



**BTC TANZANIA**

**BELGIAN  
DEVELOPMENT AGENCY**

# **ANNUAL REPORT TA MNRT TAN 0501911 - 2010**

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## 1 Project sheet

Country: TANZANIA

DAC Sector and subsector: 400 / 410 Environment

National institution in charge of the execution: MNRT

Agencies in charge of the execution: N/a

Number of BTC international cooperation experts 1  
:

Duration of the project (according to SA/SC): 67 months

Start date of the project:  
according to SA/SC: 25 August 2006  
effective : 5 November 2006

End date of the project :  
according to SA/SC: 24 March 2012  
estimate : 14 February 2012

Project management methods: Regie

Project total budget: Euro 989,500

Report covering the period: January – December 2010

## 2 Brief factual overview

This report relates to the activities of the TA carried out during the period of January to December 2010.

During the JLMC meeting of November 2009, the JLMC requested an extension of the TA MNRT for a period of two years in accordance with the Minutes of the Joint Commission. The request was sent by MNRT via MoFEA on 3 December 2009 and an Exchange of letters for the extension was finally signed by the two governments in April 2010. The TOR of the TA MNRT were updated in accordance with the requirements of the new Indicative Development Cooperation Programme (IDCP) for 2010 – 2013.

The main changes in the TOR relate to the development of the new programme in the natural resources management sector, namely:

- Assisting MNRT in the definition of the new NRM component (decentralised natural resources management planning)
- Assisting MNRT with the identification of new projects, especially the beekeeping and wetland components
- Have input in the formulation of new projects
- Continue technical backstopping to the projects and the ministry for the successful completion of the current projects
- Assist BTC in following up the projects

In line with these new TOR which became effective in May 2010, the main activities of TA MNRT during the period were:

- technical backstopping to the three projects, including participation in evaluation committees for consultancies, participating in JLPCs, preparation and participation in final evaluations of Beekeeping and Kilombero projects,
- participating at relevant sector meetings at national level, and
- Assisting with the identification of the new beekeeping and wetland projects
- Assisting with the formulation of the new beekeeping project

### 2.1 Events/developments during the reporting period

No JLMC was held during the reporting period.

TA MNRT has resigned effective January 31 2011 having accepted a position as Project Development Specialist on the Australia Africa Partnership Facility, which will be based in Pretoria, South Africa.

A replacement has been proposed by BTC to MNRT, who at the time of writing this report (January 2011) has been accepted by MNRT. It is hoped that a handing over between the outgoing and incoming TAs will be possible. With this in mind a lessons learnt workshop of all the projects, which had originally been planned for the fourth quarter of 2010 has been postponed to January 2011.

## 2.2 Current status of the three projects

### 2.2.1 Eastern Selous:

#### 2.2.1.1 Exit strategy

The Specific Agreement of the Project ended on June 24 2010. TA MNRT assisted the project team in the preparation of an exit strategy for the project. The proposal for the exit strategy covering the period July 2010 to December 2011 with an additional budget of Euro 563,966 was approved by the JLPC in May 2010. The Partner Committee approved the request for the Exit strategy in June 2010 with minor amendments.

Unfortunately, the request was subsequently denied by the Belgian internal financial control unit on the grounds that an extension could only be granted for an amount not exceeding 25% of the total project budget. Any amounts above this would require the identification and formulation of a new project. A no-cost extension of six months to December 2010 was therefore granted to the project using remaining funds in order to provide time for revising the exit strategy to meet the budget ceiling. The revised exit strategy with a budget of 337,900 was approved by JLCP in October 2010 and the exchange of letters was subsequently signed by the two governments in December 2010.

#### 2.2.1.2 Staff changes

In accordance with the recommendations of the mid-term review and also in line with the requirements of the exit strategy, the profile for the position of National Technical Advisor needed to be changed from an expert in natural resources management to an expert in business development. Consequently, the contract of the National Technical Advisor was not renewed in February 2010. For the time being the Technical Advisor on the Beekeeping Project, who is also a specialist in business development has taken over some of the responsibilities of the former NTA, including signing on the bank account for the project. The recruitment of a replacement for the NTA was hampered by the delay in the approval of the exit strategy.

At the JLPC meeting in October 2010 it was also revealed that the project manager from Wildlife Division has been seconded to WWF and thus will no longer be able to fulfil his function. MNRT was to nominate a focal person in the ministry, while the retired District Game Officer of Rufiji District, who has excellent experience in the establishment of WMAs, was recruited for 2 month as a WMA advisor in order to assist the two districts in finalising the steps for WMA establishment.

Technical backstopping by TA MNRT during the reporting period included:

- assisting with the preparation, review and finalisation of the exit strategy and planning
- preparation for and participation in ordinary (May 2010) and extraordinary (October 2010) JLPC meetings
- Advising Rufiji and Kilwa District Executive directors on exit strategy
- Supervising the WMA Advisor in November and December

#### 2.2.1.3 Observations

1. The continued delay in the solving of boundary issues between the Selous Game Reserve and WMA villages and between Kilwa and Liwale Districts at Zinga Kibaoni village seriously jeopardizes the timely establishment of WMAs as maps

and resource zone plans cannot be development without definitive boundaries. This issues continues to come up at JLCP meetings, but is not followed up with action.

2. A focal point in the wildlife Division of MNRT has been nominated in mid December. But so far no handing over has yet taken place between the former project manager and the newly appointed focal point. This issue needs urgent attention.
3. The recruitment of a technical advisor/local consultant to assist with the implementation of the exit strategy at the project level, especially capacity building to the CBOs in business skills needs to be given the highest priority.

## 2.2.2 Kilombero Valley Ramsar Site

During the reporting period there 2 JLPC meetings were held on 14 April and 21 October 2010, respectively.

The extension of the project with no additional budget for 12 months was approved with exchange of letters in October 2010.

The final evaluation of the project started in December 2010.

Technical backstopping to the project included :

- commenting on technical reports (IMP, CEPA, SEA)
- Participation in stakeholder workshops to discuss:
  - The integrated management plan (2<sup>nd</sup> stakeholder workshop and discussion of draft IMP)
  - Discuss draft Strategic Environmental Assessment
  - Discuss Final draft of Communication, Education, Participation and Awareness Strategy (CEPA)
- Assisting with the development of TOR for the final Evaluation of the project.
- Assisting with the preparations of and participating in JLCPs
- Accompanying Belgian Ambassador on a visit to the project area for World Environment Day
- Monitoring of field activities
- Advise project management team on conflict resolution

### 2.2.2.1 Observations:

1. Serious delays continued to be experienced with some of the consultancies, such as the CEPA strategy and SEA. One of the reasons for the delay, especially with the presentation of the draft SEA report was repeated re-scheduling of the meeting to discuss the draft by MNRT due to other commitments of senior officials.
2. Difficulties within the project management team contribute to delays in the implementation of project activities. It will be important to assist the advisor in understanding his role as advisor and to work with the PMT on team work.
3. In order to achieve the project objectives, ie development and implementation of an integrated management plan for the KVRS, the recommendations of the mid term review in this respect should be adhered to.
4. Increasingly the emphasis for the remaining period of time seems to be on the establishment of WMAs. However, WMAs is only one option of management and only applies to village land. There is an urgent need to look at the KVRS in a more holistic fashion and as part of the IMP development a range of management options which would suit different requirements.

### 2.2.3 Beekeeping Project:

The Beekeeping project is progressing very well, especially in Kigoma Region. Rufiji District is lagging somewhat behind. The latter is partly due to the fact that beekeeping is not a traditional activity in this region, but it has also to do with a generally lower level of development and the resultant reluctance to change. In addition, while significant efforts have been made by both the district and the ministry to boost the manpower level in the beekeeping sector, the district beekeeping officer (DBO) does not make efficient use of his personnel.

It was decided that due to the short nature of the project, a mid-term review would not be of much value as there would be very little time left to implement the recommendations. Instead it would be more valuable to have an early final review. Claude Croizer, environmental expert from BTC HQ visited the project in November and gave valuable recommendations for the current project, but also for the continuation in Kigoma Region.

DTA Kigoma resigned effective mid-October to take up another position. For the remaining period of the project the DTA Rufiji will now be responsible overall, but will be assisted in Kigoma and Kibondo by the TA for the Income Generating Project (IGA). The IGA project started in May 2009, covering three districts in Coast Region (Mafia, Mkuranga and Rufiji) and three in Kigoma Region (Kigoma rural, Kigoma Municipality and Kibondo). As envisaged in the project document (TFF), the BIP TAs will also assist in their respective districts (Rufiji and Kigoma Rural) to follow-up on IGA activities. A two-day orientation meeting was held for the new TAs in which the BIP TAs also participated in order to explore mechanisms of collaboration between the projects.

The 3<sup>rd</sup> and 4<sup>th</sup> JLPC meetings were held in April and November, respectively.

The Director of a Belgian NGO, Miel Maya Honing, visited Tanzania and met with the NPC and TA MNRT, discussing opportunities to access the European/Fair trade market. Samples of freshly harvested honey from Kibondo and Kigoma, where there are functioning honey cooperatives, were subsequently sent to Belgium for analysis and the results were excellent.

TA MNRT conducted backstopping visits together with the National Project Coordinator (NPC), and also separately monitored training activities, eg in the Rufiji Delta when the NPC was not available. The cooperation and communication with the NPC is very good. Specific technical backstopping activities included:

- Planning and financial planning
- Supervision/monitoring of training and other activities in all three districts including: beehive management, harvesting, quality control, VICOBA

- (Village Bank) formation, training to Savings and Credit Cooperatives and construction of collection centers, management of cooperatives
- Co-leading introduction meeting for IGA TAs with BIP TA and National Coordinators of both projects
- Finalize TOR for external audit – TOR were approved by BTC HQ and audit is to be carried out in early 2010.
- Develop TOR for final evaluation in collaboration with Claude Croizer, NPC and DTA
- Advise to districts and TAs on synergy between BIP and IGA projects
- Accompany BTC environment expert to Kigoma and Kibondo districts.

### **Observations**

There are excellent opportunities for synergy between the BIP and IGA projects, which should be exploited to the fullest. The project complement each other in scope and the broad width of skills now available through the four (now three) advisors to the two projects represent an very good opportunity for active exchange between the projects, but also between Coast and Kigoma Regions. It is important that the advisors and district coordinators of both projects are present for planning meetings in their regions.

The establishment of VICOBA in Rufiji District seems a successful way to start micro credit schemes. This success is in my opinion largely due to the sustained training effort over a period of nearly three months, backed up by a ToT for support persons in each village. The training method, while not cheap, should also be considered for other business related training on all three projects.

The consultancy to develop a marketing strategy for the project proved a very difficult undertaking as it was almost impossible to convince the consultant (SAFE Tanzania) of the practical nature of the assignment. Starting with the inception report there were several meetings with the project team (including National Project Coordinator and TA MNRT) and the consultant discussing and agreeing on the nature of the assignment. Nevertheless, it took again the intensive participation of the project team to finally get a useable product. There seems to be a tendency towards academic as opposed to practical work among consultants as this problem surfaces also in other consultancies.

#### **1.1.1 National Level Activities**

At the national level, the TA is represented in the relevant technical fora such as the National Wetland Working Group, the Tanzania Honey Council (formerly National Honey Forum) and the Informal Discussion Group on Environment (IDGE). There are also linkages with the Participatory Forest Management Component.



WWF and Africare are two international NGOs with activities relating to both WMAs and beekeeping. Thus contact is maintained with these NGOs and others active in the natural resources management sector (e.g. IUCN, Tanzania Natural Resources Forum (TNRF))

There is no regular forum to discuss WMA issues. WWF is coordinating the development of a national strategy for the development of WMAs, however, meetings are very infrequently held

The TA MNRT participated in the development for a manual for decentralized wetland management, which was initiated under the Sustainable Wetlands Management Programme.

Together with NPC of the beekeeping project the TA MNRT participated in the development of the Tanzania Honey Council (THC), a public private partnership. The THC has now been officially registered and has successfully staged the 1<sup>st</sup> Tanzania Honey Expo in October 2009. This was a 5-day event, including a 2-day conference at which TA MNRT presented a paper titled “From subsistence beekeeping to beekeeping business”.

Close contact is also maintained with the BTC representation The TA was involved in the preparation of the assessment note for the new IDCP and participated in several workshops and meeting for the preparation of the new IDCP. Natural resources management is one of the two sectors that Belgium will be involved in Tanzania.

Together with the TA LG the TA MNRT was involved in the recruitment of a new programme officer for BTC in early 2009.

Other activities at national level included the following:

- Participation in Launch of National Forest Assessment Programme, a five year programme strengthening forest inventory and monitoring capacity
- Presenting current activities in natural resources management to a workshop on Belgian Cooperation and Indirect Actors at the Belgian Embassy
- Participation at a number of meeting between Embassy of Belgium and GoT representatives regarding the new IDCP
- working closely with the Advisor on Local Government, especially on integration of project procedures into the district ones
- Input to various missions from Brussels, such as the visit by DGCD, which included the head of department for cooperation in East Africa, the desk officer for Tanzania and the officer responsible for the coordination of support to higher learning institutions.
- Participation in JLPC of IGA

### 1.1.2 Policy issues

#### **Policy coordination**

During the field visits to Kilombero, the issue of possibly conflicting policies with regards to sustainable wetland management accelerated agricultural development and livestock development surfaced repeatedly. With regards to sustainable wetland management, it is very important to create more awareness that this is not necessarily in conflict with development in wetland. The reason for the management plan of the KVRS is that all the potential of the site should be utilized sustainably. If unchecked development takes place then the very characteristics that make this a fertile area may be lost. Therefore sustainable wetland management and agriculture and livestock development actually have some common goals.

One of the major stumbling blocks for informed decision making about what is sustainable use is the lack of scientific data about the wetland system, especially the hydrology. Hydrology is the main driver of a wetland system and it would be the effects developments of any nature on the hydrological system which would largely determine whether the activity is detrimental or not to the ecological character of the wetland – or in other words whether the wetland system would still be able to function and deliver its services as an ecosystem. Through hydrological monitoring of surface and ground water flows more informed decision making will be possible about the possible impacts of activities or developments on the system.

The policy issue here is that there is a need to improve linkages between the different policies (Wetlands, which are taken care of in the Wildlife Policy, Agriculture, Livestock and Water), to take adequate care of the cross-sectoral nature of wetland management.

The institutional set-up exists with the National Wetlands Working Group (NWWG) at the technical level and the National Wetland Steering Committee (NAWESCO) at the policy making level. NAWESCO comprises of permanent secretaries from a wide range of ministries with mandates that are related to wetlands.

A strategy paper or policy guideline on linkages between the different policies, including criteria that would assist in decision making when faced with conflicting demands would also greatly assist the staff at local government level to improve linkages between the sectors.

### **Institutional back-up for Village Scouts**

One issue that is often raised in both Eastern Selous and Kilombero projects (and in other projects that have facilitated VGS training) is how to enable Village Game Scouts to do their work effectively.

More than 250 Village Game Scouts or Wetland Scouts have been trained under the Eastern Selous and Kilombero projects. After their training they are faced with the difficulties of implementing what they have learnt (law enforcement and sustainable natural resources management).

**Issue:** there is as yet no sustainable mechanism developed to ensure that the game scouts are able to do their work as expected. They would need:

- Working gear (uniforms, tents, transport, etc)
- Some kind of formal identification ( I understand that this will be provided under the new Wildlife Management Act for VGS in WMAs)
- Institutional support and back up

The first two items are of a practical nature that can be worked out more easily and the supply of some of the working equipment is foreseen in both projects. In addition, in a number of villages allowances for patrols of the scouts are paid from income derived from confiscated items, such as charcoal or timber.

Institutional support and back-up is the most serious issue and has a multiple aspects:

1. At the village level, the VGS are reporting to the Village Natural Resources Committee (VNRC) (in the case of a WMA it is expected that VGS will be employed by the CBO)
2. Already there are requests from VNRCs that they also be provided with uniforms – a uniform confers status. In addition to that if a uniform means that one can carry out patrols then this could also be a potential source of income. Normally village government members do not get paid. In a setting like this VGS being supplied with uniforms, transport, etc are likely to feel superior to the committee to which they report.
3. The work of the VGS is not only dangerous in terms of them possibly facing heavily armed poachers, but it is even more likely that it pits them against their relatives, neighbors or possibly superiors that are engaged in illegal activities. The latter has led to the village governments trying to replace VGS that were ‘too active’, but also to VGS or their families being threatened. This is very common not only in the Kilombero or Eastern Selous projects, but also other similar projects.
4. VGS report frustration that despite their efforts the perpetrators are often let off by the police or the courts.

Considering the above there is a great need to strengthen the institutional framework for VGS and to ensure that their work can be sustained. In order to do this the issue should be looked at from a number of angles:

- a. Regulations covering VGS in WMAs will be covered under the new Wildlife Act
- b. In areas outside WMAs there are no legal provisions for those who are ensuring that natural resources management and land use planning by-laws at the village level are followed. The term VGS is used very widely and not always referring to game scouts only.

It would be very useful to carry out a study on the effectiveness of VNRCs and VGS in different settings and ways to improve village income from natural resources in order to facilitate the working of the village government.