**THE UNITED REPUBLIC OF TANZANIA**

**MINISTRY OF NATURAL RESOURCES AND TOURISM**

**Identification Report on**

**Bottom-up approach to Natural Resource Management and Local Economic Development**

**May 2013**

**Tanzanian – Belgium Indicative Development Co-operation Program 2010-2013**

**Bottom-up Natural Resources Management focused on**

**Local Economic Development in Kigoma Region**

**(Bu-NRM-LED-Kigoma)**

**April 2013**

List of Acronyms

BSP-KIG Beekeeping Support Project in Kigoma Region

DeNRM Decentralised National Resource Management

E/NRM Environment- / Natural Resources Management

ESM Eco-system Management

ESP Eastern Selous Project

GoT Government of Tanzania

IDCP Integrated Development Cooperation Programme

KILORWEMP Kilombero and Lower Rufiji Eco-systems Management Project

KVRSP Kilombero Valley Ramsar Site Project

LED Local Economic Development

LG Local Government

LGR Local Government Reform

LNREM Land, Natural Resources and Environment Management

MNRT Ministry of Natural Resources and Tourism

NRM Natural Resource Management

PMO-RALG Prime Minister’s Office - Regional Administration and Local Government

SCF Study and Consultancy Fund

NSGRP National Strategy of Growth and Reduction of Poverty

MKUKUTA (NSGRP II, more known as MKUKUTA II),

FYDP Five Years Development Plan 2010 – 2015

MDG Millennium Development Goals

BRN Big Results Now (2013-2015)

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# Background

In its meeting of 26th October 2009, the Joint Commission of direct bilateral cooperation between Belgium and Tanzania approved a new Indicative Development Cooperation Program (IDCP). The program covers the period 2010-2013 and identifies Local Government Reform (LGR) and Natural Resources Management (NRM) as sectors of main interest. The NRM-sector support, as outlined in the IDCP, concentrates on three intervention areas:

1. Wetland eco-system management (Component 1)
2. Beekeeping development (Component 2)
3. Development of a coherent bottom-up NRM approach (Component 3)

Currently two NRM support projects have been identified and formulated under Component 1 and 2 respectively[[1]](#footnote-1)[[2]](#footnote-2). Identification of the foreseen intervention under Component 3 is still pending as it was planned to be integrated in a national support program for Decentralized Natural Resource Management (DeNRM). Agreement on design and implementation mode of envisaged DeNRM intervention, however, has not been reached until now. As time for identifying the third NRM project under the IDCP is running out, the Ministry of Natural Resources and Tourism (MNRT) therefore proposes to continue with the development of a coherent bottom-up approach as a bilateral support project and use the outcome to support the further development of a multilateral DeNRM support-program.

## Sector context

In Tanzania, DeNRM has been pursued for more than one decade, under the community based natural resources management (CBNRM) framework. Implementation of CBNRM initiatives involved various sub-sector support programmes. They have resulted in a series of guidelines and tools for Participatory Forest Management (PFM), Sustainable Wetlands Management (SWM), Wildlife Management Areas (WMA) Beach Management Units (BMU) and Village Land Use Planning (LUP). Common aim of the various approaches is to reach at “sustainable natural resource management at the lowest appropriate governance level, the village”. It requires devolved responsibility and ownership of natural resources on village land through local government structures under decentralization by devolution processes.

Although major steps forwards have been made, challenges remain in sustaining participatory governance processes that enables the engagement of stakeholders and empower communities in natural resources management. That is to say that DeNRM is not adequately mainstreamed in the national governance structure. For example, few LGAs have developed environmental or natural resources management plans - partially due to limited capacities and the lack of legal regulations.

## Recent developments

Recent evolutions that affect the two sectors that receive support under the current IDCP are:

* Absence (until now) of an agreement between MNRT and PMO-RALG about a joint DeNRM programme,
* Foreseen end of Local Governance Reform Programme (LGRP 2)
* Absence until now of NRM windows into the Local Government Development Grant (LG-DG),
* Necessity to reinforce an intermediary level between national and decentralized levels, by strengthening the regional service capacity to assume more responsibilities in the future.

The Belgian support considers that it is important to contribute to the development of a national strategy for natural resource management. Nevertheless, since NRM at lower levels of government needs to be reinforced as well, Belgian interventions under the current IDCP will remain focussed on delivering project support at decentralized level.

According to the IDCP the principal objective of the natural resource sector support is; *“To enhance its sector contribution to the national economy to meet Tanzania’s future needs through conservation and proper management of resources”*. One of the aims of supporting this sector is to develop a coherent bottom up approach for Natural Resources Management. That includes development of local and district natural resources management plans in pilot districts of a selected region, and development afterwards of National coordinated NRM strategy and policy.

The Five Years Development Plan (FYDP) 2010-2015 and recently the Big Results Now (BRN) has put more emphasis on sustainable agriculture and Local Economic Development (LED) based on Natural Resources sustainable running. That is why the MNRT initiated a study to identify a support project for the development of a coherent bottom-up approach of decentralized NRM-LED. It includes the strengthening of the role of regional authorities and services (in planning, selecting, financing, advising, technical supporting, M&E procedures) for an effective and efficient implementation of a regional NRM-LED plan into a selected region, Kigoma Region.

## Identification process

This identification report is a result of several processes, which include, literature review, meeting with individuals and stakeholders’ workshops at district and national levels. The district level stakeholders’ workshops were held in Kigoma, Kasulu, and Kibondo districts, 30th October to 2nd November 2012. The national workshop was held on 14th November 2012. These workshops were part of participatory project development process that intended to lead to clear project objectives. Using a logical framework approach that included validation of the project objectives and identified problems, stakeholder analysis, and SWOT analysis, the project model and approach was identified.

The study aimed at identifying a project that will be formulated to implement coherent bottom-up natural resources management (decentralized natural resources management). Therefore, the objective of this report is to provide the basis for formulation of a project to develop coherent decentralized natural resource management approach. The project is intended to build upon the experiences in decentralized approaches to natural resources management in Tanzania. Thus, this identification report has benefited from the preliminary findings and recommendations of various studies on decentralized or community based natural resources management in Tanzania.

# Validation of bottom up NRM-LED as project idea

## Why developing a coherent bottom-up NRM-LED approach?

Key lessons-learned from over-fifteen years of investment in piloting community based approaches to decentralize NRM in Tanzania[[3]](#footnote-3),[[4]](#footnote-4) are:

1. Resource-use conflicts at local level cannot be addressed properly unless interventions in the Forestry, Beekeeping, Wildlife, Wetlands and Fisheries subsectors are linked and managed in an integrated way with those in the (irrigation) Water, Agriculture and Livestock sectors.
2. Importance of the availability of natural resources for Local Economic Development (LED)[[5]](#footnote-5) will continue to be underestimated unless revenues from natural resource (NR) use are properly collected and reinvested in maintenance of physical infrastructure and human service capacity to facilitate wise-use principles.
3. Nation-wide rolling-out of developed community-based NRM approaches is unlikely to gain momentum, unless service delivery mechanisms to support the process become more cost/time effective.

As envisaged public private-sector initiatives to boast Tanzania’s agriculture production are going to increase the pressure on NRs, there is ample need to ensure that planning of land- and water-use becomes part of a coherent NRM approach. It requires adjustment of the bottom-up development planning process and more effective policy coordination to enhance the impact of investments in community-based NRM on the local economy.

## What ultimate betterment do we want to see?

The MNRT envisages that actors at local, regional and national levels of Tanzania’s Environment and Natural Resources sector have the capacity to secure economic benefits from the wise-use of natural resources and reinvest proceeds sufficiently to maintain exploited eco-system services. See also the objective flow depicted in the below schedule.

Intervention field

**Sphere of control:**

Development of a bottom-up approach to integrated NRM

**Sphere of influence:**

Eco-system Management (ESM)

**Sphere of interest:**

Local Economic Development (LED)


# Project description

## Geographical and institutional setting

**Geographical location**

The IDCP 2010-2013 suggested using the Eastern Selous and the Kilombero Valley projects as point of departure for the selection of pilot districts. In this way investments and experience in the development of land-use - and integrated resource management plans could be integrated in the pilot -project. A major disadvantage of this scenario is that the project area will be located in five different regions (Morogoro, Iringa, Ruvuma, Lindi and Pwani).

The other possibility is to locate the project in Kigoma Region and use the districts where the Beekeeping development and Income Generating projects are implemented (Kigoma, Kasulu and Kibondo) to develop a coherent bottom-up approach to NRM and monitor the impact of it on the local economic development at regional level.

It is recommended that the project be based in Kigoma. This is because the IDCP recommends that Belgium cooperation to concentrate in Kigoma region, as it has been proposed by the government of Tanzania as part of strategy to support economic development of the region. Lake Tanganyika basin is an important natural infrastructure, the environmental of which need to be conserved. The activities of this project will be part of environmental conservation of Lake Tanganyika basin. Moreover, this region has abundant natural resources, has experience with community based natural resources management, inadequate the support, only a few development partners support natural resources management in the area. Moreover, Belgian cooperation has had projects in the region.

Additionally discussion with stakeholders, have generated a number of project site selection criteria which include:

* Areas with income generating activities from natural resources
* Availability of area for expansion on natural resources
* Cost effective as possible
* Opportunity for reducing natural resources management conflict
* Geographically concentrated
* Minimize donor concentration, less duplication of effort
* Relevant in terms of environment.

A number of these criteria will support the fielding of the project in Kigoma region.

**Preliminary institutional framework**

The essence of the stakeholder analysis is to identify key players in the project. The identification of players provides the basis for the development of an institutional framework. The institutional framework is based on the understanding that for the project to function and to sustain its outcomes it will have to suit the existing structure of central, regional and local levels. The project therefor will have three different institutional layers:

1. Implementation: to be realized at District, Ward or Village level.
2. Coordination: to be realized through a Technical Coordination Team under Regional lead.
3. Appreciation: to be realized through the Joint Local Partner Committee, under national lead.

***Joint Local Partner Committee***

This will bring together a number of regional representatives of MDA's (MNRT, PMORALG, MLFD, MA, MW, VPO). It will be chaired by the national directorate of planning and policy of MNRT. It will have the overall leadership of the project on translating community, district and regional level practices and actions into policy guidance that will be provided to the regional level as a feed-back. It will also lead in designing the scaling-up of the approaches to national level intervention models.

***Regional Coordination Committee***

This should be at regional level, headed by RAS and getting among others technical advice from Regional Advisors from Relevant Departments. Its main responsibilities are to coordinate the project process across the three districts and provide the link to the national appreciation committee. At this level there has to be designated a position for an International Technical Advisor, representing BTC, who will have day to day engagement, providing technical coordination and backstopping support to the project.

***Belgian Technical Cooperation***

The BTC will be working to deliver the Belgian Financial and Technical Assistance. As development partner, BTC will be involved at different levels of the project implementation. It specifically will work at National coordination level through Joint Local Partners Committee and providing technical advisors at regional level.

## Justification

Majority of Tanzania’s population lives in rural areas. The countries natural resources are “the main source of peoples’ livelihoods and are the backbone of the country’s main productive sectors such as agriculture, tourism, fisheries and mining[[6]](#footnote-6).” Recognizing the significance of the relationship between poverty and the environment, Tanzania has placed considerable emphasis on strengthening environmental management and mainstreaming across the country. The National Environment Policy (1997) and Environmental Management Act (EMA-2004) establish a sound policy, legislative and institutional framework for environmental management. In spite of the numerous successes, there continues to be a number of challenges with regards to natural resources management. Key amongst these is the weak environmental governance due to inadequate natural resources management capacity at the local government authorities (LGAs) and local communities.

**Poverty reduction**

A number of national policies, which include first of all the National Strategy of Growth and Reduction of Poverty (NSGRP II, more known as MKUKUTA II), Rural Development Strategy (RDS), Forest Policy, Wildlife Management Policies, Water Resources and Fisheries Policies call for community participation in natural resources management as a measure to improve natural resources governance. The NSGRP and the RDS both put emphasis on participatory planning through community based management strategies. NSGRP realizes that sound governance of natural resources is critical for national poverty reduction efforts, because, majority of people significantly depend on the natural resources for basic needs and livelihoods. NSGRP also recognizes that weak regulation (governance) is among the factors that, have led to unsustainable natural resources management.

**Economic development**

The Five Years Development Plan 2010-2015 puts more emphasis on sustainable agriculture and Local Economic Development (LED) based on Natural Resources sustainable running. That is why the present project will develop a bottom-up approach of NREM and LED.

**Millennium Development Goals**

The IDCP considers that natural resources are of major importance for long-term economic development and poverty reduction. Communities in Tanzania depend on the surrounding natural resources for their income and poverty coping strategies- through fishing, farming, hunting, livestock-keeping and/or forest products. This includes efforts to encourage communities to engage themselves in productive but none consumptive, and environmentally sustainable activities. Promotion of Income Generating Activities will be managed in order to ensure equitable autonomy among men and women. Therefore, the Belgian government supports Tanzania’s initiatives in which environmental conservation is considered concurrently with economic development. Belgian cooperation focuses on capacity building of the local governments in planning and management of the available natural resources. These local governments (at district, ward and village level) work directly at the grassroots and are responsible for service delivery to the local community. Through support to the lower level governments, Belgian interventions intend to have a direct impact at the grassroots level, and improve the sustainability of livelihoods of the rural communities. In conclusion, the project is expected to have a positive impact referring to MDG 1 (Poverty reduction), MDG 2 (Gender), and MDG 7 (Environmental protection).

## Objective structure

**Global Objective**

The rationale for the project development is based on the need for participatory integrated natural resources management, averting resource use conflict, increasing economic benefits for communities from natural resources through improved management of revenues generated from natural resources, and increasing effectiveness of the service delivery mechanism to support nationwide rolling-out community based natural resources management. Furthermore, the project development foresees that adjustment and policy coordination for bottom up development planning process is required to increase the investment in community based natural resources management. Therefore, the project envisages that investments in building capacity of project implementers and beneficiaries to participate in sustainable natural resources management (including bottom-up planning and bottom- down implementation) is relevant and required. Sustainability of ecosystem services will depend upon defining and attaining economic benefits from natural resources. Poor natural resources management, including inadequate generation of economic benefits, results from weak governance due to disregard of existing laws by professional natural resource managers, and as a consequence of apathy on the side of the communities. It is proposed therefor that, the overall objective of the Project should be: ***To ensure that ecosystem resilience is maintained to sustainably provide socio-economic and environmental benefits to local communities in Kigoma Region.***

**Specific Objective**

Anticipated changes at impact level are such that: i) natural resources (including land and water) are appreciated in local development planning according to their economic value, ii) opportunity cost of development plans take into account all services of the ecosystem in which the envisaged intervention is to take place and iii) the economic return of wise-use of resources benefits all residents instead of a few through user rights that secure legal access and regulates fair and sustainable use. The specific objective puts emphasis on implementation of a bottom-up approach of NRM in order to improve Local Economic Development. Therefore, the proposed specific objective is**: *A coherent decentralized Natural Resources Management system focused on Local Economic Development is developed and effectively and efficiently implemented in Kigoma Region.***

## Outputs

Outputs that need to be realized to achieve the above specific objective comprise:

1. Coherent methodology for making integrated Land -, Natural Resources and Environment Management (LNREM) and LED plans developed,
2. Implementation of integrated LNREM plans tested in pilot districts with lessons learned used to improve developed methodology and feed the further development of a national DeNRM program.
3. Inherent mechanisms for accessing financial and technical support to implement integrated LNREM-LED plans at District and Village levels are in place and enable communities around protected areas to get legal access to resources and generate sustainable income (LED) based on wise-use principles.
4. Selected LNREM-LED investments realized in relation with LNREM-LED regional plan priorities.

As a result of the above outputs it is expected that towards the end of the project:

* Kigoma Region is geographically covered by Land-Use Plans (LUP) at village or wards level.
* A coherent combination of LUP in a LNREM-LED plan is done at district level and approved by the District Council.
* A coherent combination of LNREM-LED district plans is done at regional level and approved by the Regional authorities.
* A selection of priorities (for investment and implementation) among this LNREM-LED regional plan is technically prepared at regional level and approved by the Regional authorities.
* A selection of implementers (among LGAs, Civil Society, Private sector, is technically done by regional team to implement priority actions
* The priority actions selected are fully implemented by the implementers and their viability is ensured.
* Local actors are empowered to mainstream appreciation of socio-economic and environmental values of the natural resources in development planning and monitoring processes
* Livelihoods of local people of all gender are improved by increased economic contribution from sustainably managed and effectively governed natural resources.

## Aactivities

Key activity processes that need to be initiated / institutionalised to arrive at a coherent methodology in integrated LNREM-LED planning include:

**For output (i)**

* *Habitat inventory*: Compilation of existing information on spatial distribution of i) land, water, plant and wildlife resources, ii) human settlement and iii) seasonal and other changes in resource use over time at ward, district and catchment levels.
* *Resource valuation*: Assessment of current and potential economic value of natural resources and ecosystem services at ward, district and catchment levels

**For output (ii)**

* *Resource-use planning*: Integration of i) village land-use and LNREM plans at ward, and catchment levels into a LNRM-LED district plan.

**For output (iii)**

* *Resource-use planning*: Integration of LNREM-LED district plans into a regional multi-sector development plan.
* *Hot-spot analysis*: Study of opposed development and conservation interests by projecting the proposed resource-use plans against the background of doubled and tripled population (rural and urban development scenarios).
* *Risk management planning*: Prioritisation of activities needed to mitigate /minimize the negative effects of envisaged LENRM-LED planning and identification of key-actors involved.

**For output (iv)**

* *Stakeholder inventory and analysis*: Compilation of information on all resource users, custodians of protected areas in both private and public sectors to assess their roles, plans and capacity to implement them.
* *By*-law and user-right accession: Stimulate bottom-up legal processes to give resource-users motive to adopt the wise-use principle and also ensure revenue for future management needs.
* *Implementation M&E:* Testing the workability of LNREM-LED plans, their required financial and technical support flows and monitoring/reporting mechanisms.

**Instruments** that need to be considered to arrive at an inherent mechanism for accessing financial and technical support to implement integrated LENRM-LED plans at District and Village levels include:

* Local tax – and levy system
* Retention scheme
* LNREM-LED regional investment fund, in place of window LG Development Grant
* Capacity building: Technical support.

**Mechanisms** that need to be considered to arrive at a platform for inter-sectorial policy dialogue on E/NRM and local economic development at regional level.

* Participation in regional and national policy dialogue on local economic development.
* Development of a national decentralized LNREM-LED sector strategy (country-wide coverage).
* Capacity building: Strengthening of human resource capacity in policy coordination and supervision.
* Development of a long-term vision on LNREM.

## Stakeholders

The main stakeholders of the envisaged intervention can be grouped into two major groups: government institutions and non-state actors (private sector, civil society organizations, and communities). They constitute four categories based on their power and interests: i) Beneficiaries (target group and final beneficiaries), ii) Project Partners, iii) Implementers and Adversaries.

**Beneficiaries**

These are individuals, group of individuals or institutions that will benefit from the project. They are further grouped as target group and final beneficiaries.

***Target Groups***

* *Local communities*: These are men and women who live in the villages in which this project will have activities; they depend upon, harvest, use or trade in the natural resources within their localities. They are interested to see that the natural resources in their localities are managed sustainably. They can be empowered through participation capacity building (access/user rights, financial and legal support for natural resources management. It is important that long term compensation mechanism, be developed for individuals who will participate in the resource management as well as the wider community through socio-economic development projects. The tangible economic benefits will be incentive for long term participation in natural resource management.

* *Local governments***:** These will include district councils of Kigoma, Kasulu and Kibondo as well as number of village governments that will be reached by the project. These governments have interest in sustainable management and good governance of natural resources management. They also have power in enforcing laws, revenue collection and management. However, the capacity in skills, staffing, and financial resources of the governments still need to be improved. Therefore the project will have to support the governments, especially village governments, to raise their capacity in natural resources management, through education, laws and by-laws development and financial management. The project will strengthen the capacity of local governments in all aspects of governance where NRM is concerned.

***Final Beneficiaries***

* *Local communities*: The ultimate beneficiaries of the project will be people and communities dependent upon natural resources. There should be a sustainable supply of natural resources, and alternative income generating activities that will enhance and sustain their livelihoods.
* *Local governments:* Strengthened natural resources governance capacity, increased revenue, sustainable managed natural resources.
* *Civil society and NGOs:* supported in their engagement in natural resource sector
* *Private sector:* supported in their NR-based businesses.
* *Regional authorities* will obtain support for advocating policy reforms, fundraising, financial support in meetings and negotiations with government officials or other DPs.

**Project Partners**

* *Contract partner*: In this case it is the Belgian Cooperation who will provide technical and financial assistance to support the project implementation.
* *Other development Partners*: Various Development will be linked to the project through the Development Partners Group – Environment (DPGE), for national level synergy, experience and information sharing in managing and scaling up DeNRM nationally.
* *Other Natural Resources and Rural Development Projects in the Region*: These will provide opportunity for experience and lesson sharing. It will be useful to consider establishing a learning network.
* *Civil Society Organizations*: These will be national or international (CSOs), including CBO, at district level or below, that have interests with working with people and improving natural resource management. The project should curve a role for the civil society as part of the decentralization process. Strong CSO can be effective drivers of project objectives through awareness, advocacy and education activities for example.
* *Basin Water Offices:* As part of institutional framework for water resources management, regional team shall fully participate in the Basin water Boards and Catchment committees[[7]](#footnote-7). Therefore, the basin water boards through the basin water offices will be important partners to the project on in issues that relates to water resources management.
* *Researchers and academic institutions:* These will take interest in researching the project implementation processes. To provide researched information and lessons for further development and expansion of DeNRM.
* *Media:* These will be providing publicity for project activities and assist in advocating for project successes and provide information to the public with regard to the project effort in implementing DeNRM.

**Implementers**

* *Local communities in the three districts and villages*: Through leadership of Ward Development Council, village governments and their respective relevant committees the local communities will participate in the natural resource management and ensuring functioning of resource governance in their respective villages :

- *Ward Development Committees (WDC):* The ward development committee is composed technical professionals (experts) at ward level as well as elected officials such as councillors. This is a very important institution in providing linkages between villages and district councils.

- *Village Government:* The village government through its committee s and the village assembly will support and drive implementation of the project at community level.

* *Local government authorities of Kigoma rural, Kasulu and Kibondo:* These will mean the district councils, bringing together the technocrats and elected officials. The councils will be the central institutions in driving the project at local level. They are responsible in providing technical support to the communities, and provide the link with the regional and central government.

- *District Coordination Team:* This is a district level consultative and technical support mechanism and managing Multi-stakeholder Dialogues. This should include the engagement of relevant local level CSOs and Private Sector in supporting the NRM processes and trans-district cooperation. The team is to be headed by the DED and its activities mainstreamed in the CMT.

* *Civil Society Organizations:* These will be national or international (CSOs), including CBO, at district level or below, that have interests with working with people and improving natural resource management. The project should curve a role for the civil society as part of the decentralization process. Strong CSO can be effective drivers of project objectives through awareness, advocacy and education activities for example.
* *Private sector:* Entailing entrepreneurs engaged in natural resource business.
* *Central government:* At this level the Ministry of Natural Resources and Tourism and the Prime Minister’s Office Regional Administration and Local Governments will be the leading institution. The central government will be leading in provide policy guidance to this project. The central government will develop conditions and policies that enable the DeNRM approach to work effectively and efficiently. Furthermore at this level the government will use lessons generated from the implementation of this project into improving policy environment and for national scaling up of DeNRM. The central government, will promote the sharing of ideas, information, and experience within countries and beyond.

**Adversaries**

These are individuals, group of individuals or institutions that will perceive the project as a constraint to their interests and activities in the natural resources. These will include the illegal harvesters of natural resources, professionals who see that conservation can only be through command, control and law enforcement against communities, and other corrupt elements in the society. These will also include people who may be affected by change in land use that may be necessitated by the project implementation.

## Coherency with NRM sector strategies and other interventions

As already reported in chapter 1, the development of coherent bottom up approach for natural resources management was intended to be part of the national programme for Decentralized Natural Resources Management (DeNRM). The programme has not been established, largely because up to now no agreement, among relevant government institutions could be reached for the design and mode of implementation of such a programme.

Meanwhile the IDCP 2010-2013, which was to be the instrument for Belgium and the Ministry of Natural Resources to contribute in DeNRM program is coming to an end. Therefore, a bilateral project on DeNRM is suggested as a strategic start-up for the implementation of a coherent bottom-up approach. The expectation is that the outcome of this bilateral project will contribute to the development of the envisaged national DeNRM programme in the future. It should be noted that from the perspective of this project, land, forest, water (including water bodies), wetlands and wildlife are all natural resources and they are not mentioned separately.

Concerning the division of labour among DPs, Belgium is more focused in beekeeping and wetlands management where others DPs (Finland, UNDP) are focused on forestry, (WB) on fisheries,(Norway and DFI(UK)) on Climate Change (CC) .

## Indicative timeframe

The Belgian Cooperation has to take a long term view for this kind of project. But, regarding to the new approach and the innovative institutional linkage (at regional level), the project should be implemented for a pilot-phase of 4 years implementation and 6 years of Specific Agreement duration. The project objective suggests that, through the improved governance, the project will aim at strengthening sustainable natural resources management, which in turn will support the wellbeing of project beneficiaries. This challenges the project to demonstrate that this intervention will result in significant and lasting changes in the natural resources management and well-being of project beneficiaries. Furthermore it is suggested that the project implementation should be incremental and be implemented in phases. The phases are; inception phase, Operational phase and consolidation phase. The inception phase should be for about six months, the focus during this period should include project logistical set up, partnership building, development of implementation methodologies including M&E framework, and baseline data collection. The Operational phase should be for a period of 30 months and should focus on implementation of activities that will lead to deliver the project results and outcomes. The consolidation phase should be for 12 months and focus on knowledge management, which will include documenting best practices and lessons learnt; as well as outcome mapping and consideration of impact measurement.

## Indicative budget

The project indicative budget is based on the Euro 6,000,000 allocated in the IDCP. It is recommended that the total indicated amount is provided for the project. It is also proposed that enough funds are allocated for monitoring and evaluation for the purpose of adequately documenting experiences and lessons learned from this project, to serve in further development of DeNRM in the country. The amounts provided for this purpose in this budget is very conservative.

|  |  |
| --- | --- |
| **Item Description** | **Amount (Euro)**  |
| Capacity building including LNREM-LED planning process and training | 800,000.00  |
| LNREM-LED plans implementation including regional investment fund | 3,000,000.00  |
| Project management including technical support and coordination. | 1,000,000.00 |
| Project Monitoring and Evaluation including Mid-term Review |  200,000.00  |
| **Total**  |  **6,000,000.00**  |

## Measures to ensure sustainability

In order for the project outcomes to have long-term value and for the project to give the desired impact a number of measures need to be in place for the sustainability to be attained:

1. *Legal and Institutional Framework:* It is important that a good legal and institutional framework to support is in place for this initiative to be successful. This is considered to largely existing, but the enforcement of the legislation and policy decisions are the major challenges. The project should be able facilitate or create enabling environment for the law enforcement and policy decisions implementation.
2. *Systematic Transparency in implementation:* Transparency in the project implementation between various institutions and individuals involved in the project is necessary for building trust and shared understanding of the project objectives, opportunities, challenges and ways to meet them.
3. *Equitability:* It is important that all stakeholders are aware, in every step of the project development and implementation, of their rights and responsibilities over resources and decision making level. The issue of benefit sharing with communities should continually be priority to be studied and affected.
4. *Participation:* The participation of communities and other stakeholders should be made to happen at every stage of the project development and implementation consistently, Continuous, Thorough. Genuine at all level for all key stakeholders.
5. *Resources:* Timely and adequate availability of Human resources, Financial, legal resource as well technical and moral support to communities is necessary during the life of the project and beyond, to be able to sustain the participatory approaches in resources management to be practiced by the project.
6. *Proper evaluation and valuation of natural resources:* It is imperative that the value natural resources in the area of project intervention be sufficiently known. It is through the valuation of the resources that the economic benefits to people and the council of the districts will be determined, this will leverage the advocacy for investing in governance and sustainable management of the resource.
7. *Building upon and link with existing initiatives supported by Belgium and other Development partners:* Since this project is not the first Belgian supported initiative in natural resources and that there are other development partners who have invested in Community based natural resources management, it is important that the project develop linkages with on-going initiatives and learn from the past interventions.
8. *Climate change linkages*: Given the apparent impacts of climate change in the country, it is important that the project take the impact of climate change as an aspect that will influence the project implementation.
9. *Long term commitment to the project:* Both the Belgian and Tanzania governments should want to commit investment into the project for a reasonable extended period of time, covering at least 2 consecutive IDCP’s. A longer term view has to be taken to ensure attainment of project outcomes and maximizing chance for the project to exert it impact. This will including adapting the district planning and financial management system to support sustainable natural resources management (using revenue collected from NR sector to finance sustainable NR management, accessing of CC funds, to sustain the source of funds for district socio-economic development).
10. *Monitoring and Evaluation system:* it is important that functional and effective monitoring and evaluation system is put in place to support the project learn from it self and provide lessons for other. The project will have to focus at outcome assessment (mapping). That will assist the project to assess and measure how the project has influenced the attitudes, behaviour, actions, activities and relationship between people and their natural resources. A functional monitoring and evaluation system will assist the project to clearly see its trajectory in implementation process and will assist in gathering data on the influence of the project which will assist in making any adjustments.

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# Annex 1: Concept Note

**THE UNITED REPUBLIC OF TANZANIA**

**MINISTRY OF NATURAL RESOURCES AND TOURISM**

**Indicative Development Co-operation Program**

**Tanzania – Belgium 2010-2013**

**A concept note on**

**Development of a coherent bottom-up NRM approach**

**July 2012**

For identification of an intervention to implement the third NRM-sector support component as outlined in the Indicative Development Cooperation Program between Belgium and Tanzania

**List of Acronyms**

BSP-KIG Beekeeping Support Project in Kigoma Region

DeNRM Decentralised National Resource Management

E/NRM Environment- / Natural Resources Management

ESM Eco-system Management

ESP Eastern Selous Project

GoT Government of Tanzania

IDCP Integrated Development Cooperation Programme

KILORWEMP Kilombero and Lower Rufiji Eco-systems Management Project

KVRSP Kilombero Valley Ramsar Site Project

LED Local Economic Development

LG Local Government

LGR Local Government Reform

LNREM Land, Natural Resources and Environment Management

MNRT Ministry of Natural Resources and Tourism

NRM National Resource Management

PMO-RALG Prime Minister’s Office - Regional Administration and Local Government

SCF Study and Consultancy Fund

**Background**

In its meeting of 26th October 2009, the Joint Commission of direct bilateral cooperation between Belgium and Tanzania approved a new Indicative Development Cooperation Program (IDCP). The program covers the period 2010-2013 and identifies Local Government Reform (LGR) and Natural Resources Management (NRM) as sectors of main interest. The NRM-sector support, as outlined in the IDCP, concentrates on three intervention areas:

* Wetland eco-system management (Component 1)
* Beekeeping development (Component 2)
* Development of a coherent bottom-up NRM approach (Component 3)

Currently two NRM support projects have been identified and formulated under Component 1 and 2 respectively[[8]](#footnote-8)[[9]](#footnote-9). Identification of the foreseen intervention under Component 3 is still pending as it was planned to be integrated in a national support program for Decentralized Natural Resource Management (DeNRM). Agreement on design and implementation mode of envisaged DeNRM intervention, however, has not been reached until now. As time for identifying the third NRM project under the IDCP is running out, the Ministry of Natural Resources and Tourism (MNRT) therefore proposes to continue with the development of a coherent bottom-up approach as a bilateral support project and use the outcome to support the further development of a multilateral DeNRM support-program.

**Justification - Why developing a coherent bottom-up NRM approach?**

Key lessons-learned from over-fifteen years of investment in piloting community based approaches to decentralise NRM in Tanzania[[10]](#footnote-10),[[11]](#footnote-11) are:

1. Resource-use conflicts at local level cannot be addressed properly unless interventions in the Forestry, Beekeeping, Wildlife, Wetlands and Fisheries subsectors are linked and managed in an integrated way with those in the (irrigation) Water, Agriculture and Livestock sectors.
2. Importance of the availability of natural resources for Local Economic Development (LED)[[12]](#footnote-12) will continue to be underestimated unless revenues from natural resource (NR) use are properly collected and reinvested in maintenance of physical infrastructure and human service capacity to facilitate wise-use principles.
3. Nation-wide rolling-out of developed community-based NRM approaches is unlikely to gain momentum, unless service delivery mechanisms to support the process become more cost/time effective.

As envisaged public private-sector initiatives to boast Tanzania’s agriculture production are going to increase the pressure on NRs, there is ample need to ensure that planning of land- and water-use becomes part of a coherent NRM approach. It requires adjustment of the bottom-up development planning process and more effective policy coordination to enhance the impact of investments in community-based NRM on the local economy.

**Vision - What ultimate betterment do we want to see?**

The MNRT envisages that actors at both local and national levels of Tanzania’s Environment and Natural Resources sector have the capacity to secure economic benefits from the wise-use of natural resources and reinvest proceeds sufficiently to maintain exploited eco-system services.

**Specific Objective - What outcome do we want to achieve?**

Anticipated changes at impact level are such that: i) natural resources (including land and water) are appreciated in local development planning according to their economic value, ii) opportunity cost of development plans take into account all services of the ecosystem in which the envisaged intervention is to take place and iii) the economic return of wise-use of resources benefits all residents instead of a few through user rights that secure legal access and regulates fair and sustainable use.

The specific objective of the envisaged intervention is therefor to develop a coherent Ecosystem Management approach that is embedded in the Local Government Reform Process and supported by a nationally coordinated strategy for integrated Land - , Natural Resources – and Environment Management to enhance Local Economic Development.

**Results - What outputs do we need to reach foreseen outcome**

Results that need to be realised to achieve the above specific objective comprise:

* Coherent methodology for making integrated Land -, Natural Resources and Environment management (LNREM)plans developed
* Implementation of integrated LNREM plans tested in pilot districts with lessons learned used to improve developed methodology and feed the further development of a national DeNRM program.
* Inherent mechanisms for accessing financial and technical support to implement integrated LNREM plans at District and Village levels are in place and enable communities around protected areas to get legal access to resources and generate sustainable income based on wise-use principles.
* National platform for inter-sectorial policy dialogue on LNREM and LED institutionalised.

**Activities - What is to be done to realize required outputs?**

Key activity processes that need to be initiated / institutionalised to arrive at a coherent methodology in integrated LNREM planning include:

* *Habitat inventory*: Compilation of existing information on spatial distribution of i) land, water, plant and wildlife resources, ii) human settlement and iii) seasonal and other changes in resource use over time at ward, district and catchment levels.
* *Resource valuation*: Assessment of current and potential economic value of natural resources and ecosystem services at ward, district and catchment levels
* *Stakeholder inventory and analysis*: Compilation of information on all resource users, custodians of protected areas in both private and public sectors to assess their roles, plans and capacity to implement them.
* *Resource-use planning*: Integration of i) village land-use and LNREM plans at ward, district and catchment levels and ii) regional and national multi-sector development plans.
* *By*-law and user-right accession: Stimulate bottom-up legal processes to give resource-users motive to adopt the wise-use principle and also ensure revenue for future management needs.
* *Hot-spot analysis*: Study of opposed development and conservation interests by projecting the proposed resource-use plans against the background of doubled and tripled population (rural and urban development scenarios).
* *Risk management planning*: Prioritisation of activities needed to mitigate /minimize the negative effects of envisaged LENRM planning and identification of key-actors involved.
* *Implementation M&E:* Testing the workability of LENRM plans, their required financial and technical support flows and monitoring/reporting mechanisms.

Instruments that need to be considered to arrive at an inherent mechanism for accessing financial and technical support to implement integrated LENRM plans at District and Village levels include:

* Local tax – and levy system
* Retention scheme
* LNREM window LG Development Grant
* Capacity building: Technical support

Mechanisms that need to be considered to arrive at a platform for inter-sectorial policy dialogue on E/NRM and local economic development at national level.

* Participation in policy dialogue on local economic development
* Development of a national decentralised LNREM sector strategy (country-wide coverage)
* Capacity building: Strengthening of human resource capacity in policy coordination and supervision.
* Development of a long-term vision on LNREM

**Beneficiaries – Who will benefit of the intervention?**

Local communities will be supported to:

 - Integrate LNREM in development planning process

 - Attain legal access to NRs (user-rights)

 - Organize fair and efficient NR-revenue systems

District Councils supported to:

 - Compile District LNREM plans / integrate in DDP

 - Organize fair and efficient NR-revenue systems

 - Implement NR components of the DDP

 Regional administration will be supported to

 - Compile a regional plan LNREM (out of the district plans)

MNRT will be supported to

 - Harmonise CBNRM approaches

 - Develop a nationally coordinated LNREM strategy

**Project area - Where to locate the project?**

The IDCP 2010-2013 suggests using the Eastern Selous and the Kilombero Valley projects as point of departure for the selection of pilot districts. In this way investments and experience in the development of land-use - and integrated resource management plans can be integrated in the pilot. Consequently the envisaged intervention to develop a bottom-up NRM approach could start in:

* Kilombero and Ulanga Districts (KVRSP)
* Rufiji and Kilwa District (ESP)

To pilot the integrated LNREM planning methodology at catchment level a wider selection of districts is to be considered:

* Iringa and Mufindi (catchment of Kilombero River)
* Njombe, Namtumbo and Tunduru (Catchment of Luwegu River)
* Liwale and Kisarawe (Catchment of Rufiji River).

This wider selection opens a window for integration of investments under the Sustainable Wetland and Participative Forest Management programme supporting these districts. A major disadvantage of this scenario is that the project area will be located in five different regions (Morogoro, Iringa, Ruvuma, Lindi and Pwani).

Another possibility is to locate the project in Kigoma Region and use the districts where the Beekeeping development and Income generation projects are implemented (Kigoma, Kasulu and Kibondo) to develop a coherent bottom-up approach to NRM and monitor the impact of it on the local economic development at regional level.

Options where to locate the project will be elaborated during a project identification study for which a draft ToR is annexed.

DEVELOPMENT OF A BOTTOM-UP APPROACH TO INTEGRATED NRM

Intervention field

**Sphere of control:**

Development of a bottom-up approach to integrated NRM

**Sphere of influence:**

Eco-system Management (ESM)

**Sphere of interest:**

Local Economic Development (LED)


# Annex 2: List of contacted stakeholders

|  |  |  |  |
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2. Programming Concept Note: Decentralized Natural Resource Management in Tanzania. PMORALG/Danida, November 2011 [↑](#footnote-ref-2)
3. Decentralised Natural Resource Management (DNRM)component document of Environmental Sector Programme Support Tanzania, GoT/DMoFA/DANIDA – June 2009 [↑](#footnote-ref-3)
4. Final Evaluation report Kilombero Valley Ramsar Site Project, BTC 2010 [↑](#footnote-ref-4)
5. Local Economic Development is an approach to development that places importance on activities in and by villages, districts and regions. It involves added micro-economic measures at the local level to compliment macro-economic measures at the national level. LED encompasses a range of disciplines including physical planning, economics and marketing, all with the goal of building up the economic capacity of a local area to improve its economic future and the quality of life for all. (http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTURBANDEVELOPMENT/EXTLED/0,,contentMDK:20185186~menuPK:399161~pagePK:148956~piPK:216618~theSitePK:341139,00.html) [↑](#footnote-ref-5)
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9. Programming Concept Note. Decentralised Natural Resource Management in Tanzania. PMORALG/Danida, November 2011 [↑](#footnote-ref-9)
10. Decentralised Natural Resource Management (DNRM)component document of Environmental Sector Programme Support Tanzania, GoT/DMoFA/DANIDA – June 2009 [↑](#footnote-ref-10)
11. Final Evaluation report Kilombero Valley Ramsar Site Project, BTC 2010 [↑](#footnote-ref-11)
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