modernization is a kind of improvement and innovation in the way of management and the adoption of best practices. Our understanding is that the managers and the partners of the organization would like introducing the new public management style in the governance of the organization in order to enhance the outcome. According to (Wikipedia), **modernization** refers to a model of "development *transition* for a society from traditionalism to modernity. However, modernization theory has been criticized, mainly because it conflated modernization with Westernization. In this model, the modernization of a society required the destruction of the indigenous culture and its replacement by a more Westernized one". Janet Newman presents modernization as a "rational and common-sense project to update public service management..... to match the expectations of modern consumers and to meet the business requirement of the 'modern' world. There is a continued focus on organizational efficiency and performance and on the search for business solutions to social and policy problems" (46).

⁴ Whenever possible, the assessment will draw on findings from the annual assessment carried out by the organization and its partners regarding the degree of progress of the development plan of PNBA. See (Failler 1-130) & (Grovel 5-57)

not the objectives sought to be achieved have been attained. The paper discusses also the main factors that impede the change in the context of PNBA in the light of their impact on organizational performance and on employee motivations. The ultimate objective is to provide recommendations for the managers of the organization.

2. The literature review

2-1 Background on Banc d'Arguin National Park (PNBA)

Legal framework

The Park was created in 1976 par decree 76-147 and classified as a wetland of international importance under the Ramsar Convention in 1982. The Park is one of the most important World Heritage Sites of UNESCO⁵.

As shown the Map 1, PNBA stretches along the Mauritanian coast for more than 180 kilometers (almost one third of the coastline) and covers an area of 12,000 km² composed almost equally of maritime and continental areas⁶.

National Park of Banc d'Arguin has a strong legal and institutional framework. This is one of the few national parks in Africa with a specific law to its territory. PNBA has since 2000 a specific law that strengthens its national and international recognition: 2000-024 Act and its implementing decrees 2006-058 and -068.

This political support was illustrated in particular by its direct link to the Presidency of the Republic as a first step, then the Secretariat General of Government until 2006 when it was attached to the Ministry Delegate to the Prime Minister in charge of the Environment and Sustainable Development. Finally at the institutional standpoint, PNBA has developed decision tools and governance in 1993 with the creation of a Board of Directors and a Scientific Council. In 2000, it was given the status of EPA (public institution benefitting from an important administrative and financial autonomy).

⁵ See Cazalet, B., Feral, F., & Weigel, J. Y. (2007). Les aires marines protégées d'Afrique de l'Ouest – Gouvernance et politiques publiques. Paris: IRD.

⁶ D'après (Dia 9);

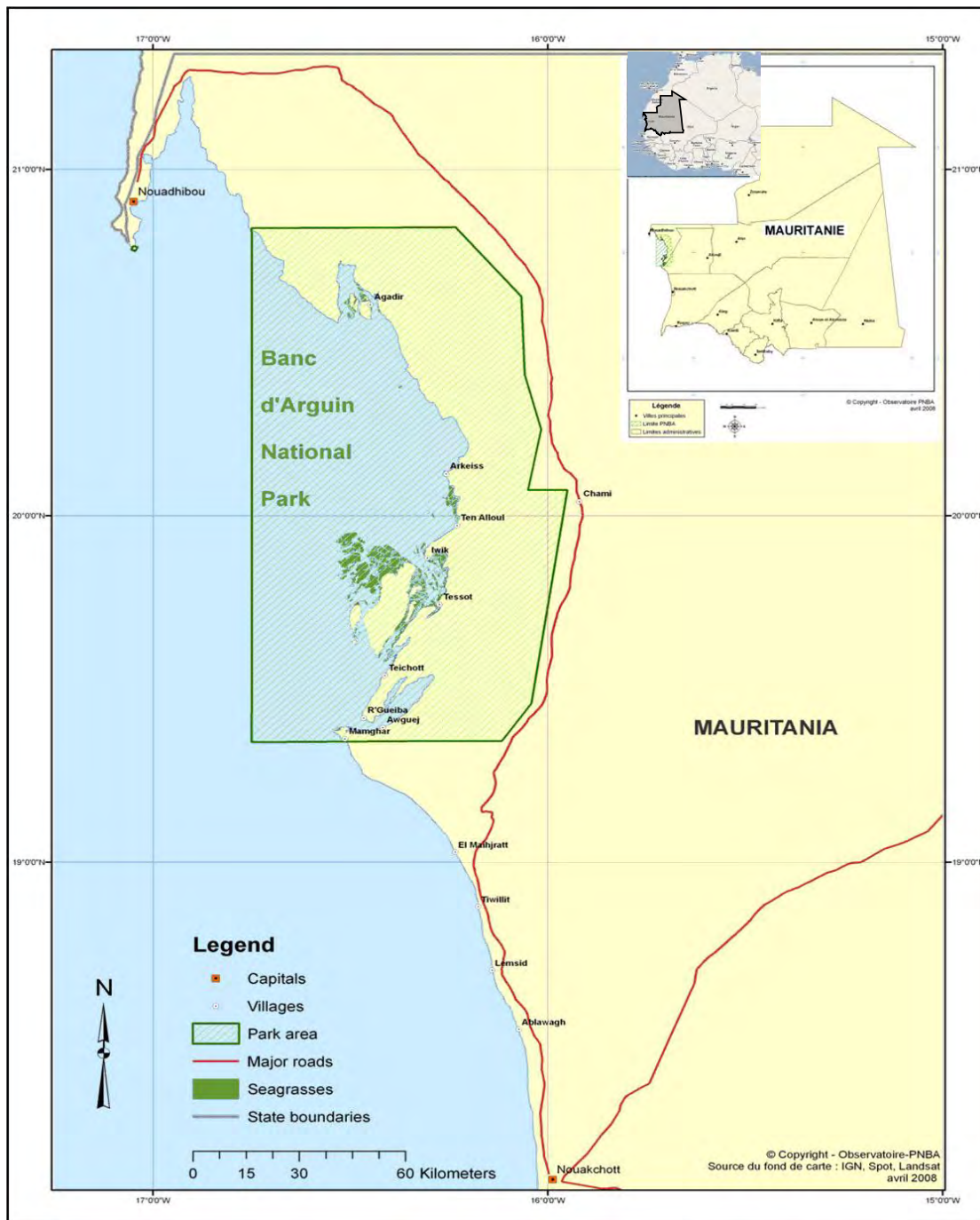


Figure 2: Map of PNBA, Source: Observatory of PNBA

What is an EPA?

According To Dia (29), an EPA (Etablissement Public à Caractère Administratif) is a legal entity under public law, with some administrative and financial autonomy (as opposed to central administration of the State) to fulfill a mission of general interest, precisely defined. The areas of intervention of public institutions are varied but most fulfill a mission of economic, social or environmental order. The CEO is appointed by the Council of Ministers.

Mission of PNBA

PNBA developed in a participatory manner and with the assistance of all its partners, its mission which focuses on five priorities:

- Sustainability of the monitoring system and enforcement of conservation measures.
- Support for a regional balanced development, both in the maritime and continental part.

- Promotion and enhancement of marine and coastal protected areas: ecotourism, environmental education and communication.
- Coordination of Scientific Research and Environmental Observatory.
- Strengthening shared governance and sustainable management of the organization itself.

Vision of PNBA

The vision of PNBA is to preserve at the long term this site of a natural, ecological, economic and cultural outstanding national and international importance.

Objectives of PNBA

The Law states that the park is a protected reserve for Mauritania with the following objectives:

- Contribute to national sustainable development;
- Support the development of human settlements residing within the park and using the natural resources of the park;
- Maintain integrity and productivity of the park's natural resources;
- Protect, conserve and develop the terrestrial, marine and island ecosystems;
- Contribute to the preservation of threatened species, including the migratory species passing through the park;
- Safeguard the natural sites with particular scientific, archaeological and aesthetic value;
- Contribute to environmental research – in particular in the marine environment – and promote environmental education activities;
- Ensure the establishment of a marine protected area of ecological and biological importance in the sub-region.

Threats to PNBA

The protected area may become affected by the strengthening of the following factors:

- Development of important commercial fisheries inside the park's border, depletion of fish stocks and marine resources in result of an increasing fishing effort.
- Increasing external pressures from small scale and industrial fishing vessels. The park is near a zone of high concentrations of fishing boats along its western boundary. In addition, there is a strong lobbying pressure and applying to open the park to motorized fishing craft.
- The new trans-Saharan highway that runs along the eastern boundary of BANP has certainly improved access to the site but on the other hand it increased the risk of illegal intrusion into the park and increased pressure on resources.
- The starting of offshore oil production will significantly increase the risk of oil spills in the Gulf of Arguin.
- Endemic poverty and economical dependency of local fishermen from fish dealers

The organizational audit and the plan of modernization

According to Dia (30), to identify its organizational shortcomings, PNBA conducted in 2005 an institutional and organizational audit under the request of its CEO and with the support of FIBA and the German Cooperation (GTZ) project in the park. Since then, FIBA and GTZ have supported the implementation of this reform which aims to provide the institution with appropriate and efficient management tools and staff. This modernization plan was intended to develop a new running structure: voluntary downsizing and recruitment of new staff, new internal regulations, consolidated financial management, capacity building, etc.

The expected results of the modernization reform, as shown in figure 3, can be grouped into five main areas:

- ☞ An institutional framework adapted to the missions and ambitions PNBA
- ☞ The organization, coordination and control of activities
- ☞ Mobilization, motivation and rational management of staff
- ☞ Consolidation, securing and managing financial resources
- ☞ Harmonizing and synchronizing the activities of different actors

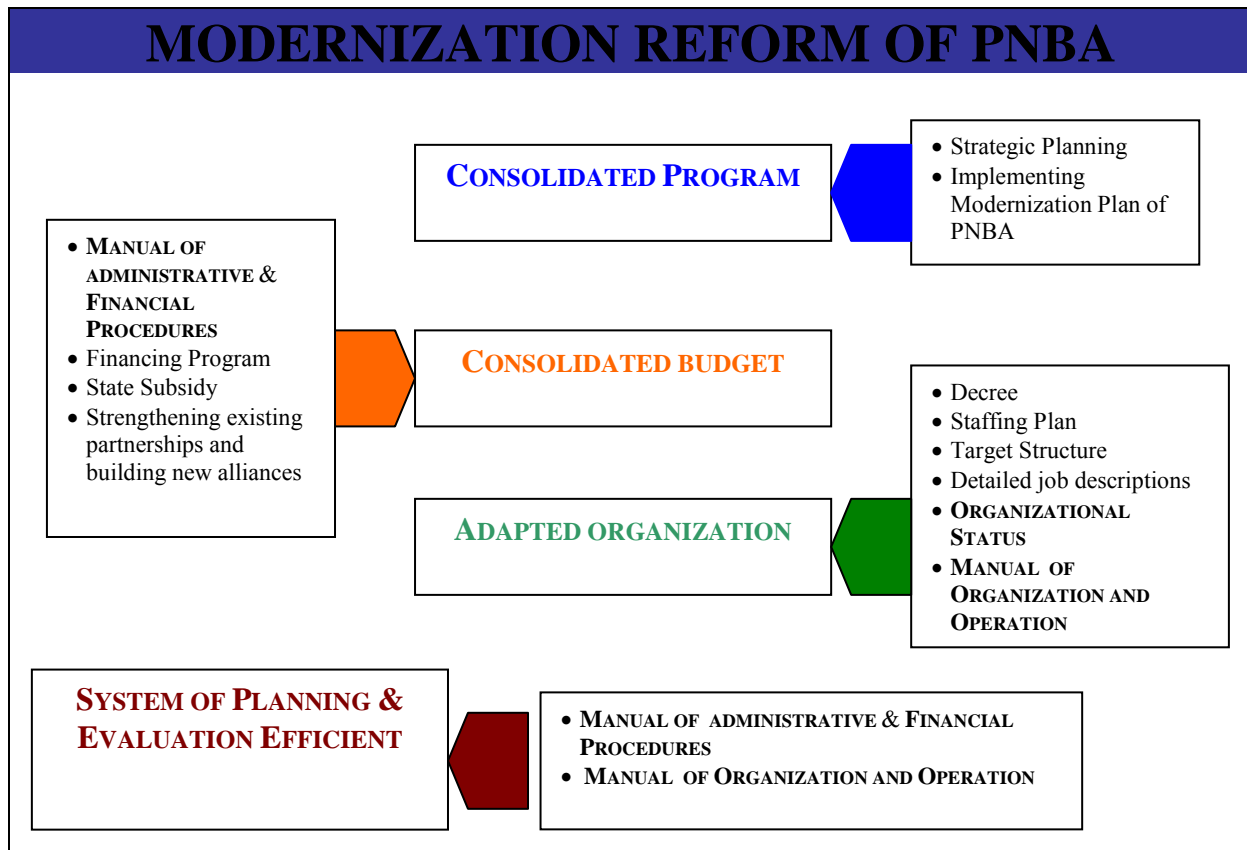


Figure 3: Modernization reform of PNBA. source: (Tomasian et Ould Mohamed Vall 52)

2-2. Background on policy reform in public sector

We approach the problem and difficulties of modernization reform facing PNBA by studying this challenge of implementation of policy reform in public sector. The impediment to change can be understood and addressed by looking to the literature studying the problems encountered by organizations in the different steps of policy reform as well as the problems of HR management.

A-What are the factors impeding change in public organization

This research is based on the findings of many studies who have analyzed the factors of success or failure in public organizations. Many studies and research have extensively studied the human behavior in public policies⁷. In reality there are many different factors that influence the change in public organization performance. Warwick and Reed define "three aspects to be considered to implement change in public organizations. First, identify "what is

⁷ See (Kotter) and (Harrison and Shirom). Weisbord (1976) proposed the six-box-model: Relationships; Strategy, Structures, Rewards, Helpful Mechanisms and Leadership. Porras (1987) proposed the stream Diagnostic Chart: Social factors, Organizing Arrangements, Physical setting and Technology.

to be changed-people, technology, or structures; second who is to be changed-key executives, middle-level managers or supervisors, lower-level subordinates, or all of these; and third how change is to be achieved- the specific methods and strategies to be employed" (195).

How the negligence of Human Resource (HR) management can affect the effectiveness of the organization

The management of HR is crucial for the implementation of change in public and private organizations. This section is based on the findings of a study of Boston-based HR professionals, conducted by Sandra Buford, show that "there is a strong connection between an organization's success and effective Human Resource Management" (517). The participants in this study "expressed fear and concern that human issues are gradually being relegated to a lower status in business operations and that human resource issues are losing ground with senior managers and decision-makers in organizations" (518).

Sandra Buford (522) highlighted the fact that managers should keep in mind that the success of their business is directly related to the effectiveness and productivity of its employees and ultimately, the problems of HR should not be ignored, but they must be addressed on the head with a high priority.

Warwick and Reed emphasize the link between organizational change and "the process of modifying the individual characteristics, such as perceptions, motivations, and behaviors. The underlying assumption of this approach is that the creation of a more effective organization requires modifications of attitudes and behavior among key individuals in the system" (195).

Training

Buford stated that organizations often recruit new employees but without providing them with appropriate training. He states that it is important to keep in mind that even if an employee has a good knowledge in his area of expertise, he has rarely skills to perform another job before being upgraded⁸.

Recruitment

Buford (519) argue the recruitment of the wrong person is very costly for the organization. That's why the organization should prepare the conditions for specifying the job descriptions and the needs of the organization. So the choice of the right person for the job is determinant in HR Management.

Staff retention

(Buford 521) stated that "Many organizations have eliminated resources and funding for employee retention programs as a part of cost cutting initiatives. However, despite the abundance of job candidates, there is still a critical shortage of specialized talent in human services. Rather than taking a short-term approach, human services managers should maintain and even enhance their employee retention strategies and programs. The goal is to retain critical staff to meet organizational and customer service demands. Retention is still a key strategy for human services organizations".

Downsizing

Harrison and Shirom (9) have reported some research on downsizing that shows how an organization can gain if it paid attention to how the needs and perspectives are defined in

⁸ Buford (520) argues that "the value of hiring investments is often cancelled out by poor follow through on new employee assimilation and training. New hire assimilation involves more than the standard information dissemination sessions that are typically offered to newly hired employees. Assimilation involves a well planned, organized, and scheduled program of learning about the organization's strategies, goals, products, customers, organizational structure, leaders, and key contributors".

terms of HR. They reported the findings of a 4-year study which showed that "organizations that planned and designed downsizing moves through systematic analyses of jobs, resource usage, workflows, and implications for human resource management were more likely to attain subsequent improvements in performance. Furthermore, these organizations were more able to avoid common negative consequences of downsizing, such as loss of valued employees and declining morale among remaining employees" (9) .

Staff evaluation

In order to enhance the performance, we need presumably to define indicators of performance for each individual. "Employees at all levels in the organization should be measured and held accountable" (Buford 519).

(Buford 522) emphasizes that the "The solution is for managers to engage in a regularly scheduled assessment process that includes using the organization's mission and goals as a gauge to measure performance and results. Additionally, managers should regularly evaluate the performance and potential of every employee to fully utilize their knowledge and skills. The results of these assessments can be used as a road map for organizational and employee development".

Power sharing

The problem of delegation of responsibility is commented by Warwick and Reed. They stated that : "officers at whatever level derive their authority from one or more superiors and are in some degree responsible to them for actions for their subordinates. Under such conditions, any substantial sharing of power by a leader with his subordinates involves a certain amount of risk for himself unless he has strong confidence that they will propose and take actions that he can defend before his superiors" (200).

B- What are the factors affecting public policy

It appears from many the findings of many scholars that design of policy reform has been crafted by consultants who ignore the local context and as a result, the policy will not be suitable to the reality.

Harrison and Shirom (3) argue that many initiatives to drive change in the public sector will fail because the experts involved are unable to provide viable solutions to the challenges of the organization. They add that the application of unsuitable techniques often give undesirable results.

Harrison and Shirom state that "One explanation for the high rate of failure of change efforts is that managers and consultants alike frequently fail to *diagnose* the needs of the organization and to examine feasible routes to change. Instead, they implement fashionable administrative techniques and new organization designs without carefully considering whether these tools will help them solve pressing problems and meet the challenges at hand. Nor do they consider whether proposed interventions fit the focal organization" (4). They stress that the consultants in general propose to the organization to do what it does not do now. For example, they will propose to centralize everything is decentralized. Flatten everything what was vertical. Diversify everything what was concentrated. We seldom find a consultant who will recommend us to keep things as they are⁹.

Guy Peters pointed out the advantages and disadvantages of contracting a think tank for policy reform. He "would expect much greater creativity and innovation from the think tanks organizations than from the public bureaucracy, but other problems arise in the types of policy options they may propose. First, an agency may be able virtually to guarantee the kind of answer it will receive by choosing a certain think tank". Second, the reports produced by

⁹ Unfortunately, many managers and consultants show a bias for quick intervention and shortchange diagnosis. This tendency is mirrored by the neglect of diagnosis in research reviews of the impact of organization development interventions (Harrison and Shirom 8).

the think tank "are likely to have substantial impact, not only because they have been labeled as expert, but also because they have been paid for and therefore should be used" (65).

Derick Brinkerhoff and Benjamin Crosby (xi) noted that "some policy makers and reformers have tended to focus mainly on the technical content of these reforms. These concerns are important, but a singular focus on the technical aspects of the reform does not take into account a major element in achieving results. The success in pursuing the reforms required to recognize that reform is about process and people (who wins and who loses from reforms), as well as content. "

Policy formulation

When people don't participate actively in the policy formulation, they may not internalize the reform. Warwick and Reed argue that "members of an organization are less likely to resist change and more likely to understand it and see it as their own if they take part in decisions about change. Participation not only improves employee attitudes toward change, but contributes to the quality of decisions."(200)

(Buford 522) stated that "there are some vital actions managers can take to minimize negative results and outcomes of change management. These actions include implementing training and awareness to foster organizational readiness; staying alert to identify the human factor of every organizational change as early as possible in the change management process; and communicating before, during and after change has occurred. Because change is a way of life in all organizations, it is vital for managers to get better and better at managing change".

Policy implementation

Brunsson and Olsen provide further details about the difficulty of implementing the reforms in public organizations. They state:"A distinction is made between thought and action, between making a decision to reform and implementing that decision. The first is a task for the few, the leaders, and the second a task for the many, the non-leaders"(2).

Brunsson and Olsen noted also that "the outcome of modernization programmes depends on the intentions of the reformers as well as on organizational responses and environmental factors. Reformers are more likely to succeed if their plans are focused and well-defined rather than broad and general" (24).

Brunsson et Olsen argue that:"to succeed, comprehensive reform requires the backing of a strong organization capable of maintaining support for the reform and of overcoming resistance" (25).

2.3 Benchmarking: how to ensure the success of reform implementation

According to (Peters 110), in order to "understand what goes wrong when organizations attempt to implement programs, a model of perfect administration may be useful. Christopher Hood points out five characteristics "perfect" administration of public programs would have:

- Administration would be unitary; it would be one vast army all marching to the same drummer.
- The norms and rules of administration would be uniform throughout the organization
- there would be no resistance to commands
- there would be perfect information and communication within the organization
- there would be adequate time to implement the program

a- Enhancing Implementation policy reform

(Peters 118) stated that "to ensure effective management and implementation, planners must identify the crucial potential blockages, or "nails", in their organizations and allow for them in their planning. Clearly, with a new program or policy, this planning may be extremely difficult, as the problems that will arise may be almost impossible to anticipate.

b- Improvement of flow of information

(Peters 117) in modern organizations knowledge is power, and the inability of an organization to gather and process information from its environment will certainly be a serious detriment to its performance.

c- strategic knowledge management

Based on the results of study undertaken by Sotirakou and Zeppou in the context of public sector , they argue that "modernization's success depends on how knowledgeable an organization is in the strategic running of three core systems: the management system, the training system and the evaluation system.

d- Enhancing HR management

Dr Jabnoun highlighted the different components of a better HR management system. As shown in the figure 1, the HR management should rely on 5 pillars: planning, monitoring, developing, rating and rewarding.



Figure 1: HR Performance management cycle. Source (Jabnoun)

e- Team work

What we need here in terms of management is not to have one person who decided but instead to have a group of people or steering committee (guiding coalition). For example, Peters (96) highlighted that we often "fail to take into account the important role of decision makers at the bottom of the organization in determining the effective policies of government."

In fact, one innovative way in order to avoid conflict is to make a transversal process of utilizing competency. That means to use the competence of people where he or she shows skills.

3. Conceptual framework

3.1- Research objectives

Given the importance of the modernization reform to ensure that the organization attains its conservation and sustainable development objectives, and the urgent need to improve the process of management in PNBA, this research is intended to understand to what extent have the proposals elaborated in 2005 been followed?

To analyze the effectiveness of the reform of modernization and derive operational recommendations, we decide to make our analysis into two separate phases: i) identify the processes underlying the modernization plan design, and ii) assess the impact of implementation and factors affecting it. This research will try to understand the context in which the modernization reform had been designed by the office of consulting and identify who has set the question agenda? In reality, we want to know why the organization had commissioned such a study and what the situation was before and what is the situation now. Furthermore, we want to see what recommendations have been followed and those who were not and why in this case. The objective is to analyze the reasons for the failure of the modernization plan and assess the degree of its ownership. In other words, have all the stakeholders been adequately informed? Do people have enough understanding of the objectives of the modernization reform? What was their level of participation? On the other hand, the research will try to analyze the effectiveness of conducting such reform. Is it worth of having done this reform in the context of PNBA and Mauritania? Is it really just sufficient to develop a modernization plan or rather we should look beyond the global context and see the working environment to ensure minimum conditions for success?

The assumption is that the implementation of this reform has affected positively the performance of the staff and the outcome of the organization. In other words, do employees and stakeholders feel better empowered to fulfill their tasks effectively?

We want to check if really the implementation of this reform has affected positively the outcomes of the organization and if any, which are the factors that undermined the reform to achieve its goals or prevent the realization of the reform.

3.2- Methods

a- Data collection

The nature of the issues raised in this study requires using various methodologies to address them. While it is appropriate to address certain issues by examining the structures of a number of programs through quantitative indicators, others require qualitative judgments for social problems. So, the ideal is to conduct field missions. We must therefore employ a whole range of approaches to assess the outcome of this reform.

The study is based on the following complementary methodologies:

- Qualitative analysis of results of a large number of programs;
- Interviews with the consultants who prepared the plan of modernization as well as with the employees of the organization;
- Field visits in villages within the protected area to gather the views of local people and other stakeholders.
- Thematic studies in which the outcome of the modernization will be considered in the context of various types of programs (ecotourisme, local developement, marine surveillance;
- stakeholders analysis and customers satisfaction.

The figure 4 presents the methodology followed.

Evidence building



Figure 4: Methodology

Documentation analysis

Based largely on the results of key programs and projects within the PNBA during the period 2005 to 2009, the evaluation of the reform will seek to identify and explain the gaps in terms of achievement. This analysis examines the link between the achievements and performance improvement of PNBA personnel.

This step is to review the articles, secondary literature and other documents relating to the subject at hand. In addition to the physical documentation, research of relevant literature was conducted on the Internet, especially in relation to how the change can be implemented in public organizations.

Qualitative research

Basically, qualitative research will be used to obtain detailed information about the context in which reform took place. We draw on qualitative research in order to obtain information on people behavior in the natural setting. In addition, we will use our experience and knowledge to interpret data and results.

In this case study, we use a combination of several different sources of information as documents, interviews, direct observation, because multiple sources provide a more complete picture of the organization and its environment and help understand the problem at hand and learn how people behave. This will allow us to corroborate information obtained from a source of information gathered from another source. We want to understand things in depth and in context, and interpret why things are as they are. So for this reason, data collection requires a lot of openness and flexibility.

Semi-structured interviews

In this research, we prepared a set of questions and flexible semi-structured interviews. This means that based on the answer to a given question, the next question will be addressed. In fact, we hear the answer to the question, interpret it, and we introduce the following question. At first we tried to record the conversations, but soon it appears that this was inappropriate because people fear that their statements will be released publicly. Before each interview, we talk with people and explain clearly the purpose of our study. We inform people that their participation in the study is strictly confidential, only the names of certain actors will be announced. As the discussion running we write down the notes and we try to make a faithful transcription of the statements

The interviews have been conducted by using three techniques. First, we have privileged face-to-face individual interviews because we need to discuss with each person separately. And we think that focus group will not provide us with the full understanding of the behavior of people. We have noted that when people are alone they feel freer to express themselves. Second, as we have performed our field work in the organization, we had the possibility to see people regularly and ask them questions day after day and also be able to observe them. Hence, a great deal of information has been also obtained from observations and responses to interview questions.

Third, we also used the technique of focus group interviews to obtain qualitative data and save time by getting a number of people in the same time. The technique of focus group

was mainly tested with the local population and rarely with employees. The homogeneity of the population helps ensure that individuals are not afraid to express their feelings on the matter at hand. The technique of focus group can also discuss the perceptions of the group in interactive way.

Customer satisfaction

To assess the success of the modernization plan it is clear that the easiest way to is to see first to what extent the implementation of this reform has improved efficiency, effectiveness and decision-making process within the organization and therefore whether or not it was reflected on concrete achievements in the ground. On the other hand, it is also interesting to know to what extent customers are satisfied with the performance of the organization. That's why we think it is necessary to do a study on the perceptions of stakeholders (employees, managers, donors, partners, local community, and experts.etc).

The main objective of our approach regarding the customers is to clarify the point of view of the stakeholders and trying to figure out whether or not they are happy with the activities undertaken by PNBA. One important thing is to test the following hypothesis: does the modernization reform render the customers more satisfied?

Employees

The objective of the interviews is to learn about the perceptions of the employees and their current level of Engagement in the modernization plan. Many questions concerning the administrative and financial management of the organization were discussed with the staff through the interviews. We have divided employees in different categories: executives, middle-level managers, lower-level subordinates (drivers, technicians.etc)

Partners

In addition to the mission to gather opinions of the field and headquarters employees, the evaluation will include interviews with other institutions and important personalities, such as the World Union for Nature (IUCN), the regional program of coastal and marine areas in West Africa (PRCM), as well as stakeholders in the villages visited (village chiefs, civil society organizations, fishermen, tourists, etc.). We collect their opinions about the usefulness / effectiveness of performance of management.

The diagnosis of the opinion of the local population will allow for example to:

- assess the degree of improvement of services provided by the organization during the past 5 years.
- Qualitative aspects of the impact of actions undertaken by the organization and which are not captured by quantitative indicators.

The visits to selected sites will also permit to:

- Determine the original situation of the population at the moment of launching modernization plan and examine whether the effort to modernize the institution has led to noticeable changes in the life of the population of the park.
- To determine the views of other stakeholders in civil society (NGOs, women's cooperatives, youth) on the benefits of reforms in the park and the terms of their possible relationship with the services provided by the park during the implementation of modernization plan.

We conducted interviews with a group of about 18 Imraguen¹⁰, including 3 Imraguen village heads (see appendix containing a list of persons met). The criteria for assessing public perceptions relate to the expression of satisfaction varied in 5 degrees (very satisfied, satisfied, neutral, dissatisfied, very dissatisfied).

¹⁰ Imraguen are an indigenous people living in this area since many centuries. See CERTIF(5). According to the last survey carried out by the firm of consulting CERTIF in 2009, the total number of inhabitants of Imraguen in PNBA is around 1207 persons.

Another sub-group for which fieldwork was conducted is the tourists visiting the park to collect their opinions to determine whether the modernization effort has led to noticeable changes in the quality of reception in villages although the subject of ecotourism remains one of the important areas of controversy between the park authorities and the local cooperatives. However, as noted earlier, the assessment will focus on the results of activities of the park in these areas rather than on the advantages and disadvantages of the reform itself.

b- Sample

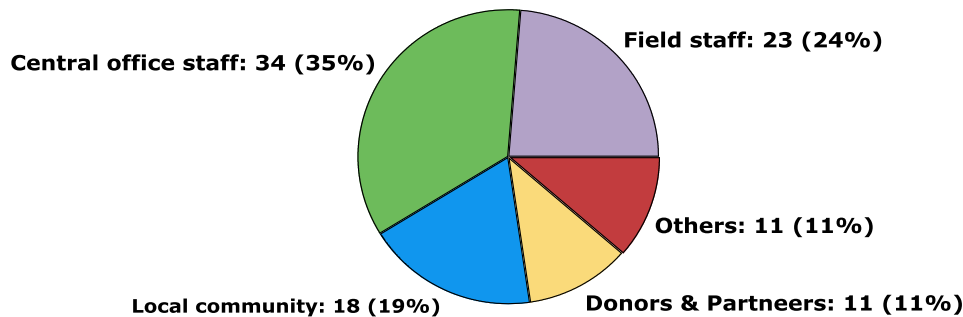


Figure 5: Sample of the people interviewed

We have performed 97 interviews: 57 with employees of PNBA, 34 based at the park headquarters and 23 are field workers.

So our random sample is representative of the employees of the organization as it represents 59% of the employees. Furthermore, the interviews encompassed all the class of employees' lower-echelon, middle-level managers and executives. The figure 5 describes the percentage of each class.

c- Measures

This study uses semi-structured interviews to answer the questions regarding the evaluation of the reform setting as well as the evaluation of the execution and outcome of the reform

Examples of questions used during the interviews

In the following, we provide some examples of the questions asked. The original set of questions has been designed in Arabic and French then we translated them to English.

Questions regarding the evaluation of the reform setting

Regarding the rationale and objectives of the modernization

- How has the diagnosis been conducted to evaluate the "critical importance" of the reform proposed? What are the implicit assumptions about the mechanism by which reform affects the success of programs of environmental conservation and sustainable development conducted by the organization? Are these assumptions sufficiently explicit?

- Is it possible to identify cases in which the modernization proposal may have overlooked areas considered critical to the achievement of the objectives of PNBA? Conversely, are there areas where reform has incorporated aspects not helpful in achieving the objectives of the organization?

Regarding the views of employees and the process of implementing the modernization plan

- What were the views of workers themselves regarding the organization's mission, vision and policies of modernizing reform to achieve agreed objectives of PNBA? Are their views differed significantly from those of the managers of the organization?

-Have the managers left enough freedom of choice to employees on how the implementation of the reform would be executed?

-Est-ce qu'il se pourrait que des conditions très précises soient nécessaires pour améliorer l'implication des employés dans le processus ?

- How are differences of views between managers and employees whether or not the modernization reform has solved the initial problems? Are there any specific areas or sectors in which these differences are particularly large? What was the role played by other stakeholders in the process of modernization? Can we draw practical lessons on what it could have been changed and what it could not?

-Did the process of modernization include consultations between the designers of the reform and national stakeholders other than employees of the organization?

Regarding the involvement of donors & partners

- What were the expectations of the donors and partners regarding the outcome of the reform?
- How has the reform been adapted to the concerns of donors and partners?

Questions regarding the evaluation of the execution and outcome of the reform

This part of the evaluation examines to what extent the modernization reform has achieved its goals and whether it was associated with unforeseen adverse effects. The goals include those described in the modernization proposal as "direct objectives" (for example, contribute to sustainable improvements in financial resources; improve the efficiency of the employees, organizing daily tasks,..), as well as "indirect objectives" (e.g the good governance of the organization helped to convey a good image of the organization towards its institutional partners or transmit positive signals to official donors).

Issues that may arise at this level are:

- To what extent the reform has been successful and what has been changing over time? Is there a any relationship between the degree of achievement of organizational goals and the implementation of the reform of modernization?
- Has the implementation of the reform of modernization led to improvements in decision-making process, institutional changes and tangible results in the long term?
- What observations can we make about the indirect impact of the reform? For example, when the reform was launched, have the stakeholders reacted or changed their way of working with the organization? What was the impact on donors?
- What kind of factors can explain the differences of effectiveness of the reform?
 - What was the nature of dialogue with employees and other stakeholders and how the conflicts were resolved?
 - Why have some aspects of the reform (eg fiscal consolidation) been more effective than others?
 - Have the allocation of financial resources been compatible with the goals of the modernization plan?
 - What are the factors that appear to influence the performance of the reform program during its execution?
- What is the outcome of the reform among different specific areas, particularly those that generate some controversy (e.g voluntary downsizing)? Has the reform helped to improve the governance of the organization and improved the transparency of the management?
 - Has the fact that foreign partners have maintained their own systems of management within the organization affected the performance of the reform? How the distribution of tasks between partners within the organization has been designed?

d- Study Limitations

It is noteworthy that several difficulties arise when one tries to examine the success of the reform of modernization in the absence of performance indicators or KPIs. One difficulty is that the assessment does not include measurable indicators and we are limited to the statement of those interviewed about their perceptions, which can pose problems of assessment and biased research because each actor will try to push his view and hide other aspects. In fact, several indicators can be selected to measure effectiveness, but there is a clear trade-off between the concrete indicators and the extent to which results can be attributed to modernization. It is very easy to use indicators of immediate effects, such as monitoring working conditions. However, simple indicators of compliance are not in themselves a most significant impact of genuine reform. More meaningful indicators, able to capture long-term effects of reform, such as its impact on the process of decision making, however, are much more difficult to calculate and interpret. In particular, given the variety of factors that influence the outcome, isolating the effect of the reform becomes much more difficult.

The factors behind the success or failure of the modernization plan are heterogeneous, there is no means to aggregate the factors reported by persons interviewed and compared them to sort out the key or dominant factors on which we can focus the searching for solutions. The other difficulty is the lack of precise state of reference on which we can base our evaluation regarding the performance and the effectiveness of the modernization plan. Nevertheless, we feel that our study is a good contribution to the domain of public management.

4. Results

In this section we focus on process of thinking, planning and formulating the reform policy. Basically, we will examine how the policy of modernization has been designed first and then implemented, and what are the shortcomings surrounding its implementation and figure out if there is a connection between the way it was designed or implemented and the failure of the reform.

4-1 How the modernization reform was formulated

Agenda Setting

Who sets the agenda of reform?

According to some environmental experts in West Africa, the main challenge for national parks in Africa is to ensure sustainable funding. Because PNBA is an area of planetary importance, many donors in the domain of environment have set a goal of putting in place the mechanisms necessary to establish a sustainable financing system. The tool of sustainable funding that was identified is the trust fund. Indeed, it is precisely for that reason that PNBA cannot begin the process of establishing a trust fund without meeting the prerequisites requirements. Among the conditions required by the partners we have the transparency in the management and strategic planning. So we can say that among the factors that led to the modernization plan is the international context of partners and their conditions increasingly difficult to obtain funding.

According to some interviewees, the main reason for failure of reforms in Africa is that the decision-makers are more interested in satisfying the international donors at the expense of internal factors. They try to fulfill the outer parts of the reform that is to have a strategic planning for example but they ignore the internal factors such as human resource management and how the reform is implemented.

Therefore, it is legitimate to ask whether the modernization plan was expressed as a need required by managers and employees or has been “imposed” without appropriate internal dialogue and discussion.

Reform Formulation

Who designed the reform?

According to some respondents¹¹, it could be probably true that the way the reform has been designed was not fully participative. That means the consultant was stranded in one corner with the other members of foreign technical assistance and decides what is better for the organization like the voluntary downsizing for example. In order to report the views of the consultant about the way the reform was formulated, we emailed him three messages and questions. One of the questions that we asked to the consultant who supervised the design of the reform is if he believes that the staff of PNBA was engaged in the process from the beginning. The consultant Thomaisan¹² has confessed about the difficulties that have encountered when starting the process of formulating the reform: He said "The difficulties encountered in starting the diagnose are numerous, but the main are those related to human resources aspects which are primarily associated with resistance to change, and arguably the "fear of change." It was also due to the multiplicity of studies that have been conducted, that we need to reassure stakeholders about the value of this work mobilize them and reduce their resistance to the change."

By responding to the question whether yes or no he feels that the employees have paid attention to the importance of the reform, the consultant said: "We cannot in my opinion make a "single class" with all the actors, like any organization we can find within the PNBA, the main types of actors, ranging from complete rejection (confusion, discouragement, fear of change, securing accrued benefits ...), the extreme reformists, who are expecting a radical and profound change. However, I feel that overall the employees were rather in expectation of improving the entire institution."

According to some partners, the initial need of PNBA in that time was rather to reflect deeply about how to build a reliable model of management than utilizing a classical planning system. Guy Peters stressed that "those who design programs and organizations must be very careful to develop programs to match the characteristics of the problem and the state of knowledge concerning the subject" (119).

According to many subordinates, they have not been involved in the formulation of the reform. They received the document of the reform after it has been finished and they have been asked to follow the recommendations formulated by the consultant without making comments. The field research shows that the majority of lower-level subordinates were not associated with the conception of the reform, however many other middle level employees have been consulted. In addition, some respondents among the high qualified staff mentioned that they have been interviewed during the process of elaboration of the reform. They have been asked about their aspirations and their views regarding the ways of improvement in the organization.

However, many employees indicate that the reform of modernization is not completed and it was just a first draft which should be completed and adapted progressively.

The role of the donors in the formulation of the reform

For some respondents, the consultant will reflect the vision of the donor. Somehow, the donor who finances the consultation will affect the way the consultant carries out its mission.

¹¹ Technical advisor of the CEO. Personal interview. 27 October 2010

¹² Interview with Thomacian Arthur. Personal interview. 28 October 2010)

And sometimes the donor asks the consultant to justify a predetermined plan and he dictates him what he should do¹³.

For some respondents, the donors are concerned only about how to spend the money of projects with justification. But the majority of actions are merely some studies and consultations which are not necessarily suitable for our reality. They argue that when a consultant arrives, he is fresh. He starts to read the available documents. And then as he is well paid he must change something that he may or may not be suitable to our reality.

Anyway, although the modernization plan has not taken much time to be designed and it was not internalized by all the stakeholders, all employees and partners are unanimous that the diagnosis made by the consultant was interesting (see figure 6 to understand the approach followed by the consultant in the diagnose of the problems of the organization before proposing the modernization reform). Many employees and other stakeholders said that the reform was good in spite that the way it was done is not participatory.

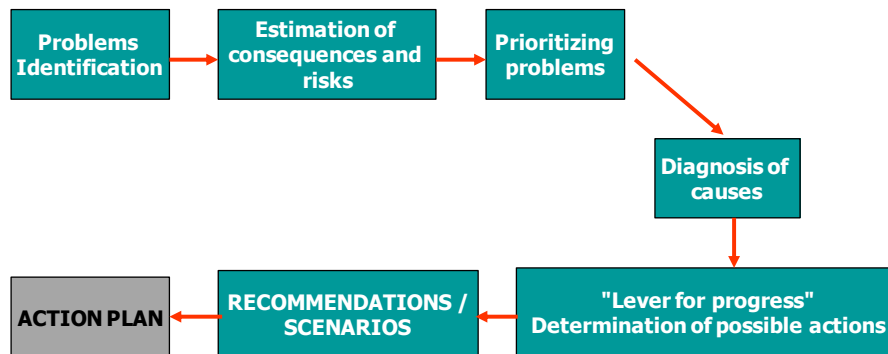


Figure 6: The Approach followed by the consultant in the elaboration of its proposal: source (Tomasian et Ould Mohamed Vall)

By responding to the question regarding the criteria and rationale considered to elaborate his proposition, the consultant responded that "A modernization 'or any other "reform" should be thought of as a view either to solve a problem or being a means to achieve an objective. There is no miracle, but some "benchmarks" that allowing us to try to do the possible (eg number of agents per km², ratios seniors/ agents....). But organizational change is primarily a matter of common sense that starting from an observed situation, setting goals and milestones to achieve, must align resources with objectives.

On the other hand, it's all about putting in place the foundations of a learning organization and changing, the change must be endogenous and fed continuously by the willingness of leaders.

Change is a matter of will, continuous improvement, driving by a series of questioning".
Reform Legitimization

The reform was authorized by the board of directors of the organization as required by the law. Furthermore, the organization used the law and money instrument to implement the policy change. The donors of PNBA have mobilized a considerable budget to insure the implementation of the reform. The available budget has been divided to cover the fees of the

¹³Guy Peters reported another problem that arises for the think tank consultants: "if the think tank is to get additional business from an agency, the consultants believe-perhaps rightly- that they have to tell the agency what it wants to hear. In other words, a consulting firm that says that the favorite approach of an agency is entirely wrong and needs to be completely revamped may be both technically correct and politically bankrupt. Hence, a problem of ethical judgment arises for the consulting firm, as it might for individual analysts working for an organization: what are the boundaries of loyalty to truth and loyalty to the organization?" (65)

consultation, the downsizing, training and the budget consolidation with the software Tampro¹⁴.

4-2 How the modernization reform was implemented

According to many employees, the modernization plan was a necessity. However, the way it has been implemented was not completed. The strategy was good but the execution suffered.

According to some partners, we need to implement the strategy of coaching as well as employees should be involved and engaged significantly.

One of the weaknesses of modernization plan is the lack of the aspect related to the mechanisms that render the plan successful or the conditions and tools that encourage the implementation of the reform. In reality, the modernization plan proposed was classic and does not contain any rubric related to the strategic management.

4-3 To what extent the modernization was successful?

As stated before, the study aimed to evaluate the effectiveness of the reform. In this question we will analyze the different aspects related to the implementation of the reform mainly the organization structure, downsizing, training, financial resources management and standard operating procedures. At the second level, we will analyze the impact of the projects undertaken by PNBA during the period 2005-2009 in order to figure out if the modernization reform was for any help to achieve the objectives of the organization.

Many respondents state that the modernization reform has failed to achieve all the objectives although much advancement has been attained. Other mentioned that it is very early to draw a conclusion about whether or not the reform achieved its objective. They say it takes a period of 10 years to realize the effectiveness of the reform.

To show the level of achievement of the objectives of the reform we have used the results of the annual assessment of the activity of the organization in 2009 that is reported in 3 studies considered in our work as reference. Analysis of these documents was used to estimate the degree of realization of different sections that contain the modernization plan to see to what extent the consultant's recommendations were followed.

The figure 7 provides a summary about the degree of achievement of the five axis of the reform. For more details, see the appendix which offers an overview about the different actions which were planned in the framework of this reform.

Nevertheless, the implementation of the modernization plan has greatly enhanced the administration of PNBA in the staff efficiency, elaboration of business plan; budget consolidation and the ability to mobilize financial resources to establish a trust fund for better ensure a sustainable funding.

¹⁴ Guy Peters emphasized how the money is employed to promote policy change. He noted that "the use of money transfers to attempt to promote certain behaviors is in many ways an inefficient means for reaching policy goals." (9)

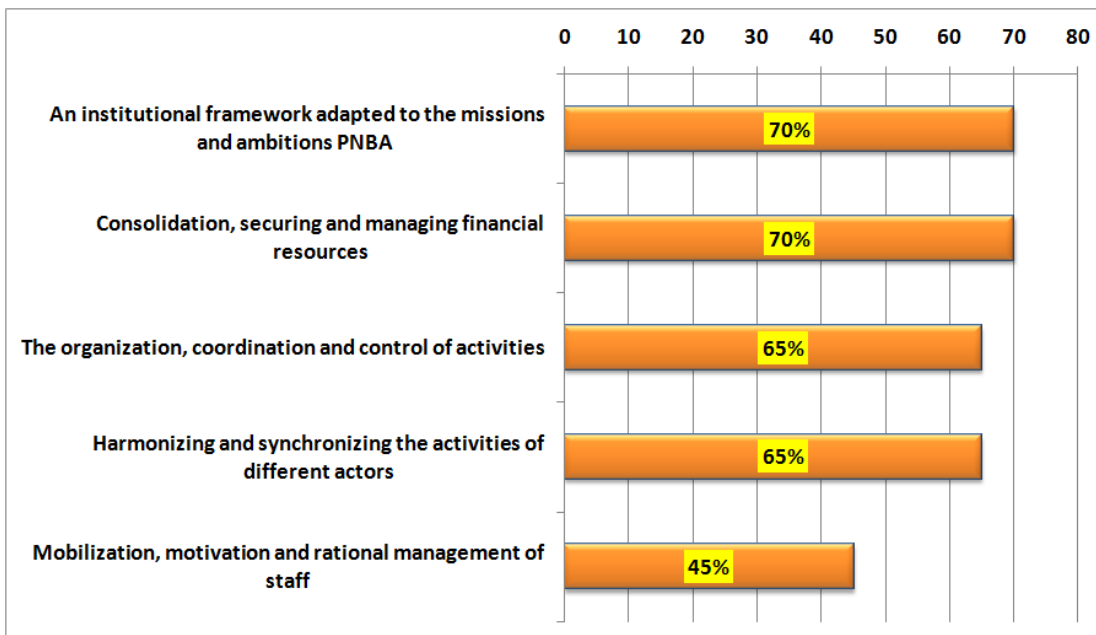


Figure 7: the degree of achievement of modernization plan. Source: PNBA

Organization structure

As shown in the figure 8; the organizational format is vertical. The organization is managed by a CEO appointed by the government and works under the control of the board of directors. The CEO also has other bodies to provide advice and technical assistance. The current structure was updated in 2008.

Board of Directors

The Board of Directors was established by Decree (2006-058). Under the Article 7, the Board of Directors is vested with all necessary powers to guide, promote and monitor the activities of the institution. It meets at least 3 times a year.

The majority of its members are public appointees. Two other members are elected either by the staff of PNBA or by the population of PNBA. The board of directors is directly held responsible for the actions of the CEO.

Central administration

The PNBA structure at the home office in Nouakchott includes a large number of entities and positions. At the top of the hierarchy, there is the CEO who is assisted by a deputy director, two technical advisors, two advisers in charge of planning and communications and two technical assistants of international cooperation.

The core structure also contains three divisions: Technical Support Division, Observatory Division, Human and Financial Resources Division. The field is managed by three operating divisions that are also related to the CEO in Nouakchott.

Scientific Council (*Conseil Scientifique du Banc d'Arguin*)

The missions of the Scientific Council of the Banc d'Arguin, as mentioned in Article 10 of Decree 2006-058, is an advisory body composed of eminent scientists engaged in their duties as a volunteer. It provides the advice on questions relating to the protection of the park and in particular on issues and programs of scientific research and development.

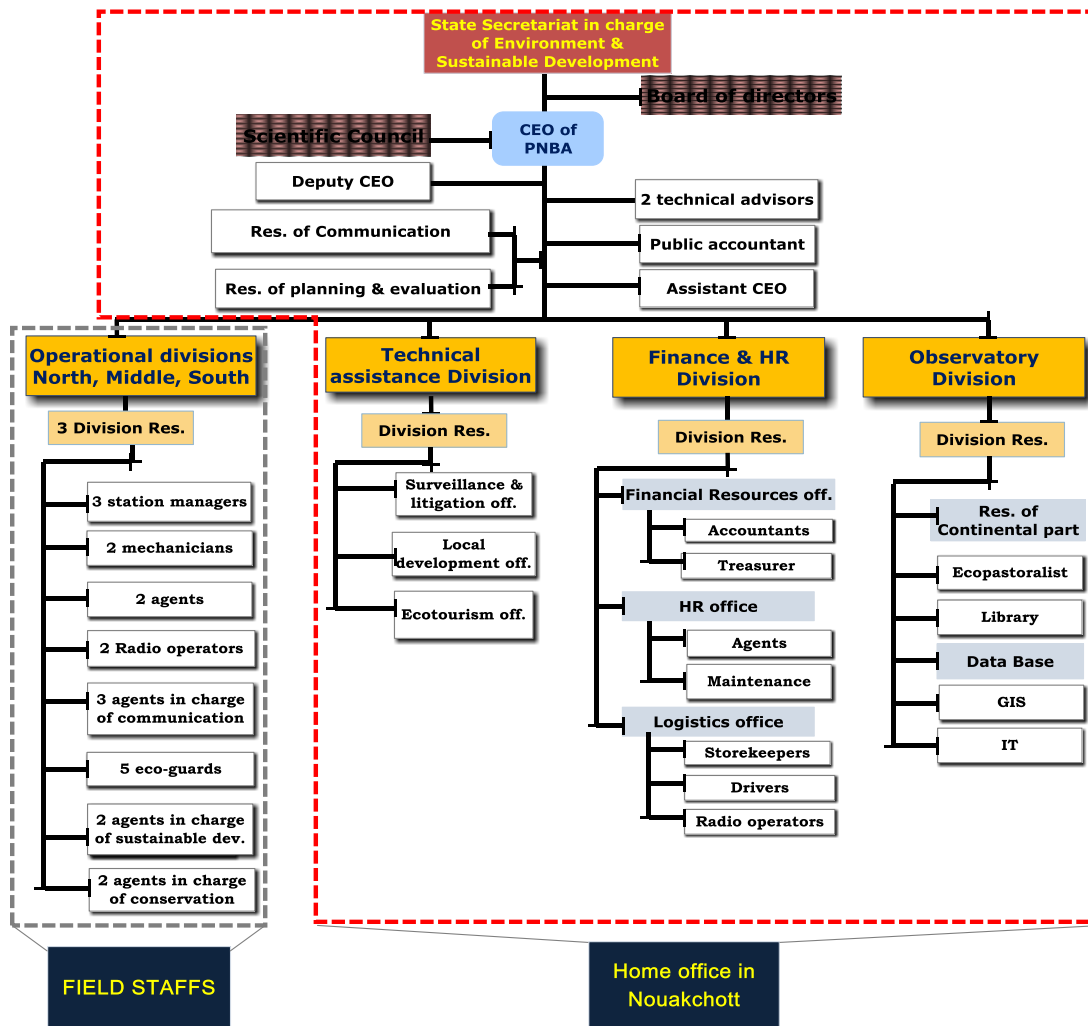


Figure 8 : Structure of PNBA. Source: authors

The decentralization of field divisions

According to some field staffs, the decentralization decided during the modernization plan was not suitable. In fact, we have divided the direction of field into three divisions in order to enhance the governance. But, unfortunately, this decentralization did not create the climate of competition as expected and also did not create the collaboration needed. On the contrary, we have created barriers between the two parts of the area that lacks more communication between them. Some argue that the coordination is very weak between the north, centre and south of PNBA. The organization has certainly provided some means. Yet despite that we have means, people do not want to exchange resources. So it is clear that despite the proliferation of means, results are not met. For this reason, some employees advocate for establishing a local manager for the field instead of letting power concentrated in the hands of the manager in the headquarters in the capital Nouakchott. Some claim that the principle of decentralization is not necessarily suitable for some areas with limitations in resources and lack of culture of coordination.

But on the other hand, some partners in particular FIBA argue that the dividing of the territory of the park into three parts is good. They think there is a rationale behind this new organization. By cons, they admit that unfortunately although this organization is good in theory but has not produced the desired results. In conclusion, decentralization is a good approach to management, but the way that has been implemented caused many problems.

Other interviewees argue that the structure is not completed and it did not take into account all the aspects of management of the organization. The main problem indicated in the

structure is that many positions initially identified as missing have not been filled especially for the local development, ecotourism and field research.

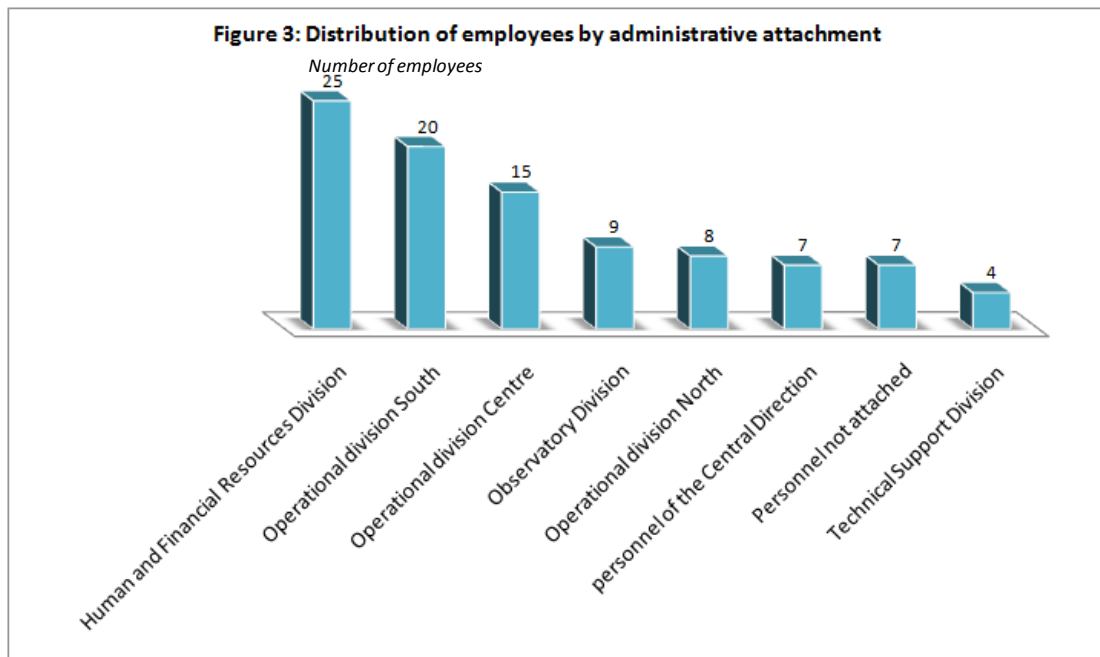


Figure 9: Staff distribution according to the divisions. Source: PNBA

As shown in figure 9, the organization differs greatly in size. For example, the division office of Technical Assistance (DAT), which is crucial to the organization, consists of only 4 employees while the division of Human and Financial Resources contains 25 persons. In addition, we have for example only 1 person in the office of local development, while there are 9 employees in research division. The observatory division was under the control of the division of technical assistance but the CEO of the organization has decided to upgrade it. According to some partners, the experience of the observatory is good but its place is not necessary in PNBA but rather in the ministry of environment where it could serve other areas.

It will therefore be necessary to rebalance the distribution of personnel between the various areas of intervention of PNBA.

According to many respondents, the disequilibrium in staff affectation in accordance with the mission of PNBA could compromise the ability of the organization to achieve its objectives.

The disunity between the home office and the field

One of the main problems of management is that the headquarters is not located in the area of the protected area itself and thus all the activities of management are decided remotely by the direction team based in the capital Nouakchott (see the figure 1). Before 1995, the park was located in the North in the city of Nouadhibou. For certain interviewees, the older location was closer to the field. But the problem is that Mauritania is a centralized state, therefore almost all the decisions are taken in the capital. That's why all the major public organizations are situated in the national capital. But this physical separation costs a lot of money to the organization for sending the staff and realizing routinely its missions. Fortunately, the organization is going to build a considerable station in the field to enhance its management process.

Deficiency of field staff

Many evaluations have showed that the performance of field employees is deficient. The main problem is the lack of sufficient quantity of staff and the degree of qualification.

Most respondents reported a net deficit of visibility of the organization and its uniformed officers.

A major effort has been made in recruiting, technical and job redesign of the park staff. But this effort has not been followed by an increased presence of staffs and managers in the field.

The actual representation of the Park on the ground is low. The Figure 10 shows that among the 95 employees, 53 people are based at headquarters in Nouakchott which represents 56% of staff. Unlike the classic pattern of organization of a national park-type structure which has a strong representation of field staff responsible for monitoring and conservation (pyramidal), the organization of PNBA represents a significant imbalance in the division between field staff and headquarters staff on the one hand, and between technical staff and managers on the other. This imbalance must be corrected if we want to revitalize the structure and make it more operational.

Deficiency of decision making and environmental governance

The broad of directors and the scientific council are two organs in charge of surveillance of the work of the director of the Park. Nevertheless, things are not working as expected because the bulk of the decisions are taken by the CEO alone. Arguably, there is a lack of motivation among the members of the board of directors. Therefore, the Board of directors is not playing its mandate role to coordinate programs and policies in the Park.

In such case, this is considered as a major dysfunction of leadership because the board of directors is supposed to validate the decisions and control the way the CEO of the organization manages. Less are efficient the control bodies, more is the lack of accountability.

The Scientific Council also is in the same state of affairs as the Board of Directors. The Scientific Council is supposed to advise the Director before the execution of any development project on the park. It is also called to advise the Director to ensure that decisions are based on reliable scientific foundations. However, right now, the role of Scientific Council is limited to providing an opinion on the proposals submitted by the administration of PNBA, but it does not offer a broad and strategic look at the overall programming of research activities within the park.

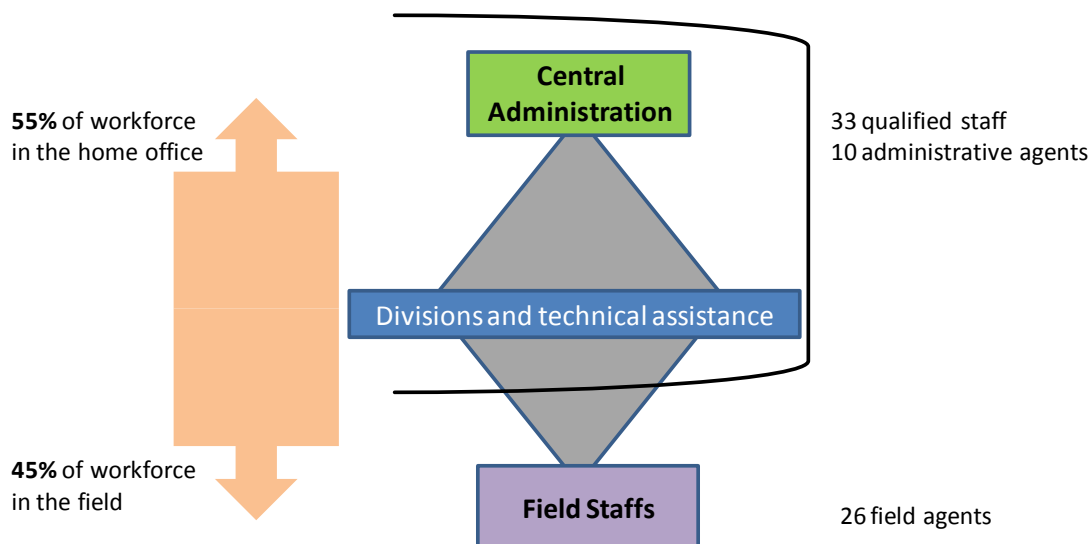


Figure 10: Distribution of staff between the home office and the field. Source (Grovel 32)

Lack of delegation of decision making

The lack of formal coordination body at the direction induces a decrease in the effectiveness of the institution. In fact, guidelines, decisions and forms of communication are always originated from the central administration (up bottom).

Some interviewees stated that before the modernization reform the field workers knew exactly to whom they will report. They were very close to the field director “conservation officer – (CO)” and there was a quick feedback from the organization. In addition, the CO had the power to decide while in the new organization structure, the responsible of field division have no authority. And if ever a division chief make a decision and will be contradicted by his manager he will lose for ever his face vis-à-vis the population.

Some employees criticize the way the CEO makes his decisions. They bemoan a short-term vision and speed in decision making without calculation or consideration of the situation and context.

One of the most serious handicaps of management in the organization is that the manager didn't delegate his mission or power to other persons in the institutions. Consequently, if the manager is absent the progress of the affairs will almost be blocked. In general, in many public administrations in Mauritania, if the director is away, the mess set up.

According to the majority of the respondents, the real problem is decision-making process. The responsible of the field division cannot take a decision. Beyond that, they don't have a financial autonomy. Therefore, the governance on the field cannot be enhanced without delegation of power.

Financial management

The financial resources management has been considerably enhanced with the modernization reform¹⁵. The implementation of the reform has enabled the organization to develop a business plan, consolidated budget and the creation of a trust fund which implementation is underway. We note nonetheless that the project management culture is still dominates at the expense of the program approach.

The financial situation of PNBA has fundamentally changed significantly with the contribution of the grant of the Mauritanian government, which now covers more than half of the total budget PNBA (see figure 11). The overall budget PNBA is approximately € 2 million of which € 1 million is subsidy from the Mauritanian state with its fishing agreements with the European Union¹⁶.

With the exception of maritime surveillance activities, the public budget currently supports almost all of the costs of national staff and the operating costs of the institution.

All these positive developments marked the success of the transformation process that began with the modernization plan, yet they are still fragile because the sustainable financing remains a real challenge. Therefore, all attentions should now focus on the ongoing process of creation of trust fund, which of course requires the commitment of technical and financial partners of PNBA to engage with the Mauritanian state.

¹⁵ Interview with adviser of the director of PNBA on 26 october 2010

¹⁶ See PNBA (69)

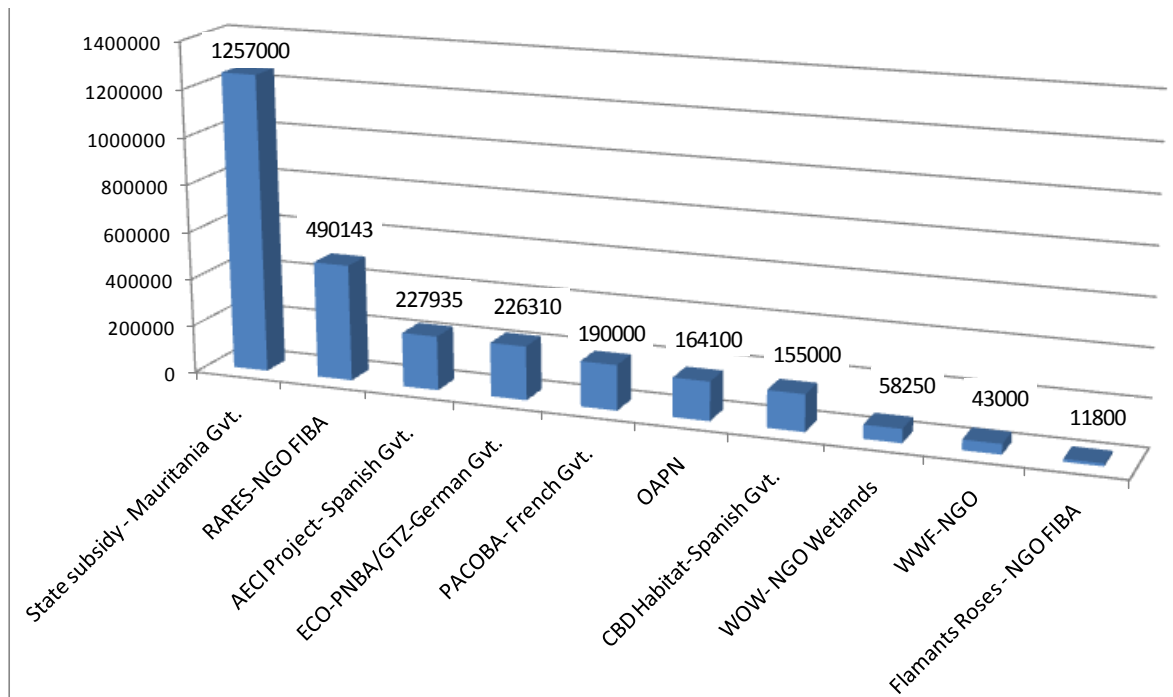


Figure 11: Budget of PNBA in 2007: Source (Business plan GTZ-Ecoconsult)

Allocation of financial resources

Although today all accounting procedures are centralized at PNBA, the absence of a decentralized budget for field divisions is considered as a major impediment to the ability to intervene on the ground¹⁷. Some employees stressed that the financial resources have not been allocated perfectly to cover the needs and requirement of modernization plan.

Some deplore the lack of transparency in the management of public property while other employees blame the allocation of resources.

One employee said that the funds have not been mobilized to support the implementation of the modernization plan that is to say that the modernization plan in itself is good but the fact that were not given sufficient resources to support its implementation, things have dragged. For example, the organization's budget has increased more than 10 times without this change in the means could benefit for employees or the salary of employees reflects this significant change. That is to say we had the money that was certainly invested in basic infrastructure but without being invested in human capital (low pay, no training plan, no bonuses). This creates frustration among employees and affects their motivation. It is universal to realize the correlation between motivation of staff and their salaries. In short, the financial resources allocation, and the logic/ consistency are important to make the link between input and output. In fact the financial resources allocation is the ultimate test of strategy. Strategy is how to use resources to deliver what we should deliver.

HR management

As stated before, many respondents stated that the HR management is deficient in the organization. In order to understand the underlying forces that affected the accomplishment of the expected results we are going to analyze the conditions surrounding the downsizing, training, recruitment and selection and the evaluation of the staffs.

¹⁷ See Grovel (26)

Downsizing

The downsizing was not realized as expected

According to the former CEO of PNBA, since the park was established the recruitment was done without a clear priority objective. At the time of starting the modernization plan, we realized that there is a third of the employees are unnecessary for the organization. Hence the idea came with the plan of modernization to diagnose the state of human resources to retain those that meet the needs of the organization and get rid of the less important to the organization. So from that perspective, the downsizing was needed above all was the first time since the inception of the organization that opened the possibility for this departure.

But the problem is that the downsizing has not complied with what was envisaged in the original modernization plan. For example, we should create a committee to decide based on case by case principle. Instead, the CEO has often decided alone regarding the acceptance of demand of employees to leave and committed many mistakes by letting some staff with good experience to leave. So the organization lost many experimented and motivated people. One employee has considered the downsizing operation as catastrophic because it took away many experimented and motivated staff¹⁸. These people were loyal to the organization and devoted to its mission. The paradox is that we replaced them with less experimented and motivated people. What is important to see here is that some people have left because they need money to fix some problems so they submit their application to leave. Other are experimented and feel that they will find a better job in other place. Others who are less qualified and less protected in the organization have undergone a terrible pressure from the manager of the organization to leave. One employee said that the director has called him and ordered him to submit its resignation because the organization does not need him anymore. This employee said that the manager did not explain him clearly the reasons for downsizing. The employee believes that the organization lacks employees and that he did very well his job as asked to do. He comes regularly and punctually to his office.

So the director did not respect the guidelines of the modernization plan neither in downsizing process nor in recruitment or hiring process. Of course the manager of the organization has undergone a strong pressure from some persons highly ranked in the apparatus of state. That is why the social and political context is very important.

Some employees wanted to leave because they had financial problems and needed the money that will be paid for each person who decides to leave freely. Indeed, the incentive instrument used by the organization to encourage employees to submit their resignation is to offer to each employee who decides to leave voluntary a considerable amount of money proportional to his salary, seniority and level. So we could say that the instrument employed by the organization to promote the downsizing has showed its limitations to achieve the expected outcomes.

Others were afraid of being fired if they refuse without rights to freely leave the organization. Many skilled drivers who know very well the field have left.

As shown by the figure 12, 43 employees have left in the downsizing. They represent 43% of the workforce.

¹⁸ With this respect, many employees announced that they regret the resignation of Mr Shaikh the electrician of the organization. After his resignation, the organization did not find someone who can replace him.

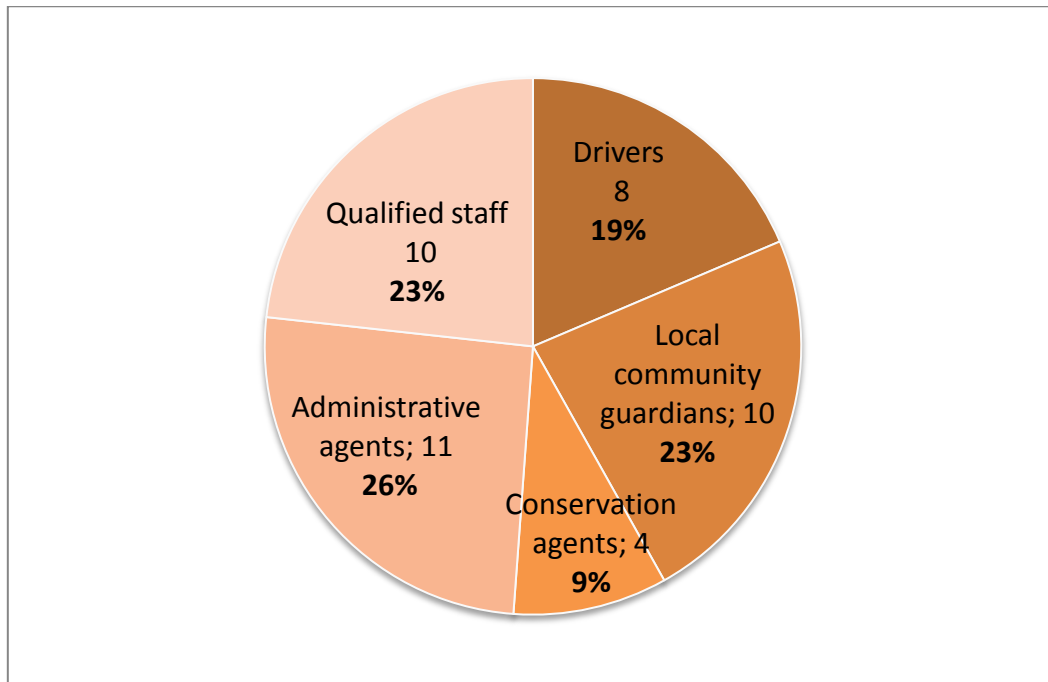


Figure 12: Employees affected by the downsizing classified based on their profession. Source: PNBA

Recruitment & Selection

According to many partners the procedures of recruitment have not been fully followed. The recruitment was very complicated and the choice of posts was not transparent. The big problem according to the deputy director is that many of recruitment have not been done based on needs of the institution while many other positions in the structure have not been fulfilled. For example, the recruitment of agents for local development was not accomplished.

Recruitment has not been done to fill gaps in functions within the organization. For example the recruitment of field workers in 2008 was not conducted properly. The problem is that the organization has ignored the phase after recruitment. The newly recruited field workers were poorly accompanied.

In addition, the modernization plan has not provided tool against recruitment without expression of need and without appropriate consultation with the Head of Department concerned. In addition the plan did not set the age limit for people to recruit.

Staff evaluation

One of the most obvious shortfalls of management in PNBA is the absence of indicators of performance. Unfortunately, the deficiency of the performance management system prevents the organization from being able to evaluate the performance of employees.

The problem is that if we don't make an evaluation we won't be able to identify the gaps.

In general, we have noticed a lack of HR performance planning that allow assigning tasks and target for employees depending on job description.

Training

Most training conducted under the modernization plan does not follow a given logic. We had not really done a training plan put together, only an attempt of a document that has not been validated. According to many partners, we notice a lack of proficiency in spite of many training courses that have been organized so far. For this reason, they argue that it is not a matter of degrees and the number of training courses; it is a matter of utilization of the knowledge acquired.

According to the majority of staff, what we need is the continued training. It is not sufficient to train people one time or two times and let them away from practicing and especially be informed about the new techniques and knowledge in their domains. We used to offer training to employees but we let them for many years without updating their knowledge, this is something which is not appropriate. In such protected area we need to coach people how to conserve the environment. As much as you know the environment as much you can be involved in the conservation. Many employees confess in the interviews that they don't understand their natural area and thus they can't play their role as guardian for the environment. Even if they had in the past some scattered training on technical aspects but they did not benefit from training on environment. So we can say that people gained some training but not specialized training which is focused on the real need of the organization.

Other employees reported that even if they benefit of training, the way the training is organized was not appropriate because the organization does not permit them to devote all their time to the session of training. Furthermore, the organization does not help them in the transport in order to attend the location of the training. Some women said that they struggle to find taxi when they finish their training and that it was not safe for them to be exposed to the hazardousness of transport in Nouakchott.

In order to highlight the level of staff training PNBA, we performed the classification of staff, as shown in the figure, according to their academic background. We selected the class high qualified staff for those who have the doctorate level. The second class is high qualified people who already possess a master's degree or more but without having Phd. The last category consists of all those who have no degree other than Bachelor's degree or no degree.

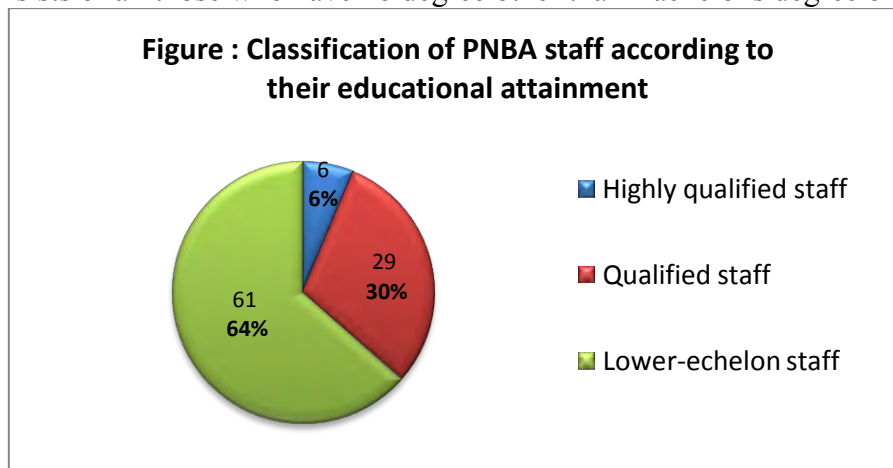


Figure 13: Employees of PNBA based on their educational attainment. Source : PNBA

Many employees said that they never benefited for any training since 10 years despite the fact that there were many opportunities. They said that some training in their field has been organized but they were not invited to participate and other persons who are not concerned by this domain have been given this opportunity. This shows also the favoritism which characterizes the management of public services in our context.

Relation between training and need

According to some employees, training they have benefited has not took into account the relationship between the need and the content of the training. Many training which employees benefit from are financed by some partners but they did not make any sacrifice to adapt the training to the need of the organization.

In addition, for example many told that some employees have been entrusted responsibilities of management but the organization did not organize any training in how to manage the projects or to perform specific tasks. As a result, employees ignore the basic principles in how they accomplish the jobs they have asked to do.

Standard Operating directives

One of the elements that were planned in the modernization plan was related to the procedural directives. Unfortunately, this part of the reform has been omitted and the manual of procedures has been developed but not executed¹⁹. As a result, the internal regulation was not respected or applied. There is also a lack of planning for day to day work. According to the former CEO of PNBA, the manual of procedures was good but in practice it was not possible to apply on a public organization. So in terms of financial management, the CEO of the organization cannot sign a check without the consent of public accounting. So because of this interdependence and institutional complexity we could not operate the manual of procedures. And as the administration is a chain we lose control over part of the chain we lose control over the entire chain.

Evaluation of the performance of the organization

Analysis of the results of the investigation has yielded the opinion of people encountered on their views on aspects that work well in the organization and those who walk less compared to the implementation of the reform of the modernization during the past five years. Later we will try to make connections between these statements and quantitative or qualitative indicators that we could have utilized from the results of external evaluations made on programs in the organization. The figure 14 summarizes the areas of strengths and weaknesses of the organization right now after the implementation of the reform.

Fishing Management

One of the most important indicators is the fishing effort which increased 3 times more. That means there is an important ecological impact increase. According to some partners, between 1998 and 2003 PNBA launched a long process of retraining fishermen Imraguen towards responsible fisheries. Somehow, there was a common goal shared by fishermen, park staff on the ground and researchers IMROP. Today we feel that this vision is gone. In 2007, according to the local population, PNBA has suddenly changed his way of doing things. Before, the administration took more transparent decisions, but now instead of making decisions in a consensual manner, it limited to fishing committees whose representativeness is questioned by Imragen.

¹⁹ Peters (113) stated that "standard operating procedures are important for organizations because they reduce the amount of time spent processing each new situation and developing a response. Without standard operating procedures, organizations might respond more slowly to each situation, they might respond less effectively, and they would probably respond more erratically".

Performance	Deficiency
<ul style="list-style-type: none"> ● Legal framework ● International importance & recognition ● Strategic planning ● Participative approach ● Wide range of Partnership ● Accomplishment of International Auditing ● Establishment of Trust Fund ● Maritime surveillance ● Availability of considerable financial resources ● Extensive scientific research and monitoring ● Development of infrastructures ● Accomplishment of many projects of development for the benefit of the local population 	<ul style="list-style-type: none"> ● Field activity is deficient ● Organizational disunity between the field staff and the home office ● Lack of performance & motivation of personnel ● Lack of assessment of employees ● Increase of fishing effort ● Increase of the capture of endangered species ● The ecotourism is not progressing well ● Garbage collection in PNBA is deficient ● Management of co-operatives is deficient ● Increase of inequality between the poor and the rich within the area of the park ● Indebtedness of local population ● Lack of a balanced relationship with the local population ● Insufficient law enforcement ● Lack of awareness campaign

Figure 14: Performance and deficiency in PNBA. Sources: interviews

Scientific research

Besides monitoring of fishing activities which is done in partnership with another partner IMROP, PNBA has a department responsible for scientific research. The department named the observatory. It is in charge of data gathering, processing and diffusion. Indeed, the observatory has not yet reached maturity, but it needs to strengthen its activities to fulfill its role of monitoring biophysical and socio-economic indicators. The observatory plays an important role in the management of data for the profit of the organization and beyond that to help the researchers and students willing to make their studies on the park.

While no one doubts the important role played by the division of the observatory within the organization, but some partners and park officials deplored the fact that the actions of research by the observatory are not on request or on a clear logic. We see the research group who come and go without returning the results of their field missions and without even receiving reports of missions. At the same time, there are other research areas where we have an urgent need and the observatory does not make any effort to investigate them out that we can make a decision. The place and purpose of the observatory in a park like this is to generate scientific information but used in decision-making.

Strategic planning

We have progressed in some areas. Now we have a management plan for 5 years. The Management plan has been prepared in participative approach with all the stakeholders. We can say that the strategic planning in PNBA is followed as required and according to international standards²⁰. The analysis of the result of the evaluation carried out last year by the consultant Remy Grovel regarding the achievement of the management plan showed that in general the PNBA realized some considerable advancement in some areas like the patrol

²⁰ Interview with adviser of the director of PNBA on 26 October 2010

but recorded poor performance in HR management and local development²¹. All the planning tools have been accomplished especially the management plan and business plan.

Partnership

One of the important indicators is the presence of many partners who work together. For instance we have many NGOs assisting the organization. The PNBA also enjoys the support of international advisers and a wide range of national (IMROP & DSPCM) and international partners²².

Ecotourisme:

Many employees mentioned that the activity of ecotourism within the park is not improved despite the support and effort paid so far. For example, the Cahier de charge has not been respected.

Garbage collection

According to several interviewers, the problem of waste collection in the park is serious. This problem is considered somehow as evidence of failure for local management of the park. Yet it is a simple problem on which we can act. Just a little planning and willingness to solve it. We know very well what needs to be done but we don't react²³.

Community participation

Local development

Recently, the organization has invested many funds in projects to help the resident population. Especially, the organization has acquired an ambulance, water supplying 12 ton truck, building school, rehabilitation of well, etc. However, some members of the local population argue that the organization has too focused its efforts to the aspect of monitoring and conservation of the environment at the expense of local development of the population and environmental education while they are among the main objectives of the park.

By analyzing the current situation of the resident population at the park interviewed during our field mission, it seems clear that their living conditions have been deteriorated in recent years. In particular, we still note presently the problem of important poverty rates, economical dependency from fish dealers, education of children, access to water and health. Paradoxically Imraguen debt increased significantly in recent years despite the amount of fish caught every day. This is explained by a complete control of fish selling operations monopolized by local merchants who set themselves the purchase price at the expense of profit returns for fishermen.

According to some interviewees, the policies followed by the organization since the 90s in order to develop the local population did not encourage the respect of the environment. Indeed, the park has financed many projects but it did not took into account the need of the population neither their ability to benefit from these aids. Instead, it has been noticed the emergence of new class of business men who are not environment friendly and start to penetrate to the area with the complicity of the local population. So the business men entered in commercial logic which is not compatible with the conservation of environment. The cycle of indebtedness started from that and the fishermen become dependent to the merchants of fish. Consequently, the poverty has risen. This shift of traditional activity of the local population has augmented the poverty among the poor of Imraguen. Today, many observers

²¹ See the report prepared by Rémy Grovel (2009)

²² Janet Newman argues that "policy making needs to be more joined-up and strategic, meaning that different policies which contribute to a particular issue are made in a holistic way. Management must focus on integrating the delivery of related services by pooling budgets and other resources and by working in partnership across organization boundaries." (52).

²³ See (CERTIF 24).

believe that the inequality between the poor and the rich in the park has been increased. As a result, today, the local population which was the natural guardian of the environment, it becomes obsessed by the economic reasons which can be harmful for the nature. It becomes controlled by the traders.

Co-operative management

In the framework of participative approach, two bodies were created by the PNBA: Fisheries Committees in each village and the annual workshop consultation²⁴. Despite the lack of representativeness and probably understanding of people on the role of these instances²⁵, they represent a real step in the establishment of a sustainable system of consultation, planning and shared governance. However, some noted that the village cooperatives were parachuted and do not emanate from the beneficiary population. It is a model of community participation which is not necessarily adapted to local conditions because the majority of the population is illiterate and cannot therefore negotiate with the park.

For some respondents, the decision makers of PNBA are far from the population. The management approach that we have adapted so far is very high and very early to be adopted for a mostly illiterate population. It requires that executives of the organization move down from the level of intellectuals to the level of modest population so they can speak the same language and understand each other. We must go slowly.

Some say it is good to modernize but the problem is that the population is unable to follow this dynamic. We must precede step by step basis. We should not jump or burn steps. It is the reality on the ground that should dictate the action to be taken. There is a need that PNBA make the population evolving towards the objectives set by the PNBA. In fact, some local people said that in the past the population has been pushed and forced to accept the joint agreements. That's why today, they are reviewing all mutual commitments between them and PNBA because they were not convinced. The population reported that PNBA has promised a lot of commitments to the population that it did not meet. That has created a situation of mistrust between the two parties.

Today, we are on a crossroads of time because fishery resources are becoming scarcer and the same time the demand increases. So the dilemma is how to conserve the environment and ensure the sustainable development. How to conserve the park and ensure the development of local populations? These seem to be presently two conflicting objectives.

According to the majority of respondents, the current state of affairs of the management of co-operatives within PNBA is catastrophic. For instance, the park lacks the capacity of law enforcement to enhance the management of financial resources of these community organizations. In many cases, the funding provided by the organization as a donation has been purely misused by the responsible of the cooperative without any legal consequences or any other sort of punishment. This incident which has been repeated in several villages could compromise the continuity of the management system.

The lack of awareness campaigns

According to some partners, there are not enough awareness campaigns towards the population and the other actors in Mauritania and especially in fishing sector. Some environmental experts argue that we have not built yet enough evidence to convince the public of the usefulness of the park. Although the park was created there over 34 years, still there are many national players such as the federation of fishermen who question the merits of protecting this vast territory. To counteract this state of things, the park should develop convincing arguments especially in terms of economic value to the country. That is to say

²⁴ See PNBA (61)

²⁵ See Châtelain (3)

how the country and the future generation can enjoy the protection of the area in economic benefits. These outreach efforts and outreach must begin first at the level of education. The Banc d'Arguin is justified as a separate module in textbooks in the country.

If we made much awareness we could probably let the opponents understand our objective and thus help us in the actions of conservation. Fortunately, we note the importance of the ongoing construction of interpretation center in Chami which will permit to the visitors and tourists to discover the biological wealth of the site.

Law enforcement

According to some field agents, the fact that the organization did not enforce law at the same time on all the population in each village could create some problems. Because some local communities feel that they are intended by the law and not all the area. This disparity of toleration²⁶ regarding law enforcement could affect considerably the credibility of the organization with the local population. Other problem raised by some respondents is that they live with the local population and they share everything in difficult conditions such as water²⁷ and food. And for this reason, they find it difficult to enforce the law and apply the regulations emanated from the administrators who are not in direct contact with the population. Some employees turn down simply the orders or try to cheat on their enforcement²⁸.

5. Discussion & analysis

5.1 Factors impeding the organizational change according to the panel interviewed

Concerning the preparation of the list of key factors behind the failure of modernization, we have attempted to probe the impressions of the interviewees by asking them to speak out their views on factors that are considered responsible for not achieving the objective of the organization in the framework of the modernization reform. Sometimes, the respondents give some explicit factors but often we try to interpret their statements and translate them into more meaningful terms especially for employees' class.

The figure 15 describes the factors and underlying forces that affect the impact of the implementation of the reform. Factors are derived from responses of the employees who work in PNBA as well as the partners.

²⁶ Look in the bibliography and seek if there is any mention to fact that when we don't enforce law on part of population that creates a rebellion among the targeted people

²⁷ Accorind to CERTIF (22), Les partenaires qui se sont succédés dans la zone, ont toujours cherché à résoudre le problème d'approvisionnement en eau en utilisant les moyen de transport (les vedettes, les citernes) et les unités de dessalement de l'eau de mer. Malgré ces multiples tentatives, la question de l'approvisionnement en eau dans cette zone reste, encore posée.

²⁸ (Peters 111) pointed out that "a more common disparity between the goals of field staffs and those of the home office may occur as the field staff is "captured" by clients. Field staff members are frequently close to their clients, and they may adopt their clients' perspective in their own relationships with the remainder of the organization. This is especially true when the clients are relatively disadvantaged and the organization is attempting to exercise some control over them. The identification of staff members with their clients is fostered by frequent contact, sympathy, emapathy, and, quite commonly, by genuine devotion to a perceived mission that is in contrast to the mission fostered by the central office.

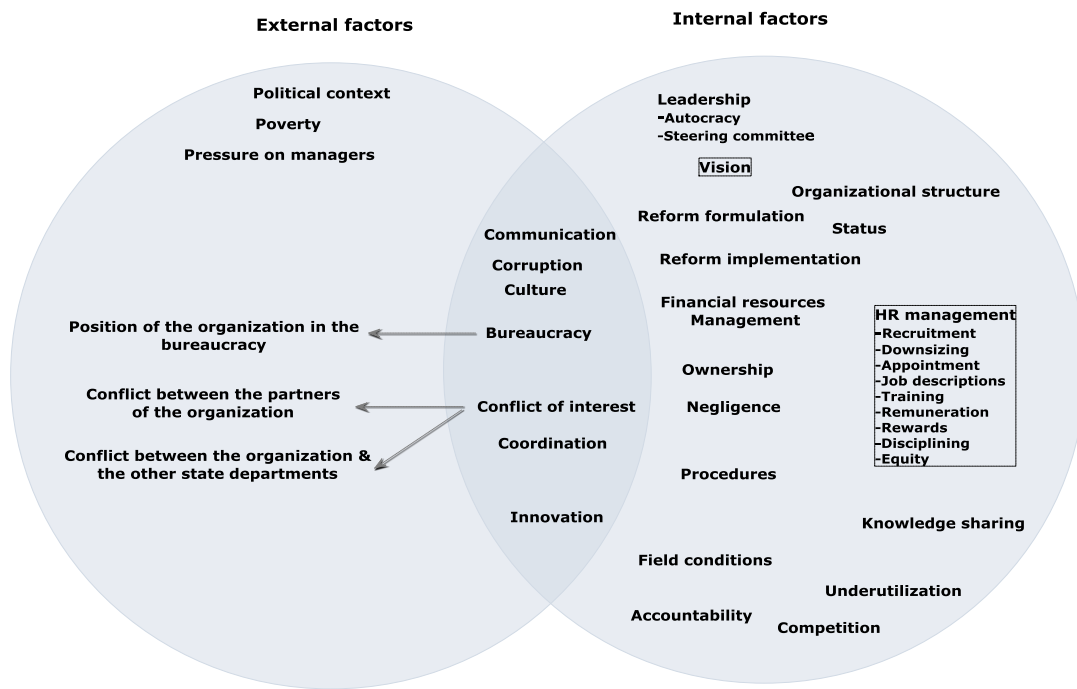


Figure 15: factors impeding change in the context of PNBA-Mauritania. Source : interviews

The processing of the interviews shows that the majority of respondents state that the main causes affecting change in PNBA can be related to the factors as shown in the figure 16.

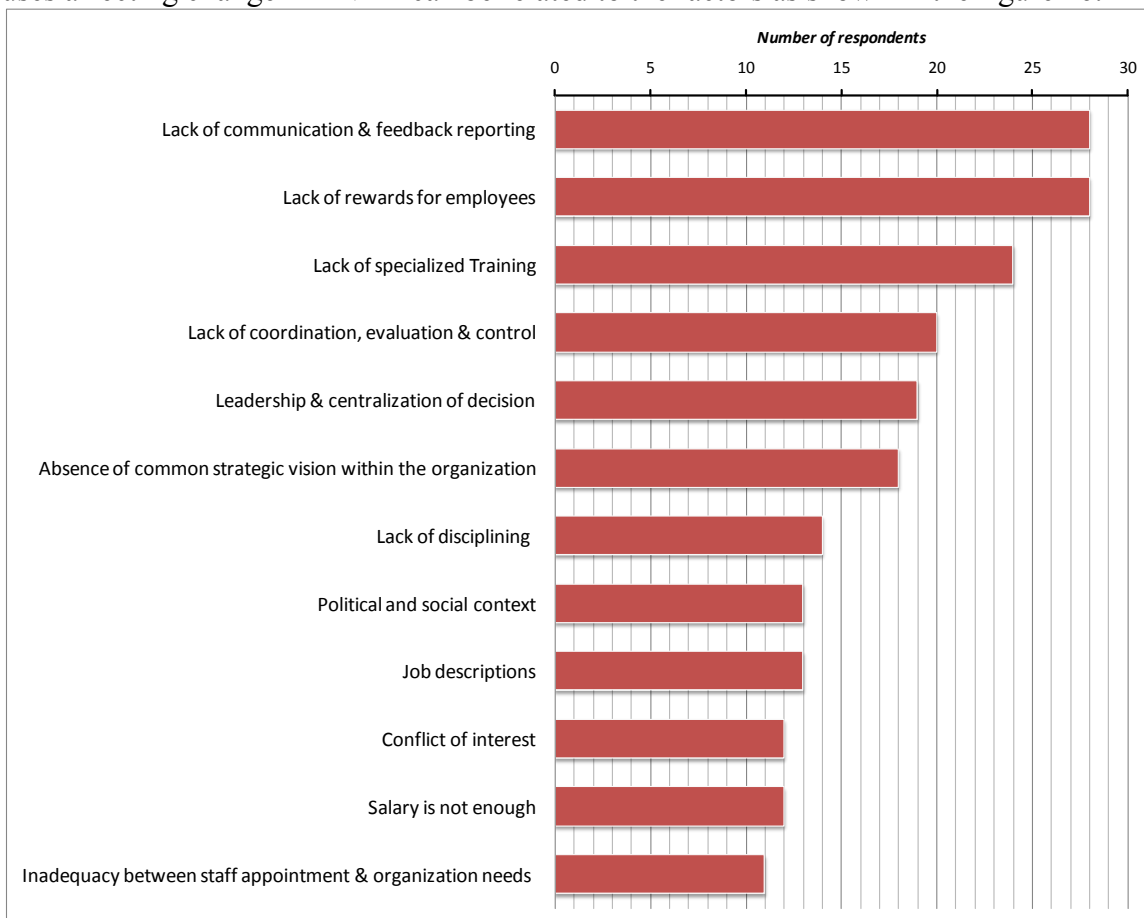


Figure 16: The main factors impeding organization change within PNBA according to the interviewees. Source: authors

Internal factors

Vision

According to many middle-managers in the organization, we deplore the lack of strategic vision shared by all the employees from the lower-level subordinates to the top manager. Therefore, some people don't know exactly where we are heading. Nevertheless, we have elaborated many strategic tools as strategic planning document through a participative approach lasting one year.

The absence of a common vision among employees and partners tends to weaken central coordination and thus contribute to the incoherence of the actions made by the managers. One example of divergence of some partners is how to prioritize the actions of the organization towards the development of local population or the protection of environment, although the decree of PNBA clearly states the mission the organization.

According to many employees, the absence of clear strategic vision affects the organization of the work. This leads that decisions are made arbitrarily and don't follow a comprehensive way. One explanation to the lack of common vision is that employees are not convinced about the approach followed by the managers as they don't debate the actions together. So, from this point, employees change their behavior and try to concentrate their time to how gain money or any tangible advantage.

One employee describes the organization as like power engine. As each engine is composed of several pieces large and small, but each piece must play its role. This employee estimated that 80% of employees do not understand the mission of the organization.

Leadership

Some employees said that employees trust their managers when they feel that the managers don't make fraud. And then they noted the necessity of fairness of the administration. Otherwise, when employees lost trust with their managers they try to make benefit and search for their own interest in spite of the common interest. From this point, they work only to take salaries at the end of the month without conferring importance to the achievement of the goals of their organization. One employee said he follows exclusively his supervisor in terms of absenteeism. He copies exactly the behavior of his boss.

For many employees, the leader of the organization should be an example of honesty and integrity in order to gain the respect and consideration of the workers. Many of them said that they are ready to accompany any reform when they make sure that the leaders of the organization are committed in the reform²⁹.

For some employees, unless the employees feel the presence of powerful manager who is capable of solving their personal and professional concerns, they will seek other ways for defusing their problems including absenteeism in order to find solutions out of his or her organization.

Coordination

According to certain key personnel, the reason for the failure of many projects in PNBA is the lack of coordination and communication between different people in charge of a project. Therefore, there is problem of Strategic Coordination.

According to the deputy of the CEO, the problem today is that the organization is rolling away from its initial objective and priorities. Instead of concentrating efforts to the ultimate domains of interest of the organization, people tend to be involved in others activities

²⁹ Buford (520) reported that poor management has been identified as a major reason for low morale and unsatisfactory employee performance, yet a common mistake in organizations is promoting an individual contributor to the role of manager without assessing the person's readiness for the role, and neglecting to provide sufficient orientation and training. [

which are, certainly, interesting but they are not necessarily crucial and embedded in the annual planning.

Teamwork

Another important point to mention also is the lack or absence of culture of teamwork. Some respondents said that they feel sometimes a small desire of employees to work as a team. Each employee tends to show its achievements but not want to contribute to works that would be imputed to group work or another individual. People don't see the advantage to contribute in the success of other people particularly other individual who sees him as a rival. So the problem of competition and jealousy is among the obstacles faced in the implementation of reform or also in the day work of people in their offices

One of the employees announced that the employees felt not secured in their positions because they don't have a trade union to protect their rights.

Communication

Many employees feel that there is no formal channel communication between employees and the administration. They qualify the managers as living in ivory towers. The managers don't meet regularly the employees to communicate them the expectations of the organization. Even, sometimes, in the same office, people don't coordinate their actions.

According to many actors, there is a bad communication between some actors. For example, many foreign missions arrive regularly to the territory of the organization and departure without informing all the partners and employees about the objectives of their activities. This creates an atmosphere of no coordination. It should be noted that the 9 villages that compose the park are isolated and not connected by a telephonic coverage. The only mean of communication is the use of traditional radio VHF and HF. Today, many employees note the deterioration of this system. Moreover, there is no Radio operator for each station. As a result, people barely could communicate with each other. The lack of hourly communication caused that the different stations of the park cannot exchange information between them and with the administration. For this reason some employees feel isolation between field staff and central managers.

On the other hand, some respondents reported the lack of dissemination of communication tools such as textbooks, note presse.etc. Others argue that the institution has no longer communicated the results of research done in the park or the results of its business³⁰.

One employee describes the lack of communication between the Home office and the field as two different worlds in the same organization.

One employee argues that the employees believe that their views have not been taken into account³¹. They receive only orders from the Home office administration. He noted that the home office send them papers and ask them to follow orders without explain them in details the reasons neither let them the choice to discuss or modifying anything they judge wrong. That's why the employees feel they lose power to change.

³⁰ Peters (117) stated that "most organizations face massive problems in performing even this simple task and as a consequence do not implement their programs effectively. Their own internal hierarchical structures, the differential commitment to goals, and the differences in professional languages all conspire to make organizational communication more difficult than it may appear from the outside."

³¹ Peters (110) argues that "one aspect of organization disunity that affects implementation is the disjunction between central offices of organizations and their field staff. Decisions may be made by politicians and administrators sitting in national capitals, but those decisions must be implemented by field staff members who may not share the same values and goals as the administrators in the home office. This disjunction of values may take several forms. A change in central values and programs may occur, perhaps as a result of a change in central administrators, and the field staff may remain loyal to the older policies. Such problems with field staffs over policy changes produce frustration for administrators in control of policymaking and make the implementation of policies that violate the norms of the existing field staffs extremely difficult."

Position of the organization in the bureaucracy

The autonomy that PNBA enjoys may reflect its high importance to the decision makers or might reflect the political power of the interest groups supporting its creation. However moving the PNBA out from the administrative tutelage of the presidency of the republic in 1995 to the secretary of government and then under the tutelage of the ministry of environment can be seen by certain observers as sign of erosion of importance of PNBA for the government. Anyway, the organization still enjoys financial autonomy and even it receives an annual budget that exceeds by far the budget of the Ministry of environment itself.

Organizational status

For some respondents, the status of the organization is an obstacle for the functioning of the organization. The fact that PNBA is a public administration and not a private entity is constrained in many aspects. First, it is not easy to fire an employee even if he or she does not perform his or her job and responsibilities. Second, the personnel statute is subjected to public rules regarding the salary for example which they are less flexible and different from those of private or semi-private organizations. Third, the status of PNBA poses a problem facing the implementation of the manual of procedures. The solution proposed by some stakeholders is to transform the status of the park from public administrative organization to Establishment of Industrial and Commercial purpose EPIC. However, other partners are not convinced by the necessity to transform the status of the organization from public to industrial or private organization. They argue that it is better to maintain the current status as Public Establishment with respect to the mission of the conservation of Biodiversity. Indeed, the vocation of the park is to deliver a public service and not to make a profit.

Anyway, all the interviewees are unanimous about the specificity of PNBA and for this reason the organization status should be more flexible than the public organisms. So PNBA should not be similar with other state structures. Hence, the personnel statute should not be rigged with public organizations. For example, one of the problems affecting the motivation of employees is the arrival of retirement. People do not know what to do when they finish their careers in the organization. Neither they know what to invest, nor do they have expertise that can be valued in other organizations because they have a very specific skill.

HR Management

Staff appointment

Some employees criticize the way the staff is appointed and said that until we apply a clear criteria of appointment we will remain deficient. For example the manager of division should be a qualified person and has the capability to make initiative. Many respondents reported that they don't blame the organizational structure but the problem remain in how the staff is appointed and how we put the right person in the right place by taking into account the principle of merit, the experience and the ability of the person to fulfill his mission.

Others interviewees mention the necessity "to apply a system of staff turnover". In fact, staff turnover is very important and unfortunately it has not been implemented well in PNBA. Certain agents are left to serve in the same position for long periods and they continue to repeat the same mistakes. Other employees even believe that their positions are designed for them and for life.

Job descriptions

At least 17 employees declared that they did not receive their job description. They only received some verbally explanations regarding their tasks.

The responsible of HR and finance division underlined that the job descriptions have not been completed and thus they must be completed as much as possible. Therefore the

responsibilities are overlapping and too general. Some tasks are not adapted to our reality. However, some partners argue that it was not the job of the consultant to design the job descriptions of the employees, this is the job of the organization to take time to discuss with everybody and entrust him the tasks that he could perform and then prepare precisely the job descriptions for each employee. The problem is that the top and middle-level managers of the organization have considered the modernization plan as final and did not try to enhance it or even complete it with the missing elements.

In the normal state of things, we should ask each responsible of division for what he expects of its employees and then, we ask each agent what he can do. So the contribution of the employees is extremely essential for the successful of the reform.

In addition, it appears also the lack of specialization and respect of responsibilities. Some people noticed that the tasks that entrusted to them are done by other people.

Remuneration & incentives

Salary

Some people said that the salary grid utilized as a basis is ambiguous and does not take into account the experience but only the academic achievement regardless the skills. The new salary grid has been adopted as part of the personnel statute considered in the modernization plan. They said that the criteria followed are not transparent. On the other hand, some employees declared that they are satisfied with salary and recognize that the reform has enhanced their financial situations. In fact, one of the main achievements according to some respondent is that that for the first time the organization adopts a salary grid. Although the employees no longer benefit from bonus but at least the remuneration is acceptable versus other public organizations in Mauritania. But at the same time, even if the salary has been increased, the cost of living becomes more expensive due to the inflation. So we can say that the economic context of the country has affected the life of employees and thus influenced their motivation and productivity. Some respondents said that employees cannot concentrate their time and attention to work only. They have their core interest to gain their life and educate their children. And as long as they can't be able to satisfy their basic needs they will try to misuse the public money they manage or they will look for other additional source of income instead of concentrating their time on their jobs.

It should be noted that the organization does not have the financial capacity to offer very high salaries, otherwise, all the budget will be dedicated to salary which is not possible.

Rewarding

According to some interviewees, offering the same advantages to the employees regardless their performance is counterproductive, that's what happened exactly in the former Soviet Union. So an organization that does not differentiate according to the efficiency of its employees can not improve its performance.³²

According to the majority of the employees interviewed, each employee should receive bonus according to its productivity. A month ago, some employees have received a bonus but they wonder if this will continue in the future or not. Other employees reported that the new decision of the administration to help staff benefiting from healthcare insurance is a good thing.

But the big issue raised by some employees is the lack of equity in terms of distribution of bonus which can create frustration among employees. One employee said that when some people receive some incentives without clear criteria, then the other holding the equal responsibilities can become jealous. We pay extra hours for certain people and let other

³² For further information on the impact of using incentive pay to improve public-sector efficiency, see Burgess and Marisa.

without clear justification. Indeed, there are several ways to show confidence not only by offering a bonus but sending letters of congratulations or offering a promotion.

Some employees feel that the organization does not care about the personnel problems. They consider the absence of human dimension in the spirit of the managers of the organization is discouraging for the motivation of employees and hence affect the loyalty towards their organization. One employee declared that the organization does not help the employees when they need assistance³³. He said that, once, he was sick and asked for loan from his manager but unfortunately the CEO turned down his demand. For this reason, he felt disapproved by his organization. While other employees who have better relationship (*Alaqaat* العلاقات) or intervention (*El Wasta* الوسطة) within the organization could find easily the help they needed. As a result he lost the motivation.

Employee retention

According to the former responsible HR Division, there is something very serious in this organization is that it does not have a strategy for keeping qualified staff. A skilled employee may choose to leave if they find better elsewhere without the organization proposes him incentives to keep him. According to one employee, one of the major gaps in the implementation of modernization plan is that it was focused on strategic planning, but it neglected the human factor that drives the change. He added that an employee knows that his organization receives two million Euros each year without receiving a portion cons, he will either try to remain in the organization but do not focus on his job or he will go elsewhere to look for alternatives.

Disciplining

The public organizations have a limited influence over their employees. Unlike the Private companies, public organization cannot easily impose punitive sanctions against the errant employees. Enforcement, therefore, remains a serious handicap towards a real management of HR.

One of the serious handicaps is that the manager of the organization cannot easily fire an employee if he did not do his job.

According to some partners, we have an employee who is absent for many months but the manager of the organization could not take the responsibility to fire this employee because of the social context. So the local context plays an important role on our capacity to punish people if they cannot perform their duties.

Even though, we know precisely who perform or not his job but we cannot punish those who don't do their jobs³⁴. One of the problems to be mentioned is that those who work and those who don't work have the same salary without differentiation. We have an evaluation office in place but we don't utilize the tools of staff evaluation³⁵. What is paradoxical according to one

³³ Buford (518) stated in its study that "ignoring employee morale issues can have both short and long term negative impact on individual and organizational performance results. Results of low employee morale include high absenteeism, low performance, low quality deliverables and products, and poor customer relations. Therefore, managers should invest time and resources to understand the state of employee morale in their organizations, and resolve to make improvements for the benefit of the employee and the organization"

³⁴ **Buford (520) stated that** "employees should be informed on the type of conduct that may result in immediate termination. When the facts are clearly established, action should be taken swiftly. For performance-based terminations it is always wise to have a step based process in place that informs the employee of the performance deficiencies or skill gaps; clearly states the steps and standards for improvement, including milestones and dates; and states the consequences for failure to correct the deficiencies. This process should also include a plan for regular communications with management and may include other resources to help the employee succeed. Managers should be trained and refresher workshops should be offered on how to discipline employees".

³⁵ As we have mentioned before, the employees feel that the modernization reform has improved the strategic planning. Actually the organization organize regularly some workshops to evaluate the degree of progress of programs.

employee is that people who work hard are controlled and then if they don't attend their workplace at time, they will be bothered. By contrast, those who don't work, they don't draw attention of the administration and thus if they are absent they won't be punished and at the same time they will get their salary at the end of the month.

Training

How people perceive training:

Basically, people tend to answer the question what the word modernization mean for them by responding capacity building. They generally make confusion between modernization and training. And when it comes to training, people generally view training as an end per se not as a means or tool to achieve the assigned tasks. They rather perceive training as rewards and way to advance in job not as a way to perform the job itself. So that is a really handicap regarding the performance of people. In reality, we need to change the way training is crafted and organized.

One employee said also that there is a lack of communication and cooperation or knowledge sharing between employees³⁶.

Underutilization of trained staff

According to some employees, the organization underutilizes the competency of people who benefited from training. By consequence, people make training but then they cannot valorize the knowledge and expertise acquired during training.

Bureaucracy

Some employees deplore the red tape in the organization and the complication of procedures in particular when there is need for financial resource. The delay of the execution of the activities is often due to the lack of reaction of the managers on time. Furthermore, bureaucracy is a real obstacle to the functioning of the organization and factor which contribute to the failure of reform. In fact, there is too much centralization in the state administrations which complicates the fluidity of operations.

Innovation

According to some qualified employees, the technology innovation could be very useful to enhancing the actions undertaken by the organization. One example of that is that this year one project starts to use an embedded system of boat tracking that is used in the maritime surveillance. This innovation could save a lot of money and human resources.

It is true that technology can not solve all problems but it can contribute effectively. The problem is that if we introduce a given technology without ensuring that people are convinced of its importance they can badly exploit it. It's a cultural problem. But overall, many people interviewed reported a lack of innovation and initiative in managing the park.

Organizational culture & values

How people perceive criticism

Another problem highlighted in our context is the lack of culture of criticism.

When people meet to make evaluations and seek to see what has been done and what needs to be improved, almost every chief of division strives to show that everything has been accomplished correctly and perfectly. Everyone wants to be efficient even if this is not the reality. This kind of values makes evaluation difficult as long as people think that the lack of achievement is bad for personnel reputation and can threaten the position. People don't accept easily the critique emanating from other colleagues. People perceive critique as an offence on

³⁶ In our case, some employee said that because people fear that they will lose their job if they spread their knowledge. So for this reason they keep their mouths shut.

their personality³⁷. The fact that employees fear criticism can be explained by the presence of interpersonal conflicts between lobbies inside the organization and each one tries to show the performance of its activity. The reason behind that is that each group tends to demonstrate its performance. One explanation also for that is that some people fear to be criticized because they fear losing their jobs. In general, neither people like to be advised, nor they like to ask others if they have issues. People don't want to show their weaknesses. This is really a serious problem of performance management. Unless we encourage people to discuss the weaknesses as exactly we discuss the strengths, we cannot improve the management of the organization. We should tell employees that critique is something healthy and explain them that if someone could not achieve his objective that does not mean that he or she is incompetent but the problem could come from external factors that we could not control. Many employees announce that the work is not regular and lacks an action plan scheduled where each one knows exactly what he should do and based on that he will be evaluated. As a result, regardless the presence of strategic planning framework, people tend to make a short term planning. However, we should recognize that there is a problem when employee refuse to fulfill their tasks which are clear and easy to do and don't need any training. One of the explanations behind the refusal of employees to follow the directives and procedures is that people don't like transparence and consequently they don't want to be controlled. Guy Peters reported that "field staffs may find that if they are to perform their tasks effectively, they cannot follow all the directives coming to them from the center of the organization. Indeed, if the procedures are excessive they can suffocate the institution" (112).

Some respondents raised the issue of the lack of personnel commitment to the common interest which can lead employees to not work seriously for the benefit of their organization. Of course, we cannot generalize.

Competition

Lack of competition is not good for the quality of work. But some experts say the problem is that competition in our country may have opposite effects. In certain political sphere, people tend to marginalize those who are very motivated. So, demonstrating personnel skills may become risky for the employee as he will become competitive for the others.

Some mentioned that the political context of the state has affected the way people advance in their careers. The technocrats are aware that neither their competence nor their devotion to work does open the door for promotion. So the only possibility is to be involved in politics in order to maintain its position. That's why people have lost confidence in the ability of expertise to help them advance in their career³⁸. This has impacted the way work is done and, obviously, impacted the employee's motivation.

The difficult conditions of living in the field

According to the majority of employees, the conditions of work in the field are very difficult (lack of food, water, accommodation and communications). Many of them live in separation with their families which are located in other towns of Mauritania. Because the conditions are not favorable for bringing families with them due to the lack of school and hospital, employees are a little bit distracted from their job and feel abandoned notwithstanding that they are expressing their willingness to do their job. This difficulty of the field has affected the performance of the field employees.

³⁷ As dr. Jabnoun stated in his course on strategic management, this behavior can be explained by shame culture. That means people want to look good.

³⁸ According to Christensen et al. (xii), "most public organizations do not operate within a free and competitive economic market."

External factors

Political, cultural & social context

According to some partners, the major issue in PNBA is not necessarily a human resources matter but a problem of culture and context. Therefore a study of the political and social context is very important.

Political context

Many employees and partners declared that the political instability of the country and the nature of political regime in place influenced the management. In general the political system is characterized by bureaucracy³⁹ and corruption⁴⁰. In fact, the nature of the governance system implemented in Mauritania is based on the coalition between tribes and in general many people are working and protected by their tribes or by their political actors in the government or their relatives who are highly positioned in the hierarchy of the State. So, it is very hard if not impossible to fire people when they don't perform their job. Other factor is that people consider public employment as a right and not as duty which should be performed. Some consider the public sector as a public service without some cons.

Secondly, the manager of the organization is appointed by the government. In order to conserve his position he strives to accept any request which emanates from the authorities, politicians or any powerful person who contacts him for any service. This fragility and vulnerability of the civil servant in our country affected the independence and the power of the managers of public organization who find themselves in dilemmas⁴¹. Either refuses the interventions emanated from the political realm and in this case he risks his position or accepts the pressure and in this case he compromises the good functioning of the organization and breaks the law.

Political and institutional instability

The political change that has happened since 2005 has greatly affected the continuation of reforms within the state. Indeed, the country has experienced two coups and two presidential elections in less than 5 years. It has experienced many changes in Ministerial portfolios and especially organizational structures. If we take the example of the Ministry of Environment, it has experienced a succession of seven ministers during the period between July 2007 and July 2010. In addition, each minister changed his personnel. This high degree of instability has crippled the state apparatus and delayed things a lot because each new minister takes time to understand its files before taking action.

Influence of nepotism and interventionism

Some employees said that in many cases if they need some favor from their own manager they should contact someone else who knows the manager to ask him the request instead of see him directly. This is called *El Wasta* in Arabic countries. This is often the only way to get promotion or to get loan or everything instead of working hard or to be a good worker. This is also frustrating for employees. For the protected ones, they don't fear anything and thus they can do as they want because they feel protected. Many employees said

³⁹ It should be noted that Mauritania was colonized by France between 1900 and 1960. For this reason the public administration inherited many of French legacy characterized by a heavy centralized and unitary political and administrative systems.

⁴⁰ Samuel Huntington defines the corruption as "behavior of public officials which deviates from accepted norms in order to serve private ends. Corruption obviously exists in all societies, but it is also obviously more common in some societies than in others and more common at some times in the evolution of a society than at other times" (253).

⁴¹ McLaughlin, Osborne and Ferlie argue that "managers in the public domain did not have an unfettered 'right to manage', free from political interference, because of the nature of accountability and the political process itself. Many of the dilemmas that organizations had to work with stemmed from oscillations between different government departments" (Ch5, 77)

that because the conditions of work in the field are very hard, some employees contact some influenced relatives to make intervention to transfer them to the headquarters in the capital. This inequality of rights and *laissez-aller* in public sector is very harmful for the functioning of public organizations.

The fact that people feel protected and feel they can earn a living without much effort is an important factor that explains The wide spread of the culture of laziness. But the problem is that in any society indirectly contributes to this behavior by encouraging the culture of interventionism⁴².

Some respondent argue that the political climate was not favorable for the modernization plan in the absence of a democracy. For example, the ECO has undergone tremendous pressures in the recruitment and downsizing process, although we have organized some recruitment seamlessly.

Gender issue

The local culture is tolerant vis-à-vis to women. In general, we are permissive with women. This mindset is present in Arabic and African culture. This culture of tolerance is not good for work performance. However, it should be noted that the religion does not encourage wandering.

Conflict interest

The interorganizational conflict

According to some partners, there is a partitioning of sectors which causes competition. As the environment is a complex area and requires good coordination between the actors, the lack of harmony between the stakeholders can compromise the governance.

We have also some strong interest groups in the marine area such as the artisanal fishermen. The park occupies a large area over a third of the Mauritanian coast and therefore there are many other actors working in the same area as the Department of Fisheries and IMROP (Mauritanian Institute for Research). These last two players come into conflict with the park on issues related to management of fisheries resources or research in the area of BANP. The fact that the PNBA has its own law 2000/24 and the rest of the coastline has a different legal framework that several other State departments often do not understand the specificity of the protected area.

The problem of lack of coordination among the donors and the partners of PNBA

According to some seniors, many NGOs and partners of PNBA don't integrate fully their planning within the organization. They keep their approach of project instead of program as planned in modernization plan. Many respondents reported that the spirit project remains in the organization notwithstanding the presence of common planning. Some report that the lack of coordination and a vision shared by all partners complicates the functioning of the organization.

Many partners call for need for arbitrage to resolve the conflicts that can arise between the partners and donors of the organization.

The management of the environment itself is very complicated. The environment is a very complicated and difficult to make a decision in due to the presence of strong lobbying. This affects the way the director of the organization reacts. The CEO is undergoing

⁴² Mauritanian community is composed by several social fringes; therefore we can not generalize but the facts mentioned are still dominant

tremendous pressures⁴³. Besides, the fact that the site is a UNESCO World Heritage, the eyes is turned toward it and we cannot take whatever decision. In addition, the park is an area full of fish and coveted. The CEO is obliged to take into account the views of fishermen and scientists before preparing a consensual decision-making.

6. Implications and recommendations

6-1 Evaluating alternatives policies

In this part of our research, we will use ex-post evaluation based on 5 steps.

Step 1: Criteria & Goals

We consider 6 evaluation criteria against which we would test the possible alternative solutions. The criteria considered are the following: Cost, Efficiency, Political feasibility, Technical feasibility, Administrative ease & Equity.

Step 2: Identification of alternative Policies

Based on our study's findings, Best Practices and benchmarking, we suggest the following propositions for policy alternatives:

- i. -Improving the flow of information, feedback reporting and coordination between all the stakeholders
- ii. -Establishing a real system of evaluation of the performance of employees
- iii. -Introducing rewards for employees as well as disciplining system
- iv. -Designing an adapted training system
- v. -Empowering staff and delegating power

Step 3: Evaluating & Comparing Alternatives

Table 1: Evaluation of the preferences of stakeholders regarding 6 policies alternatives

Groups	Improve communication & coordination	Evaluation system	Incentives	Punishment	Training	Delegation of power
Managers	? (Possible)	? (Possible)	- Unfavorable	- Unfavorable	? (Possible)	- Unfavorable
Employees	? (Possible)	? (Possible)	+ (Very Favorable)	- Unfavorable	+ (Very Favorable)	+ (Very Favorable)
Donors & partners	? (Possible)	+ (Very Favorable)	- Unfavorable	+ (Very Favorable)	- Unfavorable	+ (Very Favorable)

⁴³ For more details on environmental policies in terms of political modernization and in terms of the renewal of policy arrangements, see Leroy and Tatenhove (93)

Step 4: Selecting Preferred Solutions

Criteria / Goal	Alternatives			
	1	2	3	4
	Communication & coordination	Delegation of power	Evaluation system	Training
Cost				
Efficiency				
Political feasibility				
Technical feasibility				
Administrative ease				
Equity				
Key	Best	Intermediate	Worst	

Figure 17: alternatives policies. Source: authors

6-2 Recommendations

This paper concludes by offering the following policy recommendations:

Empowerment of the decision making bodies

The responsibility of the board of directors is to oversee the management and decisions of the CEO. The effectiveness of the board of directors is therefore a key issue. The organs of execution and controls are still too important. Generally we put the responsibility on the execution body and forget that it is only executing the orders and decisions of the board of directors. The problem is that we have institutions (board of directors and scientific council) but they are very weak. So the challenge is how to empower these institutions of control and conception (Board of directors & Scientific Council).

Delegation of decision making

The empowerment of the employees is crucial for the performance of the organization. The delegation of the decision making should be considered as a priority. A, effective follow-up system is essential.

Taking into account the context and the culture of the organization

One of the shortfalls of the organization is that many projects have been implemented but we have unfortunately forgotten the context of the site. We did not take into account the need and context of the targeted population.

Motivating employees

In order to enhance the employees' motivation, we suggest the necessity to incentives for people. Not necessarily by increasing the salary but rather by offering bonus and rewards based on results. In fact, the current compensation system is not adapted to our context. It encourages bad behavior because there is no great difference between those who produce and those who are unproductive. For some, it would be more appropriate to give a relatively small base salary but substantially increased premiums based on performance and activity operated by the individual. So, the actual pay system encourages bad behavior because we provide an acceptable wage to people not exercising functions.

Coordination & communication.

The organization should channel projects and interventions undertaken by the various partners to go in one direction. The employees should be kept informed about the management of their organization. We need to build bridges of dialogue between employees and managers to avoid the silos and the conflict. Field workers have to participate in decision making and the majority of the staff should be located in the park. The local community should be involved in the conservation. That could be possible by more understanding of the context and a little bit of diplomacy.

7. Conclusion

In conclusion, we can say that roughly, although the institution has experienced a significant improvement in terms of planning, administrative and financial management, and availability of financial resources but decision making and good governance have not been improved if not deteriorated. The team running the park is stronger than before in terms of knowledge and technical capacities but not yet completed and somehow still not well adapted to the parks objectives (only 1 person in charge of community development and 9 dealing with research issues...). We believe that the modernization reform applied has not unfortunately achieved its main objective to make the governance of the organization more effective and efficient. This failure is caused in our point of view to a lack of follow-up from the board of directors and the scientific council and not taking into account the human factor; in spite of the increase in financial revenue, there was a lack of investment in human capital which has affected staff motivation.

On the other hand, the implementation of the reform during a period marked by political and institutional instability in the national level has probably contributed to reduce if not sabotage the smooth running of things. This manifests itself through the pressures that were undergone by the managers of the organization and the cumbersome administrative procedures.

Arguably PNBA has established a good reform but it failed in empowering the running team and share decision-making. Important tools for success like rewards, evaluation co-ordination are underestimated. It is therefore necessary to take urgent measures to improve the flow of information within the organization, delegating the decision, empowering staff and establishing an effective system of evaluation of the performance of employees by providing incentives to those who are doing their job and punish those who do not want to perform their work. The presence of the majority of the technical staff in the park seems to be also a key issue.

It is worth noting that this research will be followed by wide consultation that will be organized by Mr. Stéphane MONTIER at early December 2010. We hope this work has shed light on the main problems and barriers that prevent this organism from achieving the expected performance.

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Appendix: Persons interviewed

Employees of Headquarters		
Noms	Fonction	Place of work
EBAYE O MED MAHMOUD	D. Adjoint	Nouakchott
MED ABDELLAHI O MAALOU	Conseiller	Nouakchott
MOHAMED MAHMOUD O YEHDHIIH	Conseiller	Nouakchott
FATIMATA SIMINA WAGUE	Chargée P S-Eval	Nouakchott
EI HADRAMI O AHMED DEIDE	Chargé de Communication	Nouakchott
CHEIBANY O SENHOURY	DAT	Nouakchott
LEMHABA O YARBA	R. Observatoire	Nouakchott
Zeinebou Sakho	Responsable Ecotourisme	Nouakchott
Ahmedou O Hammady	Responsable. S Contentieux	Nouakchott
AMADOU KIDE	R. B. Données	Nouakchott
MOUSTAPHA O HADA	R. Ap. Dvt	Nouakchott
Sidi Mohamd O Lehlou	Naturaliste	Nouakchott
Aminata Corraera	Ecologue-Pastoraliste	Nouakchott
Sid Ahmed O Jehah	Informaticien	Nouakchott
ASMA MINT SIDI	Attachée Direction	Nouakchott
HAMMA O CHEIK MD HAFED	Agent de Conservation	Nouakchott
SIDE LEMINE O ABDELLAHI	Agt Adf et Fin	Nouakchott
MOUNNINA MT SID AHMED	Comptable	Nouakchott
MOUSTAPHA O SIDI	Chef Radio	Nouakchott
NDONGO ABDOULAYE	Mécanicien	Nouakchott
LALLA AICHA MT SALECK	Secrétaire	Nouakchott
SALIMATA SAO	Assistante	Nouakchott
DIOP KHALIDOU IDRISSE	Electricien	Nouakchott
BRAHIM O M'BEIRICK	Agt Ecotourisle	Nouakchott
AHMED SALEM O SALECK	A. secrétaire du Directeur	Nouakchott
BA HAMETH M'BECKOU	Aide Mécanicien	Nouakchott
Bâ Haroura	Chauffeur	Nouakchott
MOUTTALI O SIDIMOCKTAR	Agent Administratif	Nouakchott
IDOUMOU O SIDI MED	Appui Opérateur radio	Nouakchott
OMAR SAMBA	Aide Mécanicien	Nouakchott
AHMED O MEIGINE	Gardien	Nouakchott
ALIOUNE O AHMED LEEBEID	Gardien	Nouakchott
Diop Mamadou	Chauffeur	Nouakchott
Gamou Guèye	Comptable	Nouakchott

Field staffs

Noms	Fonction	Place of work
HAMOUD O RASSOUL	Chef poste d'Arkeiss	Arkeiss
LEHREITANI O HEMMEDI	Agent Cons Arkeiss	Arkeiss
MED MAHMOUD O JIDDOU	Agent Surveillance Chami	Chami
Sedoum O Bahah	Chef DOC	Iwik
MAMADOU BA ABDOUL	Agent de Conservation	Iwik
MOHAMED CAMARA	Chef de poste d'iwik	Iwik
MOHAMED SALEM O HADI	Agent de Conservation	Iwik
M'BARECK O SANGUE	Opérateur radio Iwik	Iwik
Baba O Cheibany	Chauffeur	Iwik
HACEN O MED ABD	Logisticien à Iwik	Iwik
BOUTHIAH O BAH	Chef poste M'hejratt	Teichott
ABOU GUEYE	Chef DOS	Mamghar
BA ABOUBECKRINE	Chef de poste Mamghar	Mamghar
OUTHMANE O SALECK	Opérateur radio Mamghar	Mamghar
Mohamed O Lab	Rep. Vedette PNBA5	Mamghar
AHMED SALEM O SAYIM	Agent de Surveillance	Mamghar
BA AMADOU GALLO	Chauffeur	Mamghar
LO DJIBRIL	Chauffeur	Mamghar
KHADIJATOU MT M' BARECK	Aide Communautaire	Mamghar
ABDOULAYE GAYE SOUMARE	Chef poste de R'gueiba	R'Gueiba
SEKTOU MT MBARECK	Opératr radio R'gueiba	R'Gueiba
Daouda Ould Ziyad	Gardien	R'Gueiba
ELY O BEYAH	Chef de poste	Teichott
BOUKHARY O ABDEL VETTAH	Chef de poste Agneiture	Agneiture

Partners		
Noms	Fonction	Institution
Frédéric Hautcoeur	Conseiller - "Appui institutionnel et technique au Parc National du Banc d'Arguin"	GTZ/PNBA
Antonio Araujo	Conseiller du directeur PNBA; Coordonateur Programme B/FIBA	PNBA/PNBA
Marion Broquerre	Chargé de projet FIBA	FIBA/PNBA
Simon Meriaux	Chargé du programme D Renforcement des capacités FIBA	FIBA
Ahmed Senhoury	Coordonateur du PRCM	PRCM
Mohamed Lemine Ould Babba	Coordonateur IUCN en Mauritanie	IUCN
Hegener Kirsten	Ancienne conseillère du directeur du PNBA	GTZ
M. Ba	Infirmier de Mamghar	Commune de Mamghar
Med Mahloud Ould Abdellahi	Enseignant	Teichott
Tallé	Enquêteur IMROP	Teichott
Moussa Mokhtar Dia	Enquêteur IMROP	Ten Alloul
Sall Amadou	Enquêteur IMROP	Iwik

Personnes ressources		
Noms	Fonction	Adresse
TOMASIAN arthur	Conseiller Technique Régional	COMIFAC/Cameroun
DIEDHIOU Youssoûph	Expert en environnement	Dakar
Sidi Mohamed Ould Moine	Ancien directeur du PNBA	Nouakchott
Abderrahman Ould El HAFEDH	Ancien employé PNBA	Nouakchott
Ramdan	Ancien employé PNBA	Nouakchott
Ahmed O Mouslem	Consultant du PNBA	Mamghar
Hamadi Ould Lemhab	Agent de vulgarisation	Iwik
Iveko	Guide écotouristique	Chami

Population		
Noms	Fonction	Village
Mohamed Ould Birame	Chef village	Mamghar
Ahmed Jekany	Pêcheur	R'Gueiba
Tekber mint Tahman	Coopérative féminine	R'Gueiba
Merzoug Ould Abdel Barka	Trésorier coopérative	Teichott
Mohamed El Mami Ould Amar Haddad	Chef coopérative	Tessot
Hindou	Chef Coopérative féminine	Tessot
Ahmed ould Mohamed Khayratt	Guide touristique	Chami
Zeidane Ould M'Bareck	Pêcheur	Iwik
Ethneina mint Mahmoud	Coopérative féminine	Iwik
Eziza	Coopérative féminine	Iwik
Nouh ould Tohmane	Chef village	Iwik
Salih ould Jiddou	Pêcheur	Ten Alloul
Mohamed Ould Soueidi	Chef village	Ten Alloul
El Mebrouk Ould Alioun	Pêcheur	Ten Alloul
Ahmed Yacob	Pêcheur	Ten Alloul
Ahmed Babba Ould Soueid Ahmed	Chef coopérative	Arkeiss
Veten Ould Mouknass	Gérant campement touristique	Arkeiss
Soukeina	Gérant campement touristique	Iwik
Bamba	Animateur	Mamghar

Tourists	Nationalité
groupe de 5 personnes	Française
groupe de 7 personnes	Mauritanienne+Libanaise
1 couple	Française