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**Building Capacity to Manage Forest Resources:
Tanzania Forestry Action Plan:
Prospectives on Implementation and Possible
Future Strategies**

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This discussion paper is prepared by Center staff and collaborators. WRI takes responsibility for choosing the topic and guaranteeing authors and researchers freedom of inquiry. Unless otherwise stated, all the interpretations and findings are those of the authors.

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ACRONYMS AND ABBREVIATIONS

AWF	African Wildlife Foundation
BOT	Bank of Tanzania
CCM	Chama cha Mupinduzi (political party)
CED	Coalition of Environment and Development (Finnish NGO)
CIDE	Center for International Development and Environment, WRI
GMS	Countryside Management System (database software)
CRDB	Cooperative and Rural Development Bank
CUSO	Canadian Universities Services Organisation
DBMS	Database management system
DFO	District Forestry Officer
DANIDA	Danish International Development Agency
EEC	European Economic Community
EIS	Environmental information system
ERP	Economic Recovery Programme
FAO	Food and Agriculture Organization of the United Nations
FBD	Forestry and Beekeeping Division
FIM	Finnish mark
FinnIDA	Finnish International Development Agency
FITI	Forest Industries Training Institute
FOPRO	Forestry Projects database software
FTI	Forestry Training Institute
FTP	Forestry Training Programme of Finland
FRG	Federal Republic of Germany
GDP	Gross Domestic Product
GOT	Government of Tanzania
GTZ	Gesellschaft fuer Technische Zusammenarbeit [German Technical Assistance Agency]
ha	Hectares
HADO	Hifadhi Ardhi Dodoma Soil Conservation Project
HASHI	Hifadhi Ardhi Shinyanga Programme
ICRAF	International Centre for Research on Agroforestry
IIED	International Institute for Environment and Development
ILO	International Labour Organisation
IRA	Institute of Resource Assessment, UDSM
IUCN	International Union for the Conservation of Nature
JET	Journalist Environmental Association of Tanzania
KIDEP	Kigoma Integrated Rural Development Programme
LAMP	Land Management Pilot Project in Babati District
MALDC	Ministry of Agriculture and Livestock Development
MTNRE	Ministry of Tourism, Natural Resources and Environment
NCS	National Conservation Strategy
NEAP	National Environment Action Plan
NEMC	National Environment Management Council
NGO	Non-Governmental Organization
NORAD	Norwegian Development Assistance
ODA	Overseas Development Assistance [British aid agency]
PRA	Participatory Rural Appraisal
PMO	Prime Minister's Office
PTA	Preferential Trade Agreement
RFAP	Regional Forestry Action Plan
RFO	Regional Forestry Officer
RIPS	Rural Integrated Project Support, Mtwara and Lindi
RPFBS	Rolling Plan and Forward Budget
RUDEP	Rukwa Integrated Rural Development Programme

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ACRONYMS AND ABBREVIATIONS (continued)

SAP	Structural Adjustment Programme
SCAPA	Soil Conservation and Agroforestry Programme, Aremeru District
SECAP	Soil Erosion Control, Agroforestry Project
SIDA	Swedish International Development Agency
SHS	Sao Hill Sawmill
SPM	Southern Paper Mills
SUA	Sokoine University of Agriculture
TACOSODE	Tanzanian Council for Social Development
TAFIA	Tanzania Forest Industries Association
TAFORI	Tanzania Forest Research Institute
TANGO	Tanzania Association of Non-Governmental Organisations
TFAP *	Tanzania Forestry Action Plan
TFAP CU	Tanzania Forestry Action Plan Coordinating Unit
TIB	Tanzania Investment Bank
TSFEP	Tanzania-Sweden Forestry and Environment Programme
TSh	Tanzanian shilling
TWICO	Tanzania Wood Industries Corporation
UDSM	University of Dar es Salaam
UNCED	United Nations Conference on Environment and Development
UNDP	United Nations Development Programme
UNHCR	United Nations High Commission for Refugees
UNIDO	United Nations Industrial Development Organisation
UNSO	United Nations Sudano-Sahelian Office
USAID	United States Agency for International Development
USD	United States of America Dollar
WB	World Bank
WFP	World Food Programme
WRI	World Resources Institute
WWF	Worldwide Fund for Nature [formerly known as World Wildlife Fund]
ZOFOMO	Zonal Forestry Management Organisation

* NOTE: Within this document, the acronym "TFAP" refers only to the Tanzania Forestry Action Plan, and not to the international Tropical Forestry Action Programme. This usage is that accepted within Tanzania. The Tanzania Forestry Action Plan only covers mainland Tanzania, and thus excludes forestry issues for the Zanzaibar Isles.

EXCHANGE RATES

1987/8	82 Tanzanian shillings = USD 1
1989	150 Tanzanian shillings = USD 1
1993 (November)	460 Tanzanian shillings = USD 1 (Bureau de change rate)
1994 (March)	505 Tanzanian shillings = USD 1 (Bureau de change rate)
1994 (March)	85 Tanzanian shillings = FIM 1 (Bureau de change rate)

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PREFACE

Purpose of this Review

This report contains an overview of the Tanzania Forestry Action Plan and its implementation, and recommendations for the future directions of the forestry sector in Tanzania.

The goal was not to conduct an in-depth assessment of the TFAP implementation, but rather to provide an overview, to indicate some of the challenges of implementing such a comprehensive plan. Thus, this assessment was to serve a starting point for more detailed evaluations that could follow.

The Review Team's assessment provides an input into the ongoing process of updating the Tanzania Forestry Action Plan. The assessment also provides an opportunity to look at one country's experience in the planning and initial implementation process following the international Tropical Forestry Action Plan/Programme approach. The "lessons learned" from this assessment may have broader applicability in considering country-capacity building issues.

A separate report assesses the performance of the "Tanzania Forestry Action Plan: Support to Implementation Project," funded by the Government of Tanzania and the Finnish International Development Agency and provides recommendations for possible future Tanzanian-Finnish collaboration.

Mode of Work

The Review Team has held meetings with more than 70 people: representatives of the Forestry and Beekeeping Division, staff members from the consulting company providing technical assistance (Indufor), government officials from other agencies, regional and district foresters and beekeeping officers, foresters working on development projects, representatives of FinnIDA and other donor agencies, NGOs and the private sector, and villagers. The Review Team did not attempt to meet with all participants in the TFAP process, but rather a representative sample. The aim was to consider various issues and opinions concerning TFAP implementation and updating.

The Review Team visited three Regions, Mwanza, Musoma and Arusha, to meet with Regional and District staff to discuss their planning and village consultative efforts, as well as their involvement in the information systems. The Review Team, with local staff, visited two areas that had participated in the village consultations -- Kisesa Ward, Magu District, Mwanza Region and Kiaramanka Village, Musoma Rural District, Mara Region. The Review Team has read the documents produced in these three Regions, and other relevant documentation. The Team met with project personnel working in Morogoro, Eastern Usambaras, and Arusha Regions, and authorities working on tree seed, forest research, forest training, wildlife conservation and national parks.

The Review Team has met twice with a five-member Tanzanian Advisory Committee, to discuss major issues of the Review. After the field trip, the Review Team discussed its preliminary findings with WRI, FinnIDA and Indufor staff members in Washington, DC and Helsinki, Finland. Review Team members attended two workshops in Dar es Salaam concerning TFAP implementation and updating: a workshop organized by the Tanzanian

Association of Non-Governmental Organizations (TANGO), held 22 September 1993, and a FBD workshop, "TFAP: Implementation and Future Strategies," held 19 November 1993.

Based upon information obtained between September and November 1993, a draft report was prepared in December 1993. The Advisory Committee and other colleagues reviewed the draft report. Additional meetings were held in Tanzania in February and March 1994, to finalize the report. A few significant changes that occurred between December 1993 and March 1994 have been incorporated into the final version of the report. As the updating process for the Tanzania Forestry Action Plan is ongoing, steps already are being taken to respond to some of the issues raised in this report.

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This work would not have been possible without the frank discussions, full cooperation and support that we have received from Charles Mtuy, Rawson Yonazi and Stephen Mariki, of the Forestry and Beekeeping Division in Dar es Salaam, and from Seija Kinni and other staff at the Finnish Embassy.

The December 1993 draft report was carefully reviewed by colleagues working for the Forestry and Beekeeping Division, FINNIDA, Indufor, the World Resources Institute, and our Advisory Committee. We value our reviewers' thoughtful reading of our draft, and have tried to respond to their suggestions.

Although we acknowledge the ideas and contributions of many participants and observers of the Tanzania Forestry Action Plan, we accept total responsibility for the material and interpretations presented here. This report does not represent the official positions of the Governments of Tanzania and Finland, nor of the World Resources Institute.

1. OVERVIEW

1.1 Purpose of this Report

In 1988 and 1989, the Government of Tanzania developed a comprehensive, intersectoral plan to improve management of forest resources. The Tanzania Forestry Action Plan (TFAP) was adopted formally adopted by the government in 1989, and implementation began in 1990.

This report considers the experiences and challenges to date in implementing the Tanzania Forestry Action Plan. General needs for building capacity to manage forest resources in Tanzania are discussed, examining the changing roles of the government, private sector, non-governmental organizations, and broader public participation. It then suggests how the TFAP process could be modified and the TFAP document updated to contribute to these capacity-building needs. Finally, the report summarizes lessons learned, which may be applicable to other multi-sectoral planning efforts in Tanzania and elsewhere.

1.2 General Development Situation in Tanzania

After decades of a centralized, state-run economy and one-party political system, in the mid-1980s Tanzania embarked on a transition to an open market economy and multi-party political system. These changes are bringing tremendous challenges to the entire society, as the roles of the government, the private sector, non-governmental organisations, and people's participation are re-examined.

The 1988 census estimated Tanzania's population to be 23 million people, of whom 45 percent were under the age of 15 years. In the past few years, economic and policy reforms launched under Structural Adjustment and Economic Recovery programmes have reversed earlier trends, such that the Gross Domestic Product (4-5 percent) now is increasing faster than the population growth rate (2.8 percent). Despite these changes, the per capita income remains one of the lowest in the world. The World Bank estimated the Gross National Product in 1991 as 100 US dollars per capita. In 1991-92, the Official Development Assistance (ODA) to Tanzania was estimated to represent 96.2 percent of the national receipts.

The economy is still based on primary production and use of agricultural and other natural resources. Agriculture contributes 46 percent of the GDP, and provides almost 80 percent of the employment. A major challenge facing Tanzania, thus, is to chart a course towards a more sustainable long-term pattern of national development, which ensures adequate management of land and natural resources.

1.3 Forestry Situation in Tanzania

According to official, but outdated estimates, half (44 million hectares) of Tanzania's land is covered by forests, woodlands, and mangroves. Of this area, two-thirds consists of woodlands on public lands lacking adequate management. This area is under enormous pressure, from expansion of agricultural activities, livestock grazing, accidental fires, and other human activities. Estimates of annual deforestation rates range from 130,000 to 500,000 hectares. This deforestation severely impacts national production -- of forest, agricultural, and other resources -- and threatens ecological systems, with resulting impacts on soil fertility, water flows, and biological diversity.

Government forest reserves cover approximately 15 million hectares. Of this area, 1.6 million hectares for watershed catchment forests and 2 million hectares for national parks and game reserves. The remaining natural forest, over 11 million hectares, is managed for wood production. Approximately 200,000 hectares of forest plantations exist in Tanzania, managed by central and local government, villages, and individual farmers.

Use of natural forests and plantations meets vital needs in Tanzania society, in producing woody and non-woody forest products for subsistence and commercial use. Although the majority of such forest products are consumed locally, significant exports occur of certain products, such as wattle extract, timber, beeswax, honey, gum arabic, and paper. An estimated 92 percent of Tanzania's energy comes from woodfuels (fuelwood and charcoal) and agricultural residues.

Forestry-related revenues, such as royalties, permit fees, and taxes, from gazetted forest reserves under the central government are remitted to Treasury. Local authorities retain revenues accrued from locally-managed forest reserves and public lands. In the national budget, the Forestry and Beekeeping Division receives extremely limited funds. This situation makes it difficult for FBD to properly manage the forest resources under its jurisdiction.

Due to inadequate management of forest and related resources, the potential economic contribution of the forestry and beekeeping sectors to the national economy is underdeveloped. In 1989, it was estimated that the forestry sector provided 1-2 percent of the Gross Domestic Product and accounted for 700,000 person-days of employment per year. This employment is provided through forest industries, forest plantations, the government forest administration, and self-employment in forestry-related activities.

2. BUILDING CAPACITY TO MANAGE FOREST RESOURCES

2.1 Elements of National Capacity

In considering the Tanzania Forestry Action Plan, it is useful first to reflect upon overall issues of building capacity to manage forest resources. Then it will be possible to examine the extent to which the Tanzania Forestry Action Plan process has contributed to enhanced forest management, and to suggest how the process could be further improved in the future. The following discussion draws heavily from the ideas on capacity-building by members of the Forestry Advisors' Group (Simula 1992; Oksanen, Heering and Cabarle 1993; UNDP 1992; and Thomas Fox, personal communication, 1993), as well as the ideas generated during this Review.

Objectives

To enhance sustainable management and development of forest resources, national capacity must exist:

- to review and develop an accurate profile of existing policies, legislation, programmes and projects relevant to the country's forest resources;
- to develop a comprehensive strategy, action plan and set of investments to manage and conserve forest resources;
- to generate resources to finance these efforts;
- to implement the strategy;
- to monitor, evaluate, and revise, or update, the forestry situation and strategy.

For a strategy or plan to be successfully implemented, it must be broadly supported by those with various interests in the resources.

Elements

What is needed for a country to effectively manage its forest resources? Broad consensus exists that several elements are crucial (Table 1). Adequate and sustainable management of forest resources involves broad social participation. It is important, therefore, to consider the different roles and responsibilities of different participants in planning and implementation.

Table 1. Elements of National Capacity to Manage Forest Resources

1. POLITICAL WILL
Broad commitment to shared goals:
 commitment to sustainable management of natural resources
2. PARTICIPATION
Consultative procedures and participatory approaches:
 broad participation in decision-making, policy, planning,
 implementation, monitoring, evaluating, and updating plans
Transparency of decision-making, planning and implementation
3. PLANNING, COORDINATION, MONITORING, EVALUATION, UPDATING
Strategic planning, with clear priorities
4. INFORMATION SYSTEMS AND RESEARCH
Ability to collect, analyze and use information for planning,
 implementation, monitoring, evaluating, and updating
Research
5. INTERSECTORAL COLLABORATION
Active collaboration with other sectors in training, implementing
 activities, and exchanging personnel
Ability to integrate priorities of other sectors
6. POLICY AND LEGISLATIVE FRAMEWORK
Appropriate umbrella and sectoral policies and legislation
7. ADMINISTRATIVE FRAMEWORK
Appropriate institutions, organizational structures and
 relationships, e.g., government institutions, private sector
 institutions, non-governmental organizations, grassroots groups,
 community organizations, etc.
8. HUMAN RESOURCES
Adequate human resources
Training at all levels, i.e., managerial, professional, technical,
 extension, and especially for communities and resource users
 (e.g., villagers, farmers, pastoralists, etc.)
9. OTHER RESOURCES
Adequate material, financial, and other resources

If these factors exist, they should lead to:

10. IMPLEMENTATION
Develop adequate plans and policies to manage forest resources,
 and to implement, enforce and update these plans and policies, with
 participation of all relevant implementation partners (government,
 private sector, non-governmental organizations, communities, and
 individuals)

Phases

Building national-level capacity may require long-term work, as the process of implementation of the plan will necessitate years of activity, monitoring, evaluating, and revising of the strategy. This work will go through different phases, from planning through implementation and revision (Chart 1). Each phase has its own distinct activities (Table 2).

Inputs

Thus, to develop these abilities, several inputs may be needed:

- awareness-raising on environment/sustainable development issues, e.g., broad public consensus on the need (and priority) for sustainable management of forest resources:
 - use of mass and popular media, animation, and facilitation techniques for participation; and
 - environmental education;
- training in:
 - planning philosophies and methodologies;
 - information systems, data collection and data analysis;
 - participatory development methods, e.g., for planners, foresters, development and extension agents;
- information, for planning, decision-making, monitoring, and evaluation of forestry situation and activities, and changes over time;
- basic and applied research, special studies;
- incentives for participation, e.g., local access to benefits, revenues, or forest products;
- policy and legislative changes; and
- organizational or structural changes, to increase the efficiency and effectiveness of the forestry administration and to facilitate intersectoral coordination and collaboration.

In each country, it is vital that the local framework for management and conservation of forest resources be clearly defined, with consensus on the roles and responsibilities of different participants -- local authorities, communities, NGOs, government, and the private sector. Once this framework is agreed, then it is possible to assess what is needed to build the capacity of each participant, and where external donors can assist.

Chart 1. Building Capacity to Manage and Conserve Forest Resources

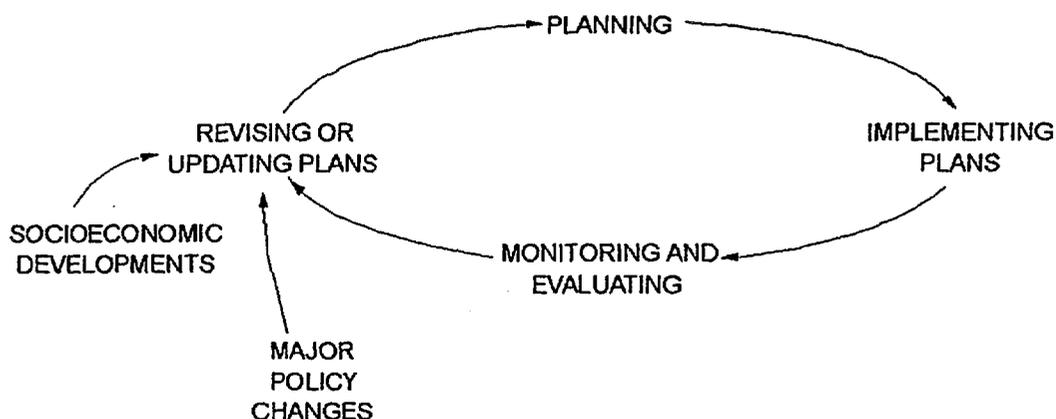


Table 2. Phases in Building Forestry Capacity

Planning phase

- Broad participation of concerned institutions, communities, and individuals
- Agreement on issues of concern and approach
- Gathering of data, to analyze the situation, identifying opportunities and problems
- Consideration of alternatives
- Consensus or negotiation on strategy
- Designing of an action plan and development programme

Implementation phase

- Appropriate policy, legal mechanisms and organizational structures in place
- Mobilization of agencies, people and other resources
- Broad on-going participation in implementation
- Continuing data collection and analysis, to critically monitor and evaluate on-going implementation
- Maintaining enthusiasm and momentum for the programme plan
- Institutionalization of collaboration and coordination
- Mechanisms (incentives, regulations) to promote participation in agreed-upon strategy

Revision (updating phase)

- On-going efforts to revise or update the strategy, in line with changing government policies and programmes, economic, environmental and social conditions, and experiences gained from implementation
- Continued and renewed enthusiasm for the national Forestry Action Plan, despite changing priorities or development trends
- Broad participation in revision process

2.2 Strategies for Building Capacity

To improve forest resource management, it is vital to: assess existing national capacities, identify weaknesses, agree upon strategies for improvement, and find the means to implement the strategies. Over the years, different approaches to this issue have been taken.

The traditional approach has been to develop sectoral plans, often called forestry master plans. In some countries these plans may be primarily government plans for the government forest administration. In other countries, efforts are made to involve a broader social participation, especially that of private sector forest industries. These plans may be aimed at coordinating overall investments in the sector.

In 1985, an international initiative was launched, the Tropical Forestry Action Plan (subsequently renamed the Tropical Forestry Action Programme). This programme aimed to assist tropical countries in developing intersectoral plans and programmes to better manage forest resources. The Tropical Forestry Action Plan aimed to combat tropical deforestation, promote forest conservation, and enhance sustainable forest utilisation. This approach differed from earlier sectoral approaches, by recognizing that many causes of deforestation and poor management lie outside of the forests and outside of the forestry sector.

The Tropical Forestry Action Plan was designed to strengthen local capacities to manage forest resources. Comprehensive national-level plans were seen as necessary to ensure that the recipient countries could effectively absorb increased levels of donor funding to support forestry activities. This programme has coordinated technical assistance and donor funding. Over 90 tropical countries have participated in this approach.

More recently, many countries have undertaken to develop broader intersectoral plans dealing with the environment and natural resources. Many countries are working on national conservation strategies and national environmental action plans.

Other intersectoral approaches to managing natural resources have also been developed, such as efforts to combat desertification, address global warming and climate issues, or conserve biological diversity. The need to more effectively manage natural resources and environmental issues has been recognized as essential to "sustainable development." These issues were addressed in the United Nations Conference on Environment and Development (UNCED), held in Rio de Janeiro in June 1992.

At UNCED, world leaders agreed on the need to develop national strategies for sustainable development, which would balance economic and social development needs with adequate conservation of environment and natural resources. A broad programme, Agenda 21, outlined efforts needed to promote sustainable development into the 21st century. Capacity 21 was proposed as a programme to support national capacity-building needs, to enable countries to carry out their own national programmes.

Over the past five years in Tanzania, efforts to build capacity to manage forest resources have been promoted through the Tanzania Forestry Action Plan. Efforts are also underway to develop a National Conservation Strategy for Sustainable Development and National Environmental Action Plan. Beginning with the 1993/94 fiscal year, the government has also adopted a new overall planning system, the three-year Rolling Plan and Forward Budget (RPFB) system, which aims "to strengthen links between macro and sectoral policies and between sectoral policy and resource allocation."

Due to major social, economic, and political changes in Tanzania, it is now important to reassess Tanzania's capacity to manage forest resources. Is the Tanzania Forestry Action Plan adequate to address current needs? Can it be adapted to current political, economic, and social conditions? This question can be examined by reviewing the design and implementation of the TFAP, and comparing it with current sectoral and broader development needs.

3. THE TANZANIA FORESTRY ACTION PLAN, 1990/91 - 2007/08

3.1 Development of Tanzania Forestry Action Plan, 1988-89

In the mid-1980s, the Government of Tanzania had already been considering of developing a long-term, i.e., ten to twenty-year, forestry plan. When the Tropical Forestry Action Plan began, Tanzania was one of the first countries to request assistance from the Food and Agriculture Organization (FAO) of the United Nations, to develop a national plan.

The Tanzania Plan was developed through a participatory process that included work by 60 local specialists, 15 aid agencies, a survey of 1000 villagers, assessments of NGOs and private sector enterprises, and numerous intersectoral meetings and workshops. The Lead National Implementation Agency was the Forestry and Beekeeping Division (FBD). The Finnish International Development Agency (FinnIDA) served as the Lead Donor Agency.

The Tanzania Forestry Action Plan was developed in 1988 and 1989. It was formally adopted by the Government of the United Republic of Tanzania. The Plan covers the period from 1990/91 through 2007/08. It was developed to fit with the Union Five-Year Plan of 1988/89 to 1992/93 and the CCM Party Programme 1987 to 2002.

The Tanzania Forestry Action Plan was widely hailed as one of the best national-level plans developed, due to its comprehensive approach and efforts to involve broad participation in its formulation. The TFAP has been cited as a model in terms of broad participation of different ministries and institutions, the broad scope of the programme proposed, efforts taken to solicit NGO and grassroots opinions (through a study of NGOs active in forestry and a villager participation survey), and the high proportion of national (both government and private sector) funding envisaged for the Plan.

Objectives and Goals

The Tanzania Forestry Action Plan was developed to provide a long-term sectoral development strategy, action plan, and project profiles. Recognizing that the causes of deforestation are broader than just the forestry sector, the TFAP also addresses related sectoral concerns. The TFAP adopted several broad goals. These included:

- halving the annual deforestation rate;
- increasing contributions of forestry to the national economy, by:
 - doubling the forestry-related employment;
 - increasing the growth of the forestry sector; and
 - increasing the growth of exports of forest products;
- improving food security;

- achieving social objectives primarily in rural areas, such as development of the rural economy and infrastructure, improving conditions for women and rural poor, and reducing rural-urban migration; and
- realizing environmental benefits, such as maintenance of ecosystem functions and water cycles, climate regulation, soil protection and support for food production systems.

If the TFAP were not implemented, it was argued, the following would result:

- limited growth or decline in forest resource availability and economic returns, e.g., firewood and charcoal supplies, honey, beeswax, timber for construction industry, wildlife-based activities including tourism, production potential of hydroelectric power, irrigation farming, fresh water supplies; and
- increasing vulnerability to drought, affecting agricultural and livestock production, and thereby increasing migration.

Strategy

The long-range strategy of the Tanzania Forestry Action Plan was designed to:

- enhance forestry's contribution to the sustainability of the country's land resources, with particular focus on improving:
 - food security;
 - self-sufficiency and exports in forest products and services;
- contribute to the national economy;
- stress self-reliance and meet people's needs; and
- preserve ecosystems and genetic resources.

Key Issues

The Tanzania Forestry Action Plan identified the following issues requiring attention by the Tanzanian government and other TFAP implementation partners: (1) policy, legislation and revenues; (2) public administration; (3) people's participation; and (4) training, research and planning. Another important issue identified was the anticipated growing role of the private sector.

Programmes and Projects

The TFAP proposed eight development and four institutional programmes to improve management of the country's forest and related resources. To support these programmes, the TFAP presented profiles of 91 different projects to be undertaken. No specific order of priorities was identified: all project profiles were judged to be either Priority I or Priority II.

Financing

The TFAP estimated that a total of USD 670 million for 18 years, or USD 37 million per year, would be required to fund the TFAP programmes. The sources of funding were assumed to be: local private sector, USD 14

million per year (38 percent); public sector, USD 12 million per year (33 percent); and external assistance, USD 11 million per year (29 percent). Of this total amount, the private sector estimates include a large proportion of on-farm and self-employment labour. The estimates for funding the original project profiles totalled USD 325.78 million, or USD 18.10 million per year (Table 3).

Table 3. 1989 TFAP Funding Estimates

Estimated Funding Needs (USD millions)			
	Project Profiles	Cost of Total Programme	
Development programmes:			
Land Husbandry (LH)	39.29	99.40	15%
Community and Farm Forestry (CF)	70.46	121.10	18%
Forest Management (FM)	41.30	44.40	7%
Bioenergy (BE)	5.75	17.30	3%
Forest Industries (FI)	17.16	159.10	24%
Beekeeping (BK)	9.13	10.30	1%
Wildlife Management (WM)	35.15	66.80	10%
Ecosystems Conservation (EC)	43.34	54.35	8%
Institutional Programmes:			
People's Participation (PP)	3.78	14.00	2%
Training and Manpower Development (TM)	4.63	31.20	5%
Forest Research (FR)	7.95	29.10	4%
Planning (PL)	247.84*	223.60*	3%
TOTAL:	325.78	670.65	100%

Sources: TFAP Document (1989), Table 7.1, TFAP Inputs Requirements by Programme, Source, Type and Origin, p. 117; TFAP Annex, Project Profiles (1989).

*NOTE: For Planning, the total TFAP requirements are estimated as being USD 23.60 million, whereas the five individual project profiles add up to USD 47.84 million. Presumably the total programme costs at least as much as, if not more than, its component projects.

TFAP Implementation Arrangements

An intersectoral TFAP Steering Committee was given responsibility for coordinating implementation of the TFAP. A TFAP Coordinating Unit (TFAP CU) was designated within the informal Planning Unit of the Forestry and Beekeeping Division. The TFAP CU was to act as the Secretariat for the TFAP Steering Committee. Other coordination was to be achieved through informal quarterly local donor meetings. The Planning Unit was to be strengthened, to be able to adequately monitor TFAP implementation.

Donor coordination and budgetary links were assumed to be the responsibility of the Planning Directorate of the Ministry. Donor consortia for funding of entire TFAP programmes was proposed, to increase the country's absorptive capacity.

Updating the Plan

As the TFAP was written to be compatible with broader national development planning, it was envisioned that the Plan would need periodic revisions. The national Five-Year Plan covered the period 1988/89 to 1992/93. Therefore, it was assumed that an updated TFAP would be needed for 1993/94.

The national planning system was subsequently changed to a three-year Rolling Plan and Forward Budget system. Consequently, updating of the TFAP has been modified to fit this new system.

3.2 Initial TFAP Implementation, 1990-93

Overall Coordination

The TFAP Steering Committee met fairly regularly through September 1992. In late 1992, two members of the Steering Committee died. Other Steering Committee members changed, due to new appointments of several Department and Division Directors, including a new Director of Forestry and Beekeeping. No further meetings were held until 11 April 1994.

Periodic local donor meetings were originally scheduled on a quarterly basis. Two meetings were held in 1993, in February and May. Then no meetings were held for almost one year, until 22 April 1994. Despite these donor meetings, however, coordination of donor activities remains inadequate. The Tanzanian government has not been able to persuade donors to fund all activities of the TFAP, nor to direct their support to all Regions of the country.

The TFAP had recommended donor consortia funding of TFAP programmes, rather than funding of individual projects. To date, this goal has not been achieved, as donors continue to prefer direct bilateral funding.

For example, although a three-day seminar was held in September 1990 to discuss the possibilities of creating an Eastern Arc Management Programme (to fit within the overall TFAP framework), donors and the government were unable to reach agreement on how such a programme would operate. Therefore, donors continue to fund individual projects. Consequently, the administrative burden on the Tanzanian government remains high, for local funding contributions, coordination of and reporting on various projects.

Further Development of the Plan

The national TFAP had been developed on the basis of village-level surveys and meetings held in different areas of Tanzania. Nonetheless, when the TFAP was completed, it was recognized that more decentralized plans were needed for field implementation. Therefore, work has been done to develop Regional Forestry Action Plans, conduct consultations with villagers, and begin development of pilot district-level plans.

Regional Forestry Action Plans

Between 1990 and 1992, the FBD conducted training courses for Regional and District Forestry and Beekeeping Officers, to enable them to prepare Regional Forestry Action Plans (RFAPs). A draft RFAP has been prepared for each Region in mainland Tanzania. Some Regions have finalized these plans. These plans have been primarily based upon the national-level plan, selecting programme activities and proposing project profiles relevant to the particular Region. Except for Mara Region, all Regions have received some donor funding for forestry activities, and some have begun implementing their RFAPs.

Village-level Consultations

Subsequently, FBD decided to conduct village-level consultations in at least 600 villages, to explain the RFAPs to the local people and to obtain their additional input into the plans. Between 1991 and March 1993, 581 village consultations were conducted. To a limited degree, information obtained from the village consultations has been incorporated into revisions of the RFAPs.

While the regional plans have been important steps in decentralizing the TFAP process, rural people, non-governmental organisations, or the private sector were not adequately involved in preparing these plans. The regional plans also lack clearly expressed priorities, and plan activities that rely heavily on outside government and donor funding. Village consultations have been important for public awareness and discussion of forestry issues, but did not contribute greatly to revisions of the regional plans.

District-level Plans

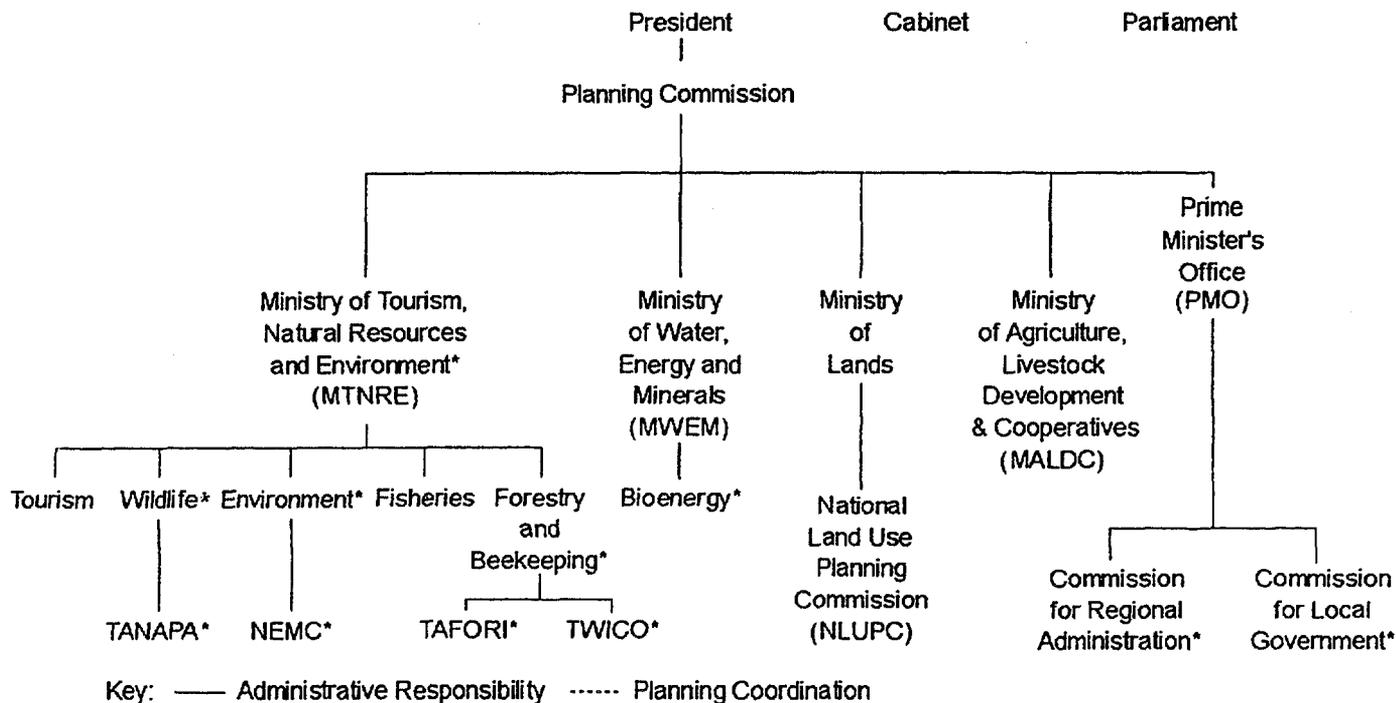
The TFAP Coordinating Unit has recognized that the RFAP and Village Consultation processes have inadequately accounted for village-level needs and interests. Consequently, in November 1993, work began to develop a district-level plan in Musoma Rural District in Mara Region. (Mara Region was chosen because it is the only Region not receiving donor assistance for forestry activities, and thus needs additional assistance.)

In late 1993, efforts began to develop district-level plans, based upon village-level Participatory Rural Appraisal exercises and village land-use plans, to be developed in at least 4 villages in the district. The first district plan is being developed for Musoma Rural District in Mara Region. The focus is on developing realistic plans, which local people can easily implement with a minimum of outside assistance. If this district plan works well, then it will be replicated elsewhere.

National Development Planning

These village- and district-level forestry planning efforts are more compatible with the overall national development planning systems, which stress "bottom-up" development planning (Charts 2 and 3). In the national system, development plans are to be generated at the village level, then forwarded through the ward, district, and regional levels, to the national level. Overall policy coordination is the responsibility of the Parliament, with technical support in coordination of plans provided by the Planning Commission.

Chart 2. Organization of Government Responsibilities for Planning, Land, Environment and Natural Resources



NOTES:

1. POLICY COORDINATION: Overall national coordination of sectoral policies is the responsibility of the Cabinet and the Planning Commission in the President's Office.

2. PLANNING: The Planning Commission in the President's Office has the responsibility for coordinating all plans within the country. Village-level plans are forwarded through the wards and districts to the Prime Minister's Office, then to the Planning Commission. Similarly, regional plans go through the Prime Minister's Office to the Planning Commission. All sectoral plans developed by the technical ministries also go to the Planning Commission for coordination.

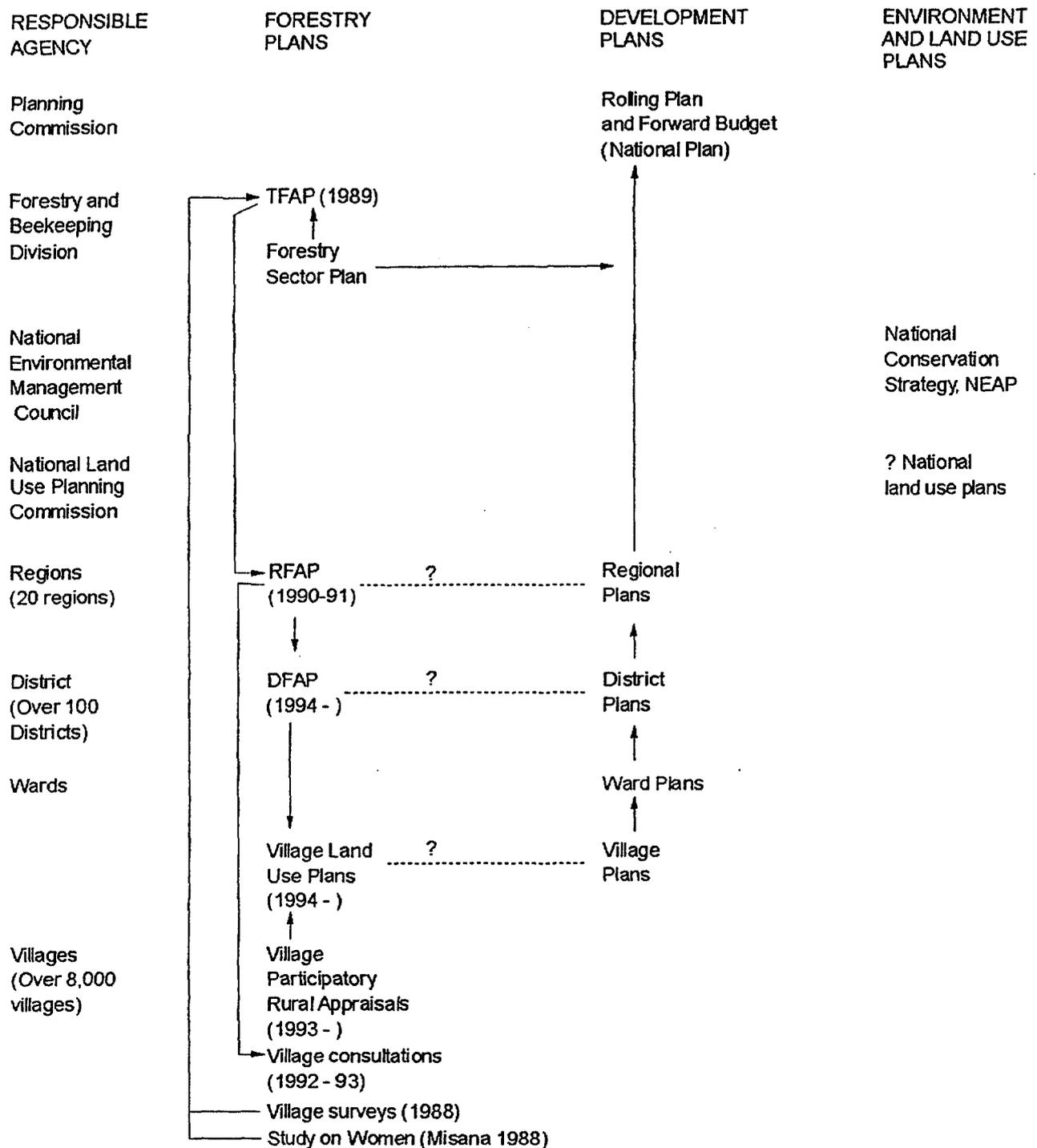
3. ENVIRONMENT AND LANDS: The Department of Environment is located within the Ministry of Tourism, Natural Resources and Environment, situated at the same hierarchical level as the Divisions of Tourism, Fisheries, Wildlife, and Forestry and Beekeeping. Coordination within the Ministry is the responsibility of the Principal Secretary.

Neither the Department of the Environment nor the National Land Use Planning Commission currently have the authority to coordinate the activities of other Ministries, Divisions, or Commissions with respect to environmental or land use issues. The only organization with this 'umbrella' responsibility is the Planning Commission within the President's Office.

4. PARASTATALS: Various parastatals are attached to their parent Ministries. The National Environment Management Council (NEMC), for example, is answerable to the Department of Environment. NEMC is currently working on developing the National Conservation Strategy for Sustainable Development (NCSSD), the last chapter of which will comprise the National Environmental Action Plan (NEAP).

5. TANZANIA FORESTRY ACTION PLAN (TFAP): The organizations marked with an asterisk (*) are directly involved in implementation of the TFAP. The TFAP Steering Committee, chaired by the P.S. of MTNRE, is responsible for intersectoral coordination for the TFAP.

Chart 3. Relationship of Planning Processes.



NOTES:

1. The Tanzania Forestry Action Plan process began with the national-level TFAP. Subsequently, it was followed by the development of Regional Forestry Action Plans (RFAP) in all 20 Regions. Then Village Consultations were held in approximately 600 villages. Recently, efforts have begun to develop a model, or pilot, District Forestry Action Plan (DFAP) in Musoma Rural District in Mara Region. The DFAP has been based upon: (1) the RFAP for Mara Region and (2) Participatory Rural Appraisals and Village Land Use Plans developed in 3 villages within the District.

2. Relationships between the National Environmental Action Plan (currently being developed), the Tanzania Forestry Action Plan, and the Rolling Plan and Forward Budget are still being worked out.

In the TFAP: Updating and Future Strategies Workshop, participants argued that villages and communities participate in development activities, while the role of districts is to plan and implement development projects, and the role of regions is to coordinate the plans based on realistic national policies. Others would argue that the villagers should develop the plans that they themselves will implement.

Monitoring of TFAP Implementation

When the Tanzania Forestry Action Plan was developed, FBD did not have any computers, and it was difficult to find necessary data. Consequently, strengthening of the planning and information management capabilities was seen as a high priority for effective TFAP implementation.

Concerning TFAP implementation, information is needed for: (1) monitoring and evaluation of TFAP implementation; (2) identifying needs for updating, or revising, TFAP documents; (3) coordinating activities of different FBD sections, different agencies, NGOs, private sector interests, and donor-funded projects; (4) conducting research or special studies on relevant issues; (5) promoting public awareness on TFAP and forestry issues; and (6) maintaining momentum and enthusiasm for the TFAP process.

FBD's Planning Unit has developed two databases for monitoring TFAP implementation. One database compiles baseline forest statistics, provided by Regional and District Forestry and Beekeeping Officers. This database has been an important development, re-establishing statistics that had not been compiled for twenty years. The second database deals with donor-assisted Forestry Projects (FOPRO). Based upon these two databases and other information, periodic reports on TFAP implementation have been prepared and distributed.

Other information for assessing TFAP implementation is being developed by various sections of FBD and other institutions. FBD's Surveys and Inventories Section, for example, is assessing deforestation rates.

More qualitative monitoring of TFAP implementation has occurred through TFAP-related workshops and special studies. Beginning in 1992, a series of reviews was commissioned to examine various TFAP issues and programmes, to be used in updating the TFAP. (This particular review also contributes to this monitoring, evaluation, and updating process.) In November 1993, a workshop examined "TFAP Implementation and Future Strategies."

Despite these various types of information and monitoring, assessment of TFAP implementation is difficult. Although information systems are gradually being improved, much work remains to be done to make the information systems more interactive, so that field officers and donor projects will have more interest in supplying information. Possibilities of linking FBD information systems with other environmental information systems in Tanzania should be examined.

Available information is not yet effectively disseminated. Many government forestry staff members -- both in headquarters and in the field, personnel from other agencies, donor and NGO representatives, private sector managers, and others interested in Tanzanian forestry issues are unaware of

current TFAP implementation efforts. Many have expressed a desire for periodic technical meetings and other information exchange, to share experiences and improve field activities.

Some coordination occurs for catchment forestry activities in Tanzania. Many other forestry programmes, however, collaborate on a very informal basis, if at all: their field officers and project staff members do not know what similar projects are doing elsewhere in the country.

More regular exchange of information and critique of methods and approaches has the potential to improve the effectiveness of development assistance in particular, and forest management in general. For example, a number of forestry programs have recently begun working with Participatory Rural Appraisal (PRAs) methods. Meetings of staff members interested in these approaches could be very productive.

It might also be worthwhile to think about developing a forestry resource centre, where documentation on all ongoing forestry programmes and projects could be compiled and made available to any interested users.

Recently the Institute for Resource Assessment at the University of Dar es Salaam and the National Environment Management Council have taken efforts to develop more comprehensive intersectoral environmental information systems. At an Environmental Information System (EIS) Workshop held in Morogoro, from 18 to 22 October 1993, workshop participants discussed various topics, including:

Overall coordination: National Environment Management Council to serve as a focal point

Environmental education and public awareness activities

Database/statistics systems: standards for hardware, software, and database formats

Documentation systems: action plan and standards

Geographic Information Systems (GIS), Cartography, and Remote Sensing (RS): standards for data collection and outputs

Strategies for accessibility and wide circulation of information

Needed training and infrastructure

As a result of the EIS Workshop, a draft programme document has been prepared for the development of a national environmental information system. This proposed programme would fit within the Environmental Action Plan framework for the NCSSD.

Of the 58 participants, five represented the forestry sector. These five came from different projects and institutions based in Morogoro -- the Forestry Faculty at Sokoine University of Agriculture, the Regional Catchment Forestry Project, the Tanzania Forestry Research Institute, and the National Tree Seed Project.

Unfortunately, no staff members from FBD headquarters were involved. It seems that the meeting would have been relevant to FBD staff members working on the databases for TFAP monitoring and on inventories and mapping. The workshop report and draft programme document make no reference to the Tanzania Forestry Action Plan. The workshop participants did, however, discuss information needs and availability with respect to various environmental issues, such as rural land resources, including forestry and deforestation, and biodiversity. As work proceeds on the development of environmental information systems, the TFAP Coordination Unit and the Forestry and Beekeeping Division should be more actively involved.

Achievement of Overall Objectives

Most observers believe that it is premature to assess achievements of long-term TFAP objectives, as the 18-year plan is just getting underway. In addition, a major constraint is the limited data available.

In recent years, many development programmes have adopted objectives-oriented approaches to programme and project planning, implementation, monitoring, and evaluation. Often these approaches utilize a logical framework, wherein indicators or proxy indicators are specified to measure the achievement of objectives. Data sources are also identified, which can be used for verification of indicators. Specifying information needs in advance makes it easier to monitor and evaluate implementation.

The Tanzania Forestry Action Plan was designed with several ambitious objectives. When the TFAP document was prepared, indicators for measuring performance and data sources for verification of indicators were not explicitly considered. It is difficult to examine the achievements of TFAP to date, given the current availability and accessibility of information.

Table 4 represents an effort to estimate achievements of major anticipated TFAP outputs. It also presents examples of possible indicators and possible sources of verification that might be used to assess these achievements. It should be noted that many of the suggested information sources lie outside of the forestry sector, and thus would require intersectoral collaboration on information exchange. In the long run, such collaboration would undoubtedly be more sustainable than trying to establish a comprehensive forestry information system (FAO 1993). Such a comprehensive monitoring system would require more resources, especially staff, to adequately analyze and synthesize data on various indicators.

To date, limited progress has been made on decreasing deforestation rates. This situation echoes that found in other tropical countries, where -- despite the efforts of the Tropical Forestry Action Programme -- the deforestation rates continue to worsen. In general, implementation of national forestry action plans have been inadequate to address the intersectoral nature of the causes of deforestation, to develop forest sector policies and institutional frameworks, and to obtain massive popular participation (Oksanen, Herring, and Cabarle 1993).

Table 4. Measurements of TFAP Achievements			
ANTICIPATED OUTPUTS OF TFAP, 1990/91 - 2007/08	ESTIMATED OUTPUTS OF INITIAL IMPLEMENTATION PERIOD, 1990-93	POSSIBLE INDICATORS TO MEASURE OUTPUT	POSSIBLE SOURCES OF VERIFICATION
GOAL: Improve forestry situation by reducing deforestation			
Decreasing annual rate of deforestation, e.g., from 300,000 - 400,000 ha./yr. to 200,000 ha./yr	<ul style="list-style-type: none"> • Inventories underway; no accurate measures of deforestation yet available; current estimates range from 130,000 to 500,000 ha./yr. 	<ul style="list-style-type: none"> • Reduced annual rate of deforestation • Reduced incidence of wildfire • Increased water flow during dry season 	<ul style="list-style-type: none"> • Aerial photos, satellite images • Field inventories • Fire reports • Hydrological monitoring by NUWA and hydroelectric dams
GOAL: Double the apparent Gross Domestic Product contribution of the forestry and beekeeping sectors			
Doubling the rate of annual employment from 700, 000 work-years to 1.4 million work-years	<ul style="list-style-type: none"> • No estimates compiled • Assume increasing on-farm labour • Assume increases in industrial employment not yet achieved 	<ul style="list-style-type: none"> • Increasing formal employment in forestry sector • Increasing informal sector employment 	<ul style="list-style-type: none"> • National Provident Fund statistics • Labour union membership statistics • Charcoal licenses issued • Charcoal & firewood checkpoint statistics • Beekeeping cooperative memberships • Reports of RFOs, DFOs, RBOs, DBOs
Increasing annual economic growth of output by 7.4 percent	<ul style="list-style-type: none"> • ?? Production levels • Increasing wildlife tourism levels 	<ul style="list-style-type: none"> • Increasing formal and informal sector production (e.g., logs, timber, panels, paper, beeswax, honey, non-woody forest products) • Increasing wildlife tourism levels 	<ul style="list-style-type: none"> • Reports of FBD, regions, districts, TANAPA • Industrial reports (TAFIA reports ?) • Income tax statistics • Tourism statistics • Special studies
Increasing exports by an average annual growth of 9.5 percent	<ul style="list-style-type: none"> • Increasing exports of logs (teak) • Exports of some products decreasing, e.g. honey, beeswax, paper 	<ul style="list-style-type: none"> • Increasing exports of forest and beekeeping products 	<ul style="list-style-type: none"> • Export statistics • Customs reports on smuggled forest and beekeeping products

Table 4. Measurements of TFAP Achievements (continued)			
ANTICIPATED OUTPUTS OF TFAP, 1990/91 - 2007/08	ESTIMATED OUTPUTS OF INITIAL IMPLEMENTATION PERIOD, 1990-93	POSSIBLE INDICATORS TO MEASURE OUTPUT	POSSIBLE SOURCES OF VERIFICATION
GOAL: Improve quality of life			
Improved food security	<ul style="list-style-type: none"> Increasing adoption of soil conservation, agroforestry and sylvopastoral techniques 	<ul style="list-style-type: none"> Reduced incidence of famine Reduced malnutrition Reduced food imports Reduced proportion of population living below poverty level 	<ul style="list-style-type: none"> Famine reports Agricultural and livestock surveys Min. Health reports Tanzanian Food and Nutrition Centre reports National Food Security Programme reports Income tax statistics
Social objectives	<ul style="list-style-type: none"> Watershed protection has increased social welfare Pastoralists may have been assisted by land husbandry projects No estimates compiled on gender impacts, other possible social benefits 	<ul style="list-style-type: none"> Reduced rural-urban migration Improved rural services and infrastructure Improved status of women, households 	<ul style="list-style-type: none"> Bureau of Statistics population, urban growth figures Min. Soc. Welfare, Women and Children reports TANESCO, MWEM reports
Increasing environmental benefits	<ul style="list-style-type: none"> Some environmental benefits achieved through land husbandry, community forestry, catchment management, wildlife and ecosystem conservation activities 	<ul style="list-style-type: none"> Increased ha. managed as catchment forests or nature reserves Decreased soil erosion Reduced forest fires Reduced pollution from forest industries and forest management Increased agroforestry practices, e.g. contour plantings Stable or increased biological and species diversity (flora and fauna) 	<ul style="list-style-type: none"> FBD, RFO, and DFO reports Reports of programmes and projects, e.g., catchment forestry Fire reports MWEM and TANESCO dam siltation reports NUWA water analysis reports Wildlife reports University and research reports, e.g., ecological, botanical, zoological surveys

Due to limited development of private sector forestry activities, many projected increases in sectoral growth, employment, and exports have not been achieved. Some improvements in food security, social and environmental objectives may have occurred, but it is difficult to estimate to what extent such changes are related to TFAP implementation.

Thus, some of the risks identified -- if the TFAP were not implemented -- continue to threaten Tanzanian society. These include limited economic growth and availability of forestry-related goods and services, and continued vulnerability to environmental hazards, such as flooding and drought.

Progress on Key Issues

The Tanzanian Forestry Action Plan identified the following issues as requiring attention by the Tanzanian government and other TFAP implementation partners: (1) policy, legislation, and revenues; (2) public administration; (3) people's participation, and (4) training, research and planning. The growing role of the private sector was also anticipated.

The TFAP recommended a number of actions to be undertaken by the Tanzanian authorities and TFAP implementation partners, which are discussed below. Table 5 summarizes these issues, and their current status.

Policy, legislation and revenues

Many government policies and legislation dealing with natural resources are quite outdated. The TFAP recommended revision of the 1953 Forest Policy and 1957 Forest Ordinance, as well as updating of policies and legislation relating to beekeeping, wildlife, and land use, and creation of an environmental policy and supporting legislation. Various revisions of these policies were drafted in 1986, 1990, and 1993, but none have yet adopted by the Government.

With respect to forest policy, revised drafts were prepared in 1986, 1990, and 1993. Although the 1986 and 1990 drafts stress the need for popular participation in forestry, the 1993 draft returned to a more narrow and traditional perspective on forestry. Current management of the Forestry and Beekeeping Division maintains that "the [draft 1993 forest] policy and its supporting legislation are adequate and broad enough. What is required is to work on the strategies to the implementation of the policy where TFAP will play a major role." Thus, FBD leadership sees the problem as being one of inadequate implementation of the policy and ordinance.

Many observers, however, had expressed grave concern over the 1993 draft of the Forest Policy, as being inadequate to support the aims of the Tanzania Forestry Action Plan. The draft contained only minor revisions of the 1953 policy, despite vast social changes in the past forty years. This draft policy has been criticized as inadequate in terms of various issues, such as environmental conservation, nature reserves, wildfire, non-traditional forest products, private sector involvement and public participation, agroforestry and extension. It makes no reference to needs for long-term or intersectoral planning and policy development. Although it mentions a need for intersectoral cooperation, no directives are provided on this issue.

Table 5. TFAP Issues Requiring Attention.

Issues	TFAP Recommendations	Status
POLICY		
1953 Forest Policy	Requires updating to support TFAP goals	1990 draft not adopted; 1993 draft inadequate for TFAP
Beekeeping Policy	Revision needed	1986 draft not yet adopted
Wildlife Policy	Revision needed	Revision drafted but not yet adopted
Environment Policy	Policy needed	Draft planned to be completed by June 1994
Land Use Policy	Policy needed	Draft planned to be completed by June 1994
LEGISLATION		
1957 Forest Ordinance	Updating needed, to accompany revised policy	No revised policy yet adopted, so no revisions of Forest Ordinance
Comprehensive Land Use Act	Needed	Act 22 of December 1992 eradicates customary tenure on village lands and disfavours nomadic pastoralists; now being revised
Legislation to support Beekeeping Policy	Needed	Still needed
Legislation to support Wildlife Policy	Needed	Still needed
Legal protection of forests in public lands	Needed	Over 29 million hectares urgently needs legal protection; Forest Ordinance does not apply to public lands
Reserve status for catchment forests and other areas of public interest	Needed	Some areas have been reserved as catchment forests; other areas still need protection; legislative changes needed for conservation management

Table 5. TFAP Issues Requiring Attention (continued).

Issues	TFAP Recommendations	Status
REVENUES		
Revenue collection	Improve	Not done yet; work to be done through World Bank project; Treasury will need to adopt flexible policy
Revise fees and royalties	Revise	Done periodically
Government sectoral funding levels	Return "fair share," i.e., 50 percent, of revenue to sector	Not done yet; funding levels still low
Wood supply contracts	Establish long-term contracts	Not done yet
INSTITUTIONAL DEVELOPMENT		
Chain of command of forest administration	Unify 3 parallel systems into single chain of command, FBD to RFO to DFO	Not done yet; still a major problem
Forestry and Beekeeping Division	Split into two Forestry Division and Beekeeping Division	Not done yet; now GOT is thinking of decreasing number of government departments
Wildlife Division	Strengthen	Some donor support
National Land Use Planning Commission	Support needed	?
National Environment Management Council	Support needed	Several donors providing support to NEMC; Department of Environment has been established
Surveys and Mapping Section	Support needed	Donor support; still needs assistance
PEOPLE'S PARTICIPATION		
Efforts to combat deforestation and land degradation	Mass movement needed	Some increased participation in tree planting, agroforestry, soil conservation, and efforts to combat fires

Table 5. TFAP Issues Requiring Attention (continued).

Issues	TFAP Recommendations	Status
People's awareness of trees and forests	Strengthening needed through efforts of mass media, educational institutions and ruling party machinery	Increasing attention of mass media to environmental issues and deforestation; growing public awareness; develop environmental curriculum for primary, secondary and adult education; Prime Minister's Circulars on tree planting and combatting fires
Degree of popular participation	Participation of women, rural people, youths, NGOs and self-help groups needed	Women, youth and rural people active in implementation, but limited planning involvement; gradually increasing involvement of NGOs and self-help groups in planning and implementation
TRAINING, RESEARCH AND PLANNING		
Formal forestry sector training	Strengthen training, refresher and in-service courses	Some work done to develop in-service training; major funding crisis
Agricultural and related training	Integration of forestry subjects recommended	Some joint agroforestry training undertaken
Forest research	Priority areas are natural forests and woodlands, and agrosilvopastoral systems	Forestry Research Master Plan has revised priorities, to support TFAP: first priority is community forestry; limited research done due to funding constraints
Inventories	National-level forest inventories and detailed inventories for catchment and other priority areas needed	Inventory work is in progress
Planning and monitoring capabilities	Strengthening needed forestry, wildlife, beekeeping and other natural resource sectors, on national, regional and district levels	Forestry and Beekeeping staff have developed improved planning skills; improvement of participatory bottom-up planning and monitoring skills needed

legislation are provided in Annex 1). Due to the debate that has occurred over the 1993 draft, another draft forest policy has recently been prepared.

Similarly, many people working on forestry development in Tanzania believe that the existing Forest Ordinance and Rules are inadequate. Among other issues, the Forest Ordinance does not provide for the conservation and management of public lands, but only legally gazetted forest reserves. Legislation is insufficient to provide for the establishment of nature reserves. Government collection of revenues from forest royalties (fees) and penalties is very low. Such fees must be increased, in line with current market prices and real production costs.

Commercialization of government forestry operations has been severely hampered by inadequate fiscal policies that would encourage and promote reinvestment in forestry. Forest fees from national Forest Reserves normally are submitted directly to Treasury, and then the forest administration receives its government funding through normal budgetary allocations. Provisions do not exist for retention of part of the fees, which could enable the forest administration to better manage forest resources. Local governments retain all forest fees accruing from local authority Forest Reserves: often such fees are used for other local development needs, rather than being reinvested in forestry.

The TFAP did not anticipate the need to clarify relationships among different planning approaches. The country has adopted a national planning system based upon a three-year Rolling Plan and Forward Budget. The forestry sector is expected to make sectoral contributions to this plan (Table 6). Clarification of relationships among plans at all levels is needed. Consequently, now TFAP should be integrated into efforts in land use and environmental planning, as well as overall economic and development planning.

Public administration

The TFAP proposed changes to promote institutional development for the forest administration. One recommendation was to separate FBD into two divisions, for Forestry and for Beekeeping. Although the Section Head for Beekeeping still advocates this change, it seems unlikely to occur, given current efforts to streamline and consolidate government agencies.

Another proposal was that the forest administration -- currently organized in three structures, at central, regional, and local government levels -- be reunified into a single line of command (Chart 4). This administrative restructuring has not been possible. FBD has, however, been trying to improve its technical guidance to the field foresters and channel donor funding to field operations.

People's participation

The TFAP identified how massive popular participation would be required to effectively implement TFAP strategies and programmes. It recommended efforts to work with rural people, particularly women and youth, mobilise the population using the media, publicity campaigns, and the political party machinery. It also proposed strengthening NGO involvement in forestry and environmental issues.

A wide variety of NGOs support establishment of tree nurseries, tree planting, fuel-efficient cookstoves, and other forestry-related activities. Some knowledge of NGO efforts in forestry and environmental activities exists, on the basis of surveys, studies, and workshops conducted. NGO efforts, however, are not well coordinated. Communication and cooperation

Table 6. Forestry Sector Development Objectives

Source: Guidelines for the Preparation of the Rolling Plan and Forward Budget for 1993/94 - 1995/96, pages 51-52.

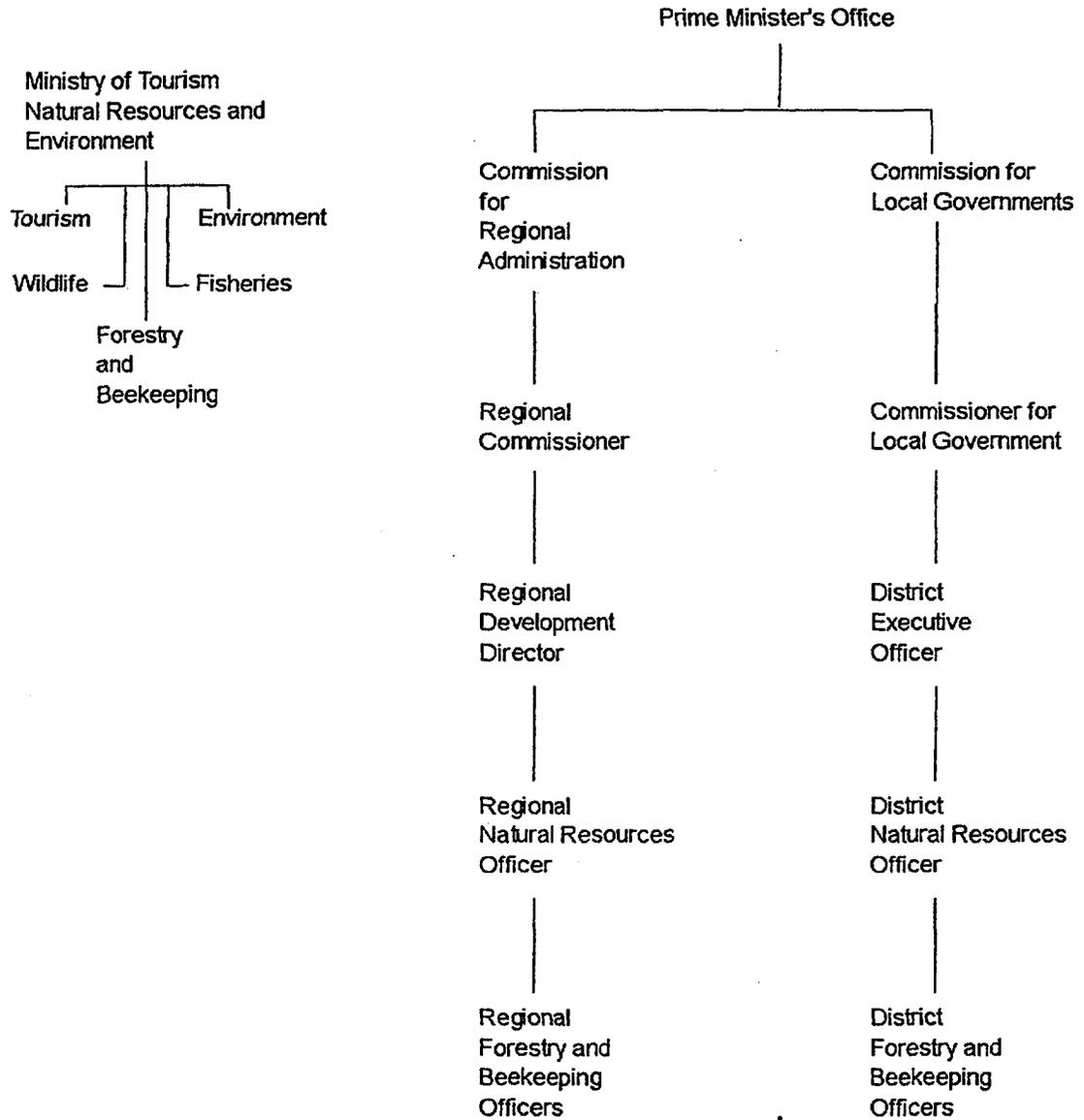
Overall Objective

The key issue which should be emphasized is protection, conservation and management of forest resources in the country and arresting and containing the rapid depletion of natural resources, maintaining soil fertility and conserving water resources. Moreover the environmental impact caused by unsustainable crop production, overgrazing, frequent bush and forest fires should be addressed in order to save the country from depleting her landbase of resources.

General Guidelines

1. Develop strategies for proper management and control of all natural forests and forested public land by the Government or local authorities.
2. Collaborate with other sectors in developing and popularising the use of least cost wood energy saving devices.
3. Promote the involvement of people in protecting, developing, conserving and sustaining all important natural ecosystems (i.e. mangrove, marine life ecosystems, etc) and genetic resources for the benefit of present and future generations.
4. Conserve important catchment forests for the purpose of maintaining water cycles, protecting watersheds and providing buffers against floods and drought.
5. Stimulate and develop a sustained tree planting and management culture in villages and other rural communities as an integral part of their development programmes.
6. Establish and manage forest reserves and plantations by public, private, individuals and institutions on the basis of sound technical, economic and business principles for both domestic and foreign demands of forest products with due regard to ecological and environmental protection.
7. Strengthen formal forestry education, research, training, manpower planning and development, extension services, including the beekeeping sector.
8. Prepare strategies for increased honey and beeswax production and draw up storage and collection strategies of beekeeping products from the village level to the marketing destinations.
9. Prepare strategies for increasing the efficiency of forest based industries and increase the quality and quantity of forest based products.

Chart 4. Government Administration of Forestry and Beekeeping Functions
("Three parallel systems")



NOTES:

The Forestry and Beekeeping Division is responsible for providing technical guidance to the Regional and District Forestry and Beekeeping Officers. These field officers, however, are under the administrative supervision of the respective regional and district governments.

among NGOs, and between the NGO community and the government, must be strengthened. Many NGOs are relatively young and weak, need support for management, technical training, and institutional development.

Although many women are active in implementation of TFAP programmes, such as village-level tree nurseries or afforestation efforts, few women have participated in development of the national or regional plans. No efforts have been made to monitor participation by gender. The mass media has increasingly publicized issues of deforestation, the Tanzania Forestry Action Plan, and broader environmental issues. Although there is no longer one single political party, environmental issues are becoming more important on the political agenda.

International consensus exists on the need to strengthen broad public participation in the management of forest resources, to ensure sustainable and equitable development. This need for greater public involvement in forest management corresponds with the overall policies to reduce the role of the Tanzanian government in productive activities. Nonetheless,

"it is FBD's stand that the management of forest reserves should continue to observe the norms of managing Forest Reserves as stipulated in the forest ordinance. More involvement of local communities and individuals in the management of forests should be confined to unreserved forests as well as in forests belonging to Local and village governments."

This issue is one that will require further discussion and consideration. Given the current political, social and economic conditions, it is difficult to envisage how Tanzania's forest resources can be adequately managed, protected, and conserved without more active participation of local populations.

Training, research and planning

The TFAP addresses national capacity-building in training, research and planning. Strengthening of formal forestry training was highlighted as a priority, as well as integrating forestry issues into agricultural and related training.

The formal training situation is currently in crisis. Due to government economic policies, the support for formal training institutes in forestry and beekeeping has drastically declined. This year, the government sponsored few students at the Forestry Training Institute in Olymotoni, the Forest Industries Training Institute (FITI) in Moshi, or the Beekeeping Training Institute (BTI) in Tabora. Due to civil service retrenchment and hiring freezes, most recent graduates of the Forestry Faculty at Sokoine University of Agriculture have not found employment.

Similarly, forestry and related research has not yet received adequate support, from the government, the donor community, or private sector. Through a project supporting development of forestry research in the SADC region, funding was provided to develop a forestry research master plan. But the means to implement this plan have not been forthcoming.

Although work has been done on forest inventories, planning and monitoring capabilities, limited progress has been achieved. While the TFAP had

recommended establishment of FBD's Planning Unit as a formal Section, this action has not occurred. The Planning Unit has been reduced to two staff members, which is insufficient to carry out its planning and monitoring responsibilities. Although all sections of FBD prepare and monitor plans for their own activities, overall long-term strategic planning and budgeting are the responsibility of the Planning Unit. The Planning Unit was also designated the responsibility for coordinating and monitoring implementation of the TFAP.

Private sector involvement

The TFAP had recommended that the forest industries create a board to represent private sector interests. The Tanzania Forest Industries Association (TAFIA) was established in 1990 by the private sector. TAFIA currently has 140 members, most from small enterprises, such as mobile sawmill operators or furniture builders. TAFIA has been active in training seminars, assisted with a survey on forest industries, lobbied on changes in tariffs, published three newsletters, and provided information for potential investors. TAFIA failed, however, to win the support of large industries. Provision of donor funding to TAFIA through the TFAP Coordination Unit has been difficult: all parties have agreed that the arrangement has been unworkable. As of March 1994, TAFIA's future existence was in jeopardy.

FBD now considers that this strategy to create a national-level forest industries association was premature, before local-level and regional associations of forest industries were in place. Such associations had existed prior to the Arusha Declaration in 1967, which nationalized major private firms.

A major challenge exists, thus, to rethink the role of the private sector, and how the government can create an enabling environment. The government is currently privatizing forestry parastatals and considering commercialization of government plantation operations.

Over 1 million m³ of surplus timber exists in forest plantations. Better management of plantations -- through pruning, thinning, and other silvicultural treatments, and improvement of road access -- is needed to attract private sawmill operators, to make use of this wood. Other support services, such as extension and marketing information, could enhance domestic sales and exports of lesser known timber species, non-woody forest products, honey and beeswax. More research should be done on propagation and management of valuable hardwood species, and better utilization of production capacity in paper and other forest industries.

Fiscal policies and incentives, availability of credit, long-term contracts, training, study tours, and other measures are required to stimulate private sector activities. In developing and updating forestry action plans, the private sector and financial institutions must actively participate.

Programmes and Projects

The TFAP Coordination Unit has monitored funding of project profiles. According to their analyses, TFAP implementation progress looks promising: 68 percent of the project profiles have received at least some funding.

It is difficult, however, to assess the total number of projects, as some project profiles are supported by different donors in different regions or districts. In addition, many projects support elements of several different project profiles. To date, 124 TFAP project profiles either have begun implementation or are in the pipeline. These project profiles receive funding from 26 different donor agencies.

Implementation of various TFAP programmes and project profiles has varied enormously. Some development programmes, such as land husbandry and community forestry, have been very popular with donor agencies, who perceive that these programmes directly support rural development and poverty alleviation. Other programmes, such as forest industries and ecosystem conservation, have received little funding. Concerning forest management, support has focused on catchment forestry (watershed management) whereas little funding has gone to management of forest plantations. Programmes in wildlife management, beekeeping, and bioenergy have received limited support.

For the four institutional programmes, limited progress has been achieved. Despite decentralized planning efforts, public awareness campaigns, and some support to NGO activities, the people's participation programme has not progressed very far. Support to training and human resources development has met with limited success: comprehensive human resources development, staffing, and training plans are still needed. The Tanzania Forestry Research Institute (TAFORI) has prepared an updated Forestry Research Master Plan for 1993-2002, but lacks support for basic infrastructure and research activities. The Planning programme has received some support, in terms of resource inventories and mapping, information systems, and general planning.

The Review Team believes that the TFAP document overemphasized project profiles, rather than focusing on programmes. Many view the TFAP as "shopping list" for donor funding, rather than a master plan of strategies for enhancing better management of forest resources. The TFAP document does not clearly indicate how implementation should proceed, or what needs to be done first. No priorities for funding for programmes and project profiles are suggested, other than to divide the 91 project profiles into Priority I and Priority II.

More detailed findings and comments of the Review Mission concerning individual programmes are provided in Annex 2.

Funding of Activities

Donor assistance to forestry-related activities has increased. In 1990/91, donors provided an estimated USD 22.5 million, and in 1991/92 an estimated USD 24.3 million for TFAP projects. These amounts represent 92 and 90 percent, respectively, of the project funding, with the balance coming from the Tanzanian government. Although 26 donors are active or interested in supporting TFAP activities, 90 percent of the 1990/91 and 1991/92 funding has come from four donors -- SIDA, NORAD, FinnIDA, and DANIDA. Recently, other donors, i.e., the World Bank, have begun major projects, and others, i.e., GTZ, have programmes under negotiation.

In the future, however, this level of donor funding is expected to decrease. First, the Government of Tanzania wishes to streamline government activities, increase its self-reliance, and decrease its reliance on external funds. Second, the donor countries face difficulties with their own economies, and have been making cutbacks in development assistance.

The TFAP clearly specifies that a large contribution will be made through the self-help labour of farmers and other self-employed persons. Nonetheless, both the national and regional-level programmes and project profiles focus on the inputs and financing needed by the government and donors, rather than on activities that people can undertake themselves, with minimal outside assistance. Contributions of the private sector to implementation of the TFAP have been less than anticipated, due to limited access to investment funds, an inadequate policy environment, and insufficient extension and market information.

Updating of TFAP

In Tanzania, the Forestry Action Plan has been viewed as an ongoing, dynamic process, rather than a static plan. This processual nature has been particularly evident in the decentralization of planning efforts, and support to village-level planning and implementation.

When the TFAP was prepared, periodic updating of the TFAP documents was foreseen. The plan was designed to complement the national Five-Year Plan of 1988/89 through 1992/93. Therefore, a revised plan was envisaged to accompany national development plans to begin in 1993/94.

During the first four years of TFAP implementation, several important changes have occurred. These include:

- adoption of a multi-party political system,
- changes in the national development planning and budgeting system,
- privatization of some parastatal and government operations,
- adoption of a Land Use Act, and
- establishment of a Division of Environment, and work to develop a national environmental policy, conservation strategy, and environmental action plan.

Due to these macro policy and economic changes, information obtained through the Regional Forestry Action Plans and village consultations, and other experience gained through the first four years of TFAP implementation, efforts are underway to update and revise the TFAP documents.

In 1992, the FBD commissioned a series of reviews on various programmes and topics, to be used for updating the TFAP. FBD plans to discuss these reports internally, then hold a series of workshops on TFAP updating. Based upon this work, then a revised TFAP document would be drafted, further discussed in workshops, adopted by the Government, and submitted to a Donors' Roundtable for consideration.

In November 1993, the first intersectoral workshop on TFAP updating issues was held. At this workshop, entitled "TFAP Implementation and Future

Strategies," participants urged that TFAP documents be updated. They stressed the necessity for a broad, participatory approach to updating, with high-level political involvement, similar to the original development of the TFAP. Discussions advocated the integration of land use and natural resource policies. (Most participants did not know much about current efforts to develop an environmental policy and action plan.) Participants recommended improving TFAP coordination and information dissemination.

Subsequent workshops on TFAP updating have been held. From 20 to 21 April 1994, a sectoral workshop was held, and from 17 to 18 May 1994, an intersectoral workshop. The Review Mission, however, did not participate in these meetings.

3.3 Has TFAP Strengthened Capacity to Manage Forest Resources?

The Tanzania Forestry Action Plan has contributed to building capacities to manage forest resources. Notable achievements include increasing public awareness of forestry and environmental issues, raising policy debates, and increasing donor support. TFAP support has increased field activities, particularly in the areas of land husbandry, community and farm forestry, and catchment forestry. Staff skills in planning have been strengthened. Work to develop more participatory approaches to planning and forest management has begun. Improvements have been made in information systems for monitoring baseline forest statistics. Continuation of these accomplishments should be a high priority.

Implementation of the TFAP, however, has not been as easy as assumed during the preparation. In the first four years of implementation, several weaknesses have become apparent. It has been difficult to enact needed changes in policy, legislation, and public administration. Other recommendations, such as improvement of revenues for the forestry sector, are slowly getting underway.

Although the TFAP was conceived of as a unified and comprehensive plan, only certain programmes and projects have received financial support from the Government and the donor community. TFAP programmes that have received limited support, have accomplished little in the field. As implementation has progressed, enthusiasm for the TFAP has eroded -- due to lack of information on TFAP developments, disappointments concerning incomplete funding of the TFAP, and changing political priorities. The intersectoral approach of the TFAP has been pursued with only limited success, and has been overshadowed by more recent focus on land use and environmental planning initiatives.

4 ASSESSING TANZANIA'S CAPACITY TO MANAGE FOREST RESOURCES

4.1 Overall Capacities

Elements of capacity to manage forest resources exist in Tanzania. Many of these elements, however, need further strengthening. An overview of elements of national capacity, and inputs that have been provided to build capacity, are indicated in Tables 7 and 8.

Political commitment to sustainable resource management exists, as evidenced by the adoption of the TFAP and other programmes. This expressed intent, however, has not yet been backed up by adequate action and budgetary support.

Consultative processes and participatory approaches to natural resource management are being developed, particularly in areas of wildlife management. The transition to a more democratic, pluralistic and participatory society will take some time to work out, as the respective roles of government, NGOs, the private sector, and local communities are redefined.

Some advances in planning, coordination, monitoring, and evaluation capabilities, and related information systems and research, have been noted. But these areas need further support and development. Given the major changes in Tanzanian society and restructuring of government activities, these activities are becoming increasingly important.

Intersectoral collaboration in development of the TFAP has served as a model for other efforts in Tanzania, such as the recent development of a new agricultural policy. Intersectoral collaboration in implementation and joint activities, i.e., land husbandry programmes and agroforestry training, has occurred. Joint activities should be further developed.

Improvements of the policy, legislative and administrative framework for forestry, natural resource, land and environmental management have been proceeding slowly. This process must be more widely discussed, and steps taken to adopt needed changes.

In terms of trained foresters, Tanzania has an adequate supply of human resources. Most of these foresters, however, are employed by the government: few work with NGOs or the private sector. Further training is needed, so that existing personnel can better address issues of extension, participation, commercial forestry, environmental conservation, planning and information systems. The role of training and research institutes must be re-examined, to adapt to the changing macro policies, and adequate financial support found. More training is needed for private sector entrepreneurs, forest workers, and rural people.

Table 7. Elements of National Forestry Capacity in Tanzania.

<u>Elements of National Capacity</u>	<u>Situation in Tanzania</u>
National commitment to sustainable participatory management and use of forest resources	Low budgetary support for forestry on national, regional and district levels; slowly changing to more participatory approach to forest management
Consultative procedures and participatory approaches	Despite village and NGO surveys, TFAP initially developed in a top-down manner; subsequent efforts to engage grassroots and regional perspectives through RFAPs, village consultations, and intersectoral and NGO workshops
Planning and coordination	TFAP Coordination Unit lacks adequate government support
Collect, analyze, and use data on forest resources	Situation improving, but difficult to obtain baseline statistics, information on projects; inventory and mapping data proceeding slowly
Integration of priorities of other sectors	Development of TFAP and TFAP Steering Committee Meetings provided chances to integrate perspectives; this approach needs to be renewed in the current implementation and updating
Favourable macro economic and policy environment	Economic Recovery Programme in place, with changes in macro economy and policies to encourage private sector activity; natural resource policies and supporting legislation need updating and integration
Ability to implement and enforce relevant policy and laws	Forest Policy and Ordinance are outdated; revised drafts have never been formally adopted by government; inadequate protection of forest reserves and inadequate control over deforestation and wildfire; need for greater local participation in resource management and conservation
Adequate administrative framework	With decentralized structure, difficult to establish unified chain of command
Adequate human resources in relevant institutions	Forestry staff currently inadequate for extension activities, FBD planning functions, TAFORI research needs; further training needed to develop human resources in NGOs and private sector to address forestry development issues, and respond to government retrenchment of personnel
Adequate material, financial, and other resources to plan, implement, monitor, evaluate and revise the strategy	Government forestry budgets inadequate; insufficient means for carrying out work, e.g., transport, office space, equipment and supplies;

<u>Inputs into National Capacity</u>	<u>Situation in Tanzania</u>
Awareness-raising on environment and sustainable development issues, with consensus on need for sustainable forestry management	Development and adoption of TFAP and subsequent activities on land and environment has raised general awareness
Use of mass media, participatory approaches, environmental education	Increasing attention to forestry and environmental issues in mass media; some increase in participatory methods; efforts to develop environmental education materials
Training: planning philosophies and methodologies	Training provided in Tropical Forestry Action Plan approach, project design; limited training for FPRB process
information systems and data analysis	Training provided to FBD staff on database development, and computer skills
participatory methods	Some projects have provided training in Participatory Rural Appraisal; regional and district staff received training for village consultative process
Information for planning, decision-making, monitoring, and evaluating	Information systems slowly improving, but information is still widely dispersed, not easily accessible for decision-making
Basic and applied research, special studies	TFAP process has sponsored wide variety of special studies; national forestry research capacity very weak; some applied research carried out by projects; difficult for field officers to get access to and use research findings
Local incentives for participation	Some village and district councils have established local forest reserves or activities that provide local benefits and revenues for local development; some projects and activities provide local benefits in terms of employment, forest resources, or improved resource management
Policy and legislative changes	1953 Forest Policy and 1957 Forest Ordinance are still in effect; efforts to update policy not yet successful
Organizational or structural changes, especially for inter-sectoral collaboration	TFAP proposals, to reunify forest administration chain of command, and to separate forestry and beekeeping into two Divisions not achieved; no satisfactory permanent mechanisms for intersectoral collaboration

Most Tanzanians agree that the limited availability of material, financial, and other resources is a major constraint. Funding shortages affect both private and public sectors. Extension officers, for example, rarely get to the field due to lack of funds for transport. Government budgetary support to natural resource management is very low, whereas donor assistance in this area has been quite high. Most Tanzanian salaries are very low, offering little incentive for staff. Efforts are underway to improve the situation in the civil service. Improvement of working conditions for government employees is being coupled with retrenchment and reduction of personnel. Consequently, revision of current government approaches to forest management will be required, as staffing levels will be streamlined.

Thus, limited ability exists to implement, enforce and update plans and policies to improve management of forest resources. More focused strategies to build capacity are needed. It is vital that the capacity-building needs of different participants be specifically addressed.

4.2 Capacities of Different Partners

Government Institutions

Ministry of Tourism, Natural Resources and Environment

The Principal Secretary of the Ministry chairs the TFAP Steering Committee. He is also responsible for ensuring coordination of the activities of different divisions within the Ministry, such as Environment, Wildlife and Forestry and Beekeeping.

Efforts are needed to improve interagency and donor coordination in implementation and updating of the TFAP or any other forestry plans, and integration with the National Conservation Strategy for Sustainable Development and National Environmental Action Plan.

The Forestry and Beekeeping Division

In February 1993, the Director of Forestry and Beekeeping presented his views on forestry sector development priorities to a Forestry Donors' Meeting held in Dar es Salaam. He noted that FBD would work on: (1) Full use of professional and technical staff; (2) Strengthening institutions; (3) Revising forest policy and ordinance; (4) Preparing plans coordinated from ward to national; (5) Natural forest management; (6) Farm forestry; (7) Industrial plantations; (8) Forest industries; (9) Beekeeping; (10) Forestry and Environment; (11) Forest extension; (12) Training; (13) Research; (14) Learning from the International Community; (15) Cooperation and Coordination with Other Sectors; (16) Follow-up of TFAP Activities, from village level up to national plans; and (17) Donor coordination.

The Director wants to focus his efforts on strengthening the government forest administration, in terms of both the central administration (the Forest and Beekeeping Division) and the regional and district forestry staff. Thus, the attention is focused primarily on government sectoral issues. These priorities still need to be widely discussed, refined, and integrated into long-term plans and programmes. These priorities need to be shaped into a strategic plan, with a clearly focused vision of what is needed to better manage forest resources in Tanzania and build capacity.

Currently the Forestry and Beekeeping Division does not operate very effectively. In trying to deal with constantly evolving government policy directives, constrained budgets, and numerous donor agencies, FBD seems to be in a constant state of "crisis management." (This problem is not unique to FBD, but can be found throughout many Tanzanian government agencies.)

The Director wishes to consult his senior staff on many decisions, and consequently, delays in decision-making and implementation of activities are frequent. Donor representatives and projects normally meet with the Director, rather than other senior staff. While it is vital for the Director to have a good overview of all activities, more delegation of responsibilities is needed.

The Review Mission believes that this issue urgently needs to be addressed. Efforts are needed to rethink the purpose and focus of the agency, make changes in its organizational structures, staffing and training plans, and other management issues. The current organizational structure needs to be rationalized, particularly with respect to the Planning Unit, TFAP CU, and Donor Coordination. The current organizational structure is also inadequate with respect to environmental forestry, ecosystem conservation, nature reserves, and biodiversity issues, as well as liaison with the private sector and NGOs.

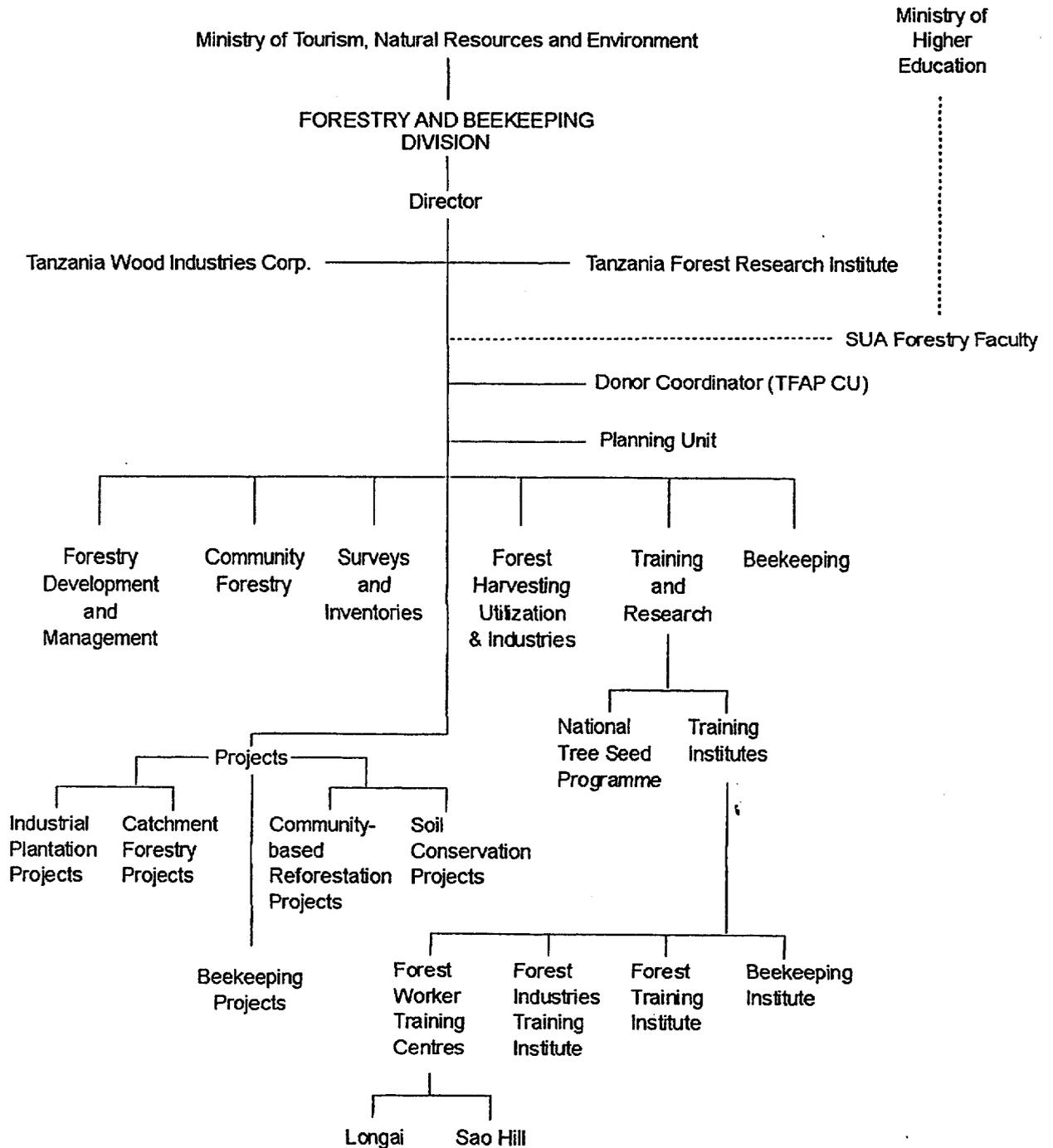
The overall structure of the Forestry and Beekeeping Division, and related government and parastatal forestry institutions is indicated in Chart 5. (As the structure of FBD is currently under discussion, two variations of the organizational chart are shown.)

Wide consensus exists that the TFAP Coordination Unit and FBD Planning Unit need more support from the government, to effectively carry out their responsibilities. Such support should include adequate staffing levels, logistical support, and authority. Some observers believe that for more effective intersectoral coordination, the TFAP CU should be elevated to a higher position within the government bureaucracy, such as the Planning Section of the Ministry or the Planning Commission in the President's Office. FBD management, however, argues that such a move might render the unit ineffective, and recommends strengthening the TFAP CU in its current location.

The Review Team believes that this coordination issue deserves more careful consideration. Each possibility has its advantages and disadvantages. In some other countries, coordination has been more effective when it has been situated in a national planning agency. If the TFAP CU stays within FBD, serious efforts will be needed to integrate FBD activities with those of other TFAP implementation partners.

To more effectively carry out their responsibilities, FBD staff need training in the following areas: organizational management, human resources development, planning and information systems, monitoring and evaluation, computer skills, and participatory approaches to planning and management. FBD staff recognize the need for study tours and training in environmental forestry, conservation issues, and commercial forestry.

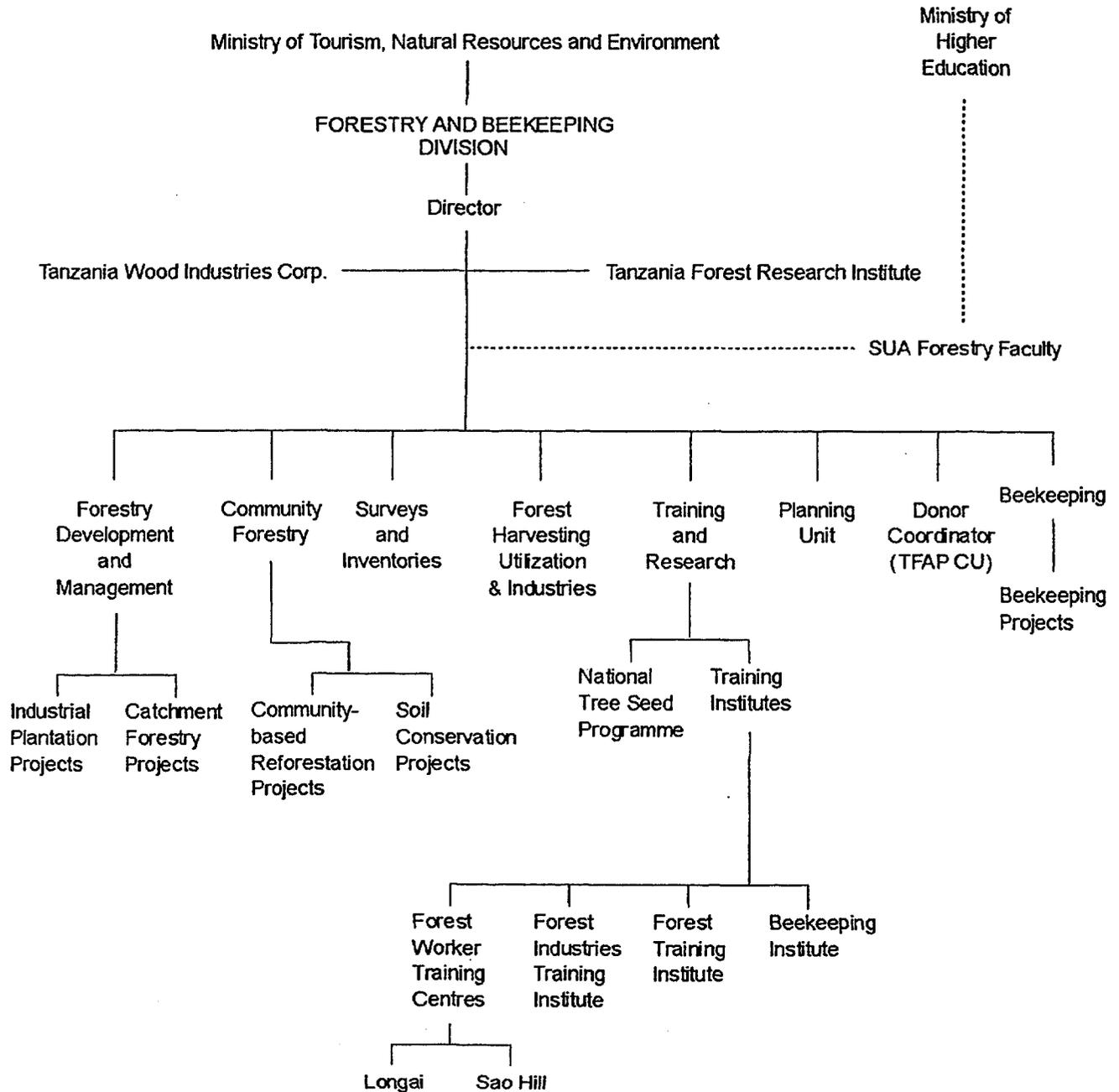
Chart 5a. Organizational Chart of the Forestry and Beekeeping Division
(Operational model)



NOTES:

1. The organizational chart of FBD is currently under discussion. Different staff members, therefore, have different ideas as to the existing model. This version demonstrates how all FBD Projects report directly to the Director. The Donor Coordinator and Planning Unit are shown as staff units, which advise the Director, and do not have any line operational responsibilities. Neither the Planning Unit nor the Donor Coordinator are formal sections within FBD. Currently the Planning Unit has two staff members and Donor Coordination only one staff member.
2. The Tanzania Wood Industries Corporation (TWICO) and the Tanzania Forestry Research Institute (TAFORI) are parastatals affiliated with the Forestry and Beekeeping Division.
3. The Sokoine University of Agriculture (SUA) Forestry Faculty is under the Ministry of Education, but works with FBD on training and research issues.

Chart 5b. Organizational Chart of the Forestry and Beekeeping Division
(Alternative model)



NOTES:

1. This version of FBD's organizational chart shows the projects as being under the guidance of the respective FBD section. The Donor Coordinator and Planning Unit are shown as being at the same level as the other FBD sections, as the officers in charge of these units meet with the Section Heads to discuss major issues of FBD management.

Regional and local government forestry and beekeeping officers

FBD recognizes needs to strengthen forestry field operations. FBD is trying to channel technical support and donor funding to the regions and districts, to strengthen the activities of regional and district officers. FBD aims to strengthen existing institutional structures, rather than creating separate project organizations that cannot be sustained after donor funding ends.

Field officers want additional technical support and more regular exchange of information with headquarters. They would like to meet more frequently with their forestry colleagues, to keep informed of developments in the national plans and to compare experiences in implementation of activities in their regions and districts. These officers need additional training in: planning and information systems, data collection, analysis and statistical skills, and participatory appraisal and planning skills.

Other sectoral agencies

To effectively deal with issues of deforestation, the capacity of other agencies -- such as wildlife, bioenergy, environment, agriculture, livestock, and land use -- must also be improved. Focus should be placed on joint activities to be undertaken with the forestry and beekeeping administration at all levels -- central, regional, and district. Such joint activities might include training and study tours, joint development programmes or projects, integrated approaches to extension, or exchanges of personnel.

The Private Sector

To develop the private sector, the private sector and government need to jointly define strategies and priorities. Particular attention should be given to creating a conducive policy environment to foster private investment in forestry enterprises. Access to credit, marketing information and training are all needed.

Currently the government is seeking to privatise forestry parastatals. Discussions are underway as to how some government forestry operations, such as forest plantations, can be privatised or commercialised. Due to the current weaknesses of the private sector -- particularly its lack of technical forestry expertise -- many Tanzanian foresters argue that such transitions should proceed gradually. Appropriate government regulations, standards, and other conditions must be in place to ensure sustainable long-term management of forest resources by the private sector.

Non-governmental Organizations

As a whole, the non-governmental organizations in Tanzania are relatively young and weak. They need to develop their management, outreach, and communication capabilities. Few NGOs have professional staff with training in forestry or related resource management fields. Efforts are underway, however, to develop NGO networks to deal with environmental issues.

The NGO community needs to better organize itself, to be able to effectively communicate with the government and each other. National associations of NGOs need to develop means to more effectively work with rural grassroots organizations. To bring about such changes, NGOs need

funding, training, and technical assistance. The NGO community needs to discuss these issues more, to identify a strategy for building up their capacities.

Communities and Individuals

Efforts are also needed to assist communities and individuals to more effectively manage forest resources. The required inputs include supportive policies and legal frameworks, such as arrangements to involve local people in conservation and management of forests, or supportive by-laws concerning natural resource use. More training is needed, not only in terms of traditional extension, but also participatory appraisal and planning methods, farmer study tours, and other approaches whereby rural people can be empowered to find their own solutions. While some activities may be feasible with local resources, others may require funds or other outside inputs.

5. ALTERNATIVES FOR BUILDING CAPACITY

Should TFAP be continued as a strategy for building capacity to manage forest resources in Tanzania? Several alternatives can be considered. These might include:

- (1) a sectoral government focus, to fit into larger national government development planning systems, such as the RPFB;
- (2) a forestry master plan approach, to encompass not only government, but participation of all stakeholders;
- (3) an updated Tanzania Forestry Action Plan, which maintains an intersectoral and broadly participatory approach;
- (4) merging, or integration, of forestry issues into the National Conservation Strategy for Sustainable Development (NCSSD) and national Environmental Action Plan;
- (5) integration of forestry issues into some other intersectoral approach to enhance land use and natural resource management; or
- (6) some combination, or variation, on the above approaches.

Some people have argued that what is needed is an updated forestry sector plan, to fit into larger national development or environmental planning systems. The Review Mission met some individuals who expressed their view that the TFAP approach had been unsuccessful as a multi-sectoral initiative, and therefore did not support the idea of updating the TFAP.

During this TFAP Review, concern has been raised about the degree of the government's commitment to the TFAP, due to many delays experienced with TFAP updating efforts. It is hoped, however, that this situation has recently been clarified and improved.

Although there is not universal agreement, broad consensus exists in Tanzania that the TFAP should be updated, rather than to start afresh with a new approach to forestry planning. The existing Tanzania Forestry Action Plan could be revised, to better meet current capacity-building needs.

The challenge, thus, is to update the TFAP in such a way as to:

- clearly articulate Tanzania's vision of how forest resources can be sustainably managed;
- create a supportive environment so that all interested parties can contribute to this effort; and
- integrate the process with other multisectoral development, land use, natural resource and environmental planning and management activities.

6. LESSONS LEARNED AND FUTURE STRATEGIES

6.1 Lessons Learned

Experience with the preparation and first four years of implementation of the Tanzania Forestry Action Plan provides important lessons for building intersectoral country capacity to manage natural resources in Tanzania and elsewhere. Despite good collaboration at the national level in preparation of the plan, implementation of the entire programme has proved to be more elusive.

While intersectoral committees and task forces may be suitable for planning exercises, more specific mechanisms are needed to coordinate actual implementation of activities, such as joint training, study tours, workshops, field programmes, research, environmental information systems, or exchanges of personnel.

When the Tanzania Forestry Action Plan was prepared, recommendations were made to improve the policy, legislative and administrative framework. The recommended changes have not yet been made. These recommendations now need to be re-examined in light of sweeping macro economic, policy, and social changes in Tanzanian society.

For future such multisectoral initiatives, it may be wiser if the revised policies, legislation, and administrative reforms are adopted as a pre-condition to, or at the same time as, a long-term strategic plan.

Tanzania first developed and adopted a Forestry Action Plan, then began working on a National Conservation Strategy and National Environmental Action Plan. To date, how these two different initiatives will fit together has not been well examined. Similarly, there has not yet been adequate reflection on how the TFAP could be integrated with the new three-year Rolling Plan and Forward Budget system.

This situation gives rise to concern that work or responsibilities for intersectoral coordination may be duplicated, or worse yet, that plans and policies could be adopted that go in different directions. Given Tanzania's current efforts to streamline government activities, any unnecessary duplication of efforts should be avoided. Furthermore, greater coordination of national policies and programmes is needed to support integrated rural development efforts.

Although staff members from the National Environmental Management Council, Department of Environment, and Forestry and Beekeeping Division staff members have participated in task forces and steering committees to review each other's activities, the plans and programmes are not well integrated. The draft NCSSD, for example, makes only scant mention of the Tanzania Forestry Action Plan.

The Tanzania Forestry Action Plan developed a very comprehensive strategy, with several key issues and twelve different programmes. By trying to cover all interests, it seems that the TFAP may have lacked a clear focus. Consequently, it has been difficult for many people to really understand the overall strategy, and to maintain enthusiasm for the process. Many people -- even some Tanzanian foresters -- do not understand how the existing TFAP strategy relates to their daily activities in use and management of trees, woodlands, and forests.

The TFAP programmes were defined in such a way that each programme could be implemented by the respective competent authority. Nonetheless, problems have arisen with this approach. FBD has focused its attention primarily on forestry programmes within its area of responsibility. Consequently, the Wildlife and the Bioenergy Programmes have received inadequate attention and financial support for TFAP implementation. Confusion has also developed over the relative scope of programmes. For example, the TFAP programmes for Ecosystem Conservation, Forest Management, and Wildlife Management overlap a great deal in their objectives and activities. While the institutional programmes deal with cross-cutting issues, this focus is lost by identifying them as separate programmes, rather than supporting elements of the development programmes.

Although the Tanzania Forestry Action Plan has been stressed as an ongoing process for improving management of forest resources, some people view the TFAP as a funding mechanism, with its long list of programmes and project profiles. TFAP programmes have been implemented in a piece-meal fashion, with donor interests playing a major role. Future national programmes need to be much more strategic, with a clearly expressed order of priorities and timetables for implementation.

FBD believes that project profiles have been useful elements of the TFAP, "in order to sharpen the focus on what is meant by the programmes." FBD argues, therefore, that the project profiles should be retained in an updated TFAP document.

Certainly donor-assisted projects will continue to be used, as a mechanism for development assistance. But such projects can be developed and negotiated based upon the interests of the relevant parties. For projects to be funded, fully-developed project documents generally are required. Based upon experience in Tanzania and elsewhere with the Tropical Forestry Action Programme, it may not be wise to devote much personnel time or other resources to development or updating of project profiles.

The Review Mission believes that greater emphasis is needed on the strategic and programmatic elements in an updated TFAP. It might be wise, therefore, to consolidate the number of programmes and to remove the project profiles from an updated plan.

The Review Mission recognizes that such suggestions would require major revisions of the TFAP, and therefore will meet some resistance. It is certainly easier and quicker to simply modify the existing structure of the TFAP documents. But the Review Mission believes that the TFAP must be significantly reconceptualized, to develop strategies that will more successfully build capacity to manage forest resources in Tanzania.

Efforts to decentralize the planning and implementation have been developed slowly, as implementation has progressed. This situation is understandable, as everyone is still in the process of learning how best to proceed. Now that experience has been gained in Tanzania and elsewhere with more participatory planning methods, these need to be incorporated into the overall TFAP process, including the updating phase. Much greater participation of rural villagers/resource users should be promoted at all levels in the planning -- including national-level workshops.

In Tanzania, the transition from a centrally-controlled economy to an open market economy has required substantial rethinking of the respective roles of government, the private sector, non-governmental organizations and local communities. The TFAP was developed on the assumption that government would play the lead and coordinating role in forest management. This assumption now needs serious reconsideration.

Perhaps it is more appropriate to examine possibilities for partnership. Thus, the updating process should include a much more active role of rural people, local governments, NGOs, and private business.

TFAP plans must be participatory, based upon what people's own perceptions of their situation and what they wish to do about it. Therefore, the plans should focus first and foremost on what people can do themselves, with available local resources. Government and outside donor funding and support should play a facilitating and supporting -- rather than determining -- role in this process.

To more effectively implement such multisectoral programmes, it is also clear that strong information systems and monitoring capabilities are essential. In designing such long-term programmes, careful thought needs to be given to the long-term development objectives, and how progress on these objectives could be monitored and verified. Through such improved monitoring and information systems, it would then be easier to modify and update programmes in the future.

6.2 Recommendations

Many detailed and specific recommendations could be offered for updating of the Tanzania Forestry Action Plan, or other efforts to build national capacity to better manage forest resources. The most important recommendations for updating the Tanzania Forestry Action Plan follow.

1. A Broadly Participatory Process

The updating process needs to be a widely participatory one, beginning with a review of the implementation experience to date, and discussion and development of consensus on major issues to be addressed. Thus, the updating review papers, which have been commissioned by FBD, may not adequately examine all the major issues.

The process must include strategies for encouraging NGO, private sector, and community participation, including active participation of women. The goal should be to involve a broad representative of different interest groups, not just to have a few "token" representatives. A wide discussion of the major issues is needed. For the majority of Tanzanian society to

participate, information on the issues and debates must be available in Kiswahili.

2. Analyzing and Learning from Experience

A clear strategy must be worked out for integration of the experiences gained with the Regional Forestry Action Plans, district- and village-level plans, and village consultations. Furthermore, given the years of experience with forestry development programmes and projects, such experience needs to be more critically discussed and actively debated.

3. Multisectoral Approach

The multisectoral approach to updating and development of a long-range strategy must be maintained. An updated plan must clearly reflect the current and future priorities of the government forest administration. Nonetheless, it must also have broad-based societal support and consensus for implementation to succeed.

4. Content of a Revised Programme

A revised plan should contain the following elements:

- Focus on overall key issues and strategies, with clearly expressed priorities and a plan for implementation.
- A comprehensive review of needs to build capacity to manage forest resources, with due consideration given to the roles of different parties.
- Emphasis on a few integrative programmes, to combine several of the existing programmes. Although the TFAP should continue with its multisectoral approach, it is vital that all TFAP programmes be supported strongly by the forest administration. Therefore, it is recommended that activities in areas such as wildlife management, bioenergy, and ecosystem conservation should be part of broader forestry programmes. One possibility, therefore, would be to consider the following three areas:

Forest, Wildlife, and Ecosystem Management and Conservation

Integrated Land Management (combining Land Husbandry and Community Forestry)

Forest Products Utilization (combining Forest Industries, Beekeeping, and Bioenergy)

Alternatively, programmes might be based upon the productive and environmental protection aspects of different types of forest resources, and different categories of land use, i.e., forest reserves, plantations, public lands, village lands, etc.

For each programme, the strategy would then need to consider the respective roles of the government, private sector, NGOs, and communities, and what types of institutional strengthening, i.e., policies, legislation, research, training, human resources, funds, and other resources would be needed for each implementation partners.

- To keep the focus on programmatic issues, project profiles should be deleted from an updated plan. Programme needs and strategies must be clearly articulated, and existing projects, ongoing activities, and priorities for future assistance can be identified.
- Greater attention must be given to:
 - policy and legislation;
 - integration with other planning frameworks;
 - administrative/institutional issues; and
 - partnership between the public and private sectors.
- Coordination and monitoring must be strengthened. The units charged with such responsibilities must be assured adequate levels of support, including authority, personnel, funding and logistical support.
- Steering Committees, task forces, intersectoral and donor coordination workshops must meet often enough to effectively coordinate efforts and exchange pertinent information. These fora need to be widely representative. If an updated plan is to improve public participation, then serious consideration should be given to increasing the representation of the private sector, NGOs and local communities on the TFAP Steering Committee.

6.3 Suggested Action Plan

1. Although the Government of Tanzania has decided to update the Tanzania Forestry Action Plan, many delays have occurred. It is vital that this situation be improved as soon as possible, and that the government adequately support this updating process in a timely manner.
2. In continuing the TFAP updating process, steps must be taken to open up the discussion on issues, approaches, and strategies to much broader participation of all interested parties -- different sectoral agencies, non-governmental organizations, private sector interests, communities and individuals, and the donor agencies.
3. Consensus must be achieved on how long-range forestry planning will be integrated more thoroughly into ongoing efforts to develop the National Conservation Strategy for Sustainable Development and National Environmental Action Plan, improved land use and natural resource management, and overall economic and development planning. The MTNRE is now considering how to coordinate better the forestry and environmental planning efforts. (The current aim is to finalize the environmental policy, NCSSD, and NEAP by June 1994.)
4. Re-examination of the role and organization of the government forest administration, and development of appropriate policies and legislation must go hand in hand with updating of an overall strategy.

5. Once agreement is reached upon the strategy and approach for updating, a detailed plan and time schedule should be worked out, outlining the roles and responsibilities of various parties.
6. Adequate funding and other support must be found to carry out this proposed participatory approach.

Currently, much debate is ongoing in Tanzania -- to rethink the roles of the government and other sectors, promote broader public participation in decision-making and development processes, and adopt more comprehensive approaches to sustainable development and management of environment and natural resources. It is therefore timely and urgent that the national strategy to manage forest resources be revised, to better address need to strengthen local capacities.

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(6 other village women and 9 other village men sat in on the discussions)

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Environmental NGOs in the Implementation of the TFAP, TANGO Workshop,
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Tanzania Forestry action Plan: Implementation and Future Strategies,
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Annex 1. Policy Issues

Forest Policy

The August 1993 draft forest policy contains an introductory section, which discusses socio-economic changes over the past 40 years. It then identifies the need to revise the 1953 policy, due to obsolete statements dating from the colonial era, the changing approach to wildfire, the need to consider fuelwood, "development of the processing capacity of forest produce," and "promotion of the non-traditional forest products."

The proposed policy contains a preamble, a policy statement, a discussion of implications, general directions for implementation, and steps to be taken to implement the policy. The policy statement discusses five items:

- (1) the need to demarcate forest reserves;
- (2) management of the forest estate and public lands for environmental conservation and "to obtain the best financial returns";
- (3) the need to encourage and involve local governments, institutions, private enterprise and individuals to carry out "forest-based activities including tree growing, harvesting, processing, marketing and utilization;"
- (4) promotion of forestry research; and
- (5) promotion of forestry education and development of public appreciation of the value of forests.

This proposed policy has been criticized by numerous parties as being inadequate to support the Tanzania Forestry Action Plan. It was discussed at the November 1993 Workshop on TFAP Implementation and Future Strategies. Many people argue that the 1993 draft represents only minor modifications on the 1953 policy. Among its weaknesses are the following:

It does not specify how forest management will balance "best financial returns" with management "for the conservation of environment and unique ecosystems and biodiversity." The policy makes no recommendations on the establishment of nature reserves.

Although cited as reasons for changing the 1953 policy, the draft 1993 policy statement makes no recommendations on control of wildfire or promotion of non-traditional forest products.

It is unclear on private sector involvement and people's participation in forestry activities. It does not explicitly mention

needs for agroforestry, extension, or public participation in management of national reserves or conservation efforts. Public participation is only mentioned in terms of planting of forest crops by "Local Government bodies" or adequately financed afforestation and industrial projects "by private enterprise, ... private persons and companies."

The policy statement does not mention any need for a long-term sectoral forestry plan or intersectoral plans, such as the TFAP or NEAP. The references to "planned management" focus on management plans for forest reserves.

The policy lacks a multisectoral approach, i.e., it does not consider the roles played by other sectors, such as energy, agriculture, wildlife, and livestock. The need for intersectoral cooperation is recognized, but the policy statement contains no directives on this issue.

The policy does not take into account other policy and planning strategies, like the National Conservation Strategy for Sustainable Development and the National Environmental Action Plan. The need for harmonisation of different sectoral policies is not mentioned.

This proposed 1993 policy also differs from the forestry sector development objectives expressed in the guidelines for the Rolling Plan and Forward Budget 1993/94 - 1995/96.

In 1990, a draft document had been prepared, which reviewed the weaknesses of the 1953 Forest Policy, the 1957 Forest Ordinance and the 1986 draft Forest Policy (MLNRT 1990). Many of the criticisms voiced about the 1953 Forest Policy are equally valid for the 1993 draft.

As of early 1994, the proposed policy had been primarily discussed within the Forestry and Beekeeping Division. The process of policy development has not yet involved wide public and intersectoral debate. Recently FBD has prepared another (1994) draft forest policy, which was presented at an intersectoral workshop held in May 1994.

Forest Legislation

The Forest Ordinance, Cap. 389, dates from 1957, and was amended by Act No. 43 of 1963. Like the Forest Policy, it needs to be updated, to adequately support the Tanzania Forestry Action Plan and other recent policy and planning developments. Among its weaknesses are:

The Forest Ordinance provides for the management and protection of legally gazetted forest reserves. It does not, however, provide for the conservation and management of forest resources found on public lands. The public lands contain over 29 million hectares of woodlands, and thus the majority of the country's forest resources.

The TFAP document also noted the need to revise the Rules of Forest Ordinance, to increase the fees (royalties) paid to the government for forest products, as well as the penalties imposed for offenses. This issue still needs attention.

For protection of biological diversity or unique ecosystems, the Forest Ordinance does not provide for the specific designation of nature reserves. Consequently, the management status of a forest reserve can be easily changed by the Director of Forestry and Beekeeping.

The need for a stronger legal instrument has been highlighted, for example, concerning the establishment of a nature reserve for Amani Forest in the East Usambara Mountains. In lieu of strengthening the Forest Ordinance, other options have been suggested, which would transfer the authority over such forest areas to other government bodies, such as the Tanzania National Parks Authority (TANAPA) or some other institution. The Forestry and Beekeeping Division, however, has clearly expressed its interest in retaining control of such forests.

Environmental Policy, Strategy and Plan

In January 1994, the National Environment Management Council released its latest draft of the National Conservation Strategy for Sustainable Development (NCSSD). Chapter 5 of this document constitutes the Environmental Action Plan. These drafts are being widely circulated and discussed.

The development of an Environmental Policy is being pursued by the Department of Environment. The forestry policy is cited as one of the sectoral policies "of direct relevance to both the NCSSD and the formulation of an Environmental Policy" (NCSSD 1994: 5).

The NCSSD has important implications for the updating and implementation of the Tanzania Forestry Action Plan. The NCSSD (1994: 26) notes that the TFAP "programmes are of considerable interest to the NCSSD, notably in the areas of community forestry and land use." Among environmental issues confronting forestry, the NCSSD (1994: 39) highlights:

inadequate management plans and funds to support long-term development. It is questionable whether or not the TFAP has been sufficiently implemented to ensure the sustainability of forestry activities. (p.39)

Among the strategy measures recommended for forestry is to:

Implement the Tanzania Forestry Action Plan. (p. 61)

To create an enabling environment for a successful environmental strategy, the NCSSD recommends the following cross-sectoral measures:

integration of environmental concerns into the overall planning process,

increased public awareness and support for environmental conservation,

an appropriate legal framework, i.e., forestry and beekeeping legislation would need to be harmonised with overall environmental legislation (Section 5.7);

strengthened and coordinated environmental information and documentation systems, and

strengthened research and technology capacity.

The Environmental Action Plan recommends priority actions for the next five years. The forestry issues or forestry institutions, i.e., MTNRE Forestry or TAFORI, are explicitly mentioned in activities to:

combat land degradation (5.1.4),

promote sustainable agriculture (5.2.1; 5.2.5; and 5.2.7),

promote sustainable use of the forest resources (5.3.1-3),

conserve biological diversity (5.4.3 and 5.4.8), and

promote sustainable use of water, wetlands and fisheries resources (5.5.2 and 5.5.7), particularly regarding management of watersheds (catchment forests) and water sources.

The NCSSD also discusses some similarities between the NCSSD text and recommendations made in Agenda 21. It makes no reference, however, to sections of Agenda 21 dealing with deforestation, nor to the Forestry Principles discussed at UNCED.

For effective integration of the environmental and forestry planning and policy efforts, the following key issues should be further examined as part of the TFAP updating process:

Agenda 21, the Convention on Global Warming, Convention on Biological Diversity and the Forestry Principles adopted at the United Nations Conference on Environment and Development (UNCED) should be reviewed, to examine recommendations related to the scope of the Tanzania Forestry Action Plan.

The draft NCSSD and Environmental Action Plan strategies and actions that affect forestry activities need more thorough review and discussion.

The Government of Tanzania must specify mechanisms for the integration of different planning initiatives, such as the TFAP and NEAP. The priority NCSSD and NEAP actions and those in an updated TFAP should be compatible and mutually reinforcing.

The proposed revision of the Forest Policy must be harmonised with the proposed Environmental Policy, and other relevant policies.

Efforts to strengthen the information systems and planning, monitoring, and evaluation capabilities of forestry institutions should be integrated into larger efforts to develop environmental information and documentation systems.

Annex 2. TFAP Programmes

Overview of Implementation

The TFAP Coordination Unit monitors funding of project profiles. The overall status, according to their information, is shown in Table 9. It is difficult to assess the total number of projects, as some project profiles are supported by different donors in different regions and many projects support elements of several different project profiles.

Table 9. Implementation Status of TFAP Project Profiles (October 1993)

	TFAP Project Profiles		
	Planned#	Ongoing*	Percent*
Development programmes:			
Land Husbandry (LH)	6	6	100
Community and Farm Forestry (CF)	9	8	89
Forest Management (FM)	9	5	56
Bioenergy (BE)	3	2	67
Forest Industries (FI)	10	(11) 5	45
Beekeeping (BK)	7	5	71
Wildlife Management (WM)	9	6	67
Ecosystems Conservation (EC)	13	(16) 8	50
Institutional Programmes:			
People's Participation (PP)	5	3	60
Training and Manpower Development (TM)	5	3	60
Forest Research (FR)	10	(11) 10	91
Planning (PL)	5	4	80
TOTAL:	91	(96) 65	68

NOTES:

Original number of planned TFAP project profiles is indicated. If additional project profiles have been subsequently added to the list, the total number is indicated in parentheses ().

* Ongoing projects at least partially implemented.

Source: Table compiled from data in TFAP Project Pipeline Status Report No. 7, 5 October 1993.

The Review Team has reviewed progress reports, special studies and reviews for updating TFAP, and has discussed TFAP implementation with numerous people. The following comments on the TFAP programmes are not intended to provide a comprehensive assessment of these programmes, but rather to comment on certain aspects of them.

Land Husbandry

Six project profiles were prepared for this programme. Some project profiles are being implemented in different districts or regions by different donors. Many land husbandry projects address various integrated rural development and land management issues, provide support directly to specific regions or districts, and thus do not work through the Forestry and Beekeeping Division. Such projects include the Iringa Soil and Water Conservation Project (DANIDA funding); the Soil Erosion Control, Agroforestry Project in Lushoto (SECAP) (GTZ funding); the Shinyanga Soil Conservation Programme (part of HASHI), the Kigoma Integrated Rural Development Programme (KIDEP), and the Rukwa Integrated Rural Development Programme (RUDEP), all receiving NORAD funding; and the Land Management Pilot (LAMP) Project in Babati District and the Soil Conservation and Agroforestry Programme in Aremeru District, Arusha (SIDA funding).

Many observers think that these pilot programmes have been more effective in delivering integrated extension services to villagers, and achieving tangible implementation results. Often such projects have established an independent project management structure, which parallels the existing government structures. This situation raises questions and concerns regarding the long-term sustainability of activities once donor funding is phased out.

FBD believes that such parallel arrangements often undercut the authority of regional and district forestry and beekeeping staff. If, for example, a project forester has a vehicle, fuel, and other resources to carry out activities, and the Regional Forester does not, then the RFO is at a relative disadvantage.

FBD would prefer to see donor project support channelled through existing government structures. Strengthening of government institutions to support district and regional foresters, however, could risk the multisectoral approach adopted in these projects.

Officials in the Ministry of Agriculture and Livestock Development (MALDC) argue that intersectoral collaboration has been limited. To date, some joint training has occurred on agroforestry issues. Livestock officers are working with farmers in some areas to grow fodder trees.

Other Land Husbandry project profiles include establishment of a national land-use research and information centre, support to regional land-use planning, and support to the surveys and mapping division. The overall 1989 cost estimates for the land husbandry programme were USD 99.40 million, of which USD 39.29 million was specified in the project profiles.

Community and Farm Forestry

Community and farm forestry projects include support to the Community Forestry Section of FBD, which provides training, extension materials and technical guidance for field extension officers. Other projects provide support directly to regions and districts for strengthening extension efforts. Some projects include both community forestry and land husbandry components.

The 1989 cost estimates for the community forestry programme was USD 121.1 million: the cost of the nine project profiles were USD 70.46 million (TSh 10 574 million), of which 65 percent was for CF4, a project intended to strengthen forestry extension through provision of transport and equipment. The only areas where such extension support has been provided are Mwanza and Tabora, through the World Bank Project.

In late 1993, a review of Community Forestry activities for TFAP updating was in progress. When the Review Team met the FBD's Community Forestry Section Head, she had not been contacted about the updating review.

Currently the Community Forestry Section of FBD has 10-12 staff members. The Section works on: (1) planning, monitoring, and evaluation; (2) in-service training; (3) NGOs, schools, and women; and (4) publicity. FBD staff have been considering changing the structure of the Community Forestry activities, such that the FBD section would be renamed Extension, and most activities would be decentralized to the field. Only 2 or 3 staff members would work at headquarters on logistics, support, and extension materials. The remaining staff members would be posted in field extension positions.

Community Forestry staff members have worked with the TFAP Coordinating Unit on the training for Regional and District staff, in preparing the Regional Forestry Action Plans. The Head of Community Forestry noted that the village consultative process had been very useful, and the results would be used at regional and district levels. Although the Community Forestry Section has a staff member responsible for liaison with NGOs, this person has not worked directly on promoting NGO involvement in the implementation of TFAP programmes and projects.

The Community Forestry Section has noted that it is best to work with women as members of the community and households. Although it has been possible in some places, such as Dodoma, to work with women's groups, this approach is often more difficult. The initial efforts of the Morogoro Women's Afforestation Project, funded through a Swedish NGO, to work just with women were unsuccessful, so the project subsequently adopted a household approach. In the forestry sector in Tanzania, gender analysis is not generally done as part of project preparation or baseline studies.

Forest Management

The TFAP Forest Management programme focused on management of four types of forests: (1) catchment forests, (2) miombo woodlands, (3) mangrove forests, and (4) plantation forests. The goal was to prepare long-term management plans for these forests, to improve protection of catchment, miombo, mangrove and other natural forests, and to establish hardwood

plantations. The creation of additional forest reserves -- at national, district and village levels -- was recommended. The programme also envisaged improvements in seed supply, to support industrial hardwood plantations, the Community and Farm Forestry Programme, and seed export, e.g., teak.

Nine project profiles were suggested, to manage catchment forests in the East Usambaras, Mount Kilimanjaro, and the Uluguru Mountains, develop miombo woodlands in Tabora and other regions, manage mangroves, gazette new forest reserves, develop hardwood plantations, expand softwood plantations at Sao Hill, and develop roads in industrial plantations in Morogoro and Mbeya Regions. The estimated cost of these projects was USD 41.3 million.

Water catchment forests are being managed with assistance from NORAD, FinnIDA, DANIDA and EEC. DANIDA and the World Bank will finance activities to improve miombo woodland management in Iringa and Tabora. A tenth project, the Tree Seed Project, is due to begin Phase II, with support from DANIDA. The African Development Bank is preparing a project for coastal forest management, including mangroves. Other project profiles are under consideration by various donors, including NORAD, the Worldwide Fund for Nature (WWF), the Commonwealth Development Council (CDC) and the World Food Programme (WFP).

In 1974 the Tanzanian government, with SIDA support, organized a Catchment Forestry Programme. NORAD began supporting catchment forest activities in 1988, and has continued as the lead donor in this effort, supporting activities in Morogoro, Arusha, Kilimanjaro, Tanga, and Rukwa. FinnIDA provides financing for activities in the East Usambaras, DANIDA in Iringa, and EEC in Mbeya. More than 29 projects support catchment activities. National level support for catchment activities is also growing, due to concern over the loss of life and property that resulted from recent floods in Mtwara and Lindi and in the Western Usambaras.

Whereas 685,000 hectares were being managed for catchment values before the TFAP, now approximately 1 million out of a total of 1.6 million hectares are being managed under interim management plans. An estimated 200,000 hectares are being legally reserved (gazetted) for catchment purposes (Catchment Forestry Project 1993; TFAP Progress Report for Catchment and Mangrove Forests 1993; Mbwana 1992).

National forest reserves managed as catchment forests fall under the jurisdiction of FBD, and most Regional Catchment Forest Officers report to a Catchment Forestry office in Dar es Salaam. Catchment Forest Officers have no responsibility to coordinate their activities with those of the Regional Forester, or other forestry activities in the Region.

Management of catchment forests focuses on protection and exclusion of local people: nonetheless, encroachment occurs, for poaching of game, mining of gems, pit sawing, and other activities. In some places the boundaries are unclear, so the regional or district authorities may authorize timber harvesting in areas that are under national control. Although local people may be employed by the catchment forestry projects, to work as forest guards or clear forest boundaries, local communities derive limited benefits from these forests. This, in turn, means that local people see little reason to help protect these forests.

Some catchment forestry officers recommend that local people should have limited rights to use forest products for subsistence (non-commercial) purposes. Such use would need to be strictly controlled, to ensure exploitation does not exceed sustainable levels. The management of FBD, however, argues that the central government should continue to control and manage national forest reserves, and that such management necessitates excluding people from using these resources.

The jurisdictional classification of forests leads to some management problems: Mount Meru, for example, is divided such that the upper slopes are managed as catchment forests, whereas the lower slopes are industrial plantations. Yet, as the staff members of the respective projects note, the rivers flow out of the catchment forests through the plantation forests, where they still have catchment values. Greater efforts are needed to coordinate management between the different areas.

During its field trip, the Review Team visited Mara Region. During the preparation of the Regional Forestry Action Plans, DANIDA had been considering funding a catchment forestry project in Mara Region. Consequently, during the training sessions, the Regional and District Forest Officers had prepared a project document for such a project. Subsequently, when DANIDA decided instead to fund activities in Iringa, the staff members felt that their efforts had been in vain. (To date Mara Region has no donor funding whatsoever for forestry activities, and is the only Region lacking such support.)

Management of the miombo woodlands is just getting underway, due to the slow start-up of the World Bank Forest Resources Management Project. With respect to mangrove management, the NORAD-financed Catchment Forestry Project assisted in the preparation of a national mangrove inventory: to date limited management efforts have been undertaken. Future support to mangrove management is being considered by the African Development Bank, as well as by the IUCN project working in Tanga Region.

Overall, to date the efforts to support management of forest plantations have not received much donor attention. Likewise, the government has not provided adequate funds for their proper management, such as thinning, pruning, replanting, road construction and maintenance. Consequently, the production is under capacity, and timber quality is diminished. According to the 1989 TFAP estimates, over 700 000 m³ of surplus timber has not been harvested. (More recent figures estimate that over 1 million m³ of timber in government plantations is going to waste, due to inability to harvest.)

The management of industrial plantations is a serious issue, affecting nation's potential to meet its own domestic timber and pulpwood needs and provide timber and logs for export. Much debate is currently underway, concerning the possibilities for privatization and commercialization of the government industrial plantations and associated parastatal operations, which are managed by the Tanzania Wood Industries Corporation (TWICO).

Silvicultural activities, such as pruning and thinning, are not being done in government plantations, despite TWICO paying for silvicultural fees for logs purchased. Many forest roads are very poor and lack maintenance, which FBD is unable to do. All fees collected by FBD are submitted to

Treasury, so none of these funds can be used for forest management or road maintenance activities.

An interesting pilot project, the Zonal Forestry Management Organisation (ZOFOMO), has been carried out in northern Tanzania, to operate the forest plantations on Mt. Meru, Usa River, and West and North Kilimanjaro, on a semi-commercial basis. ZOFOMO has undertaken plantation management, with road building and maintenance, replanting, and silvicultural activities.

Treasury has allowed ZOFOMO to raise and retain the fees charged for silviculture, road, felling and skidding: stumpage fees, however, continued to go to Treasury. Government budgetary allocations are inadequate to supplement the retained revenues and cover operating costs. ZOFOMO lacks funds to replace its aging fleet of vehicles. SIDA had provided assistance to ZOFOMO beginning in 1986, but withdrew its support in 1990/91. ZOFOMO staff members feel that if they had more autonomy from inefficient bureaucratic procurement procedures, and more control over all revenues, they could better run their operations. ZOFOMO charges higher fees than other plantations, which discourages potential customers.

Government has an important role to play in ensuring that proper forest management standards are applied in management of industrial plantations. ZOFOMO staff expressed their belief that the government forest administration could manage plantations on a commercial basis. They argue that the private sector would have less long-term interest in ensuring the conservation and sustainability of the forest resources.

Some observers argue that, for private forest industries to succeed, the government should adopt the following changes:

- long-term concessions for management and utilization of some forest compartments in the plantations and natural forests;

- differentiation of royalties for pruned and unpruned logs;

- develop a policy on road construction by private investors in forest industries;

- discourage the local consumption of threatened species like mninga and mpingo for a period of 30 to 40 years to allow for their regeneration and plan for their sustainable utilization;

- investment priorities should focus on sustained tree planting, and research and information dissemination to enhance greater capacity utilization of factories.

Bioenergy

The bioenergy programme was designed to complement the activities of the Community and Farm Forestry and Forest Management Programmes. Whereas the latter programmes aim to increase the supply of forest products, including woodfuels (firewood and charcoal), the bioenergy programme was designed to focus on reducing demand for, and waste in, biomass fuel production and consumption. More specifically, the programme focuses on improved charcoal and firewood stoves for urban and rural households and institutions, more

efficient charcoal kilns, and energy-saving improvements in agricultural processing, such as tobacco curing and fish smoking. The TFAP also indicated needs for institutional strengthening and establishment of a database.

Under the bioenergy programme, three projects were proposed, to deal with improved charcoal stoves and kilns (BE1), wood-saving in agricultural processing and rural industries (BE2), and institutional strengthening of the Renewable Energy Development Project Unit (REDPU) (BE3). The total funding for these three projects was proposed to be USD 5.75 million.

According to Project Pipeline Report No. 7, some elements of BE1 and BE2 are receiving funding under various projects, with plans for expansion of activities, and World Bank agreement for pre-appraisal and support for BE3. The Bioenergy Sector Review Report, however, notes that while some progress has been made on DANIDA and ODA-funded projects, to date no progress has been achieved with the World Bank-funded projects.

The April 1993 Review of the Bioenergy Sector (Sawe 1993) notes several important developments:

- (1) the national energy policy, including the bioenergy policy, was released in April 1992;
- (2) completion of the World Bank Energy I pilot project (1987-92), which introduced improved charcoal kilns in Kibaha and improved charcoal stoves in Dar es Salaam;
- (3) field work for a urban energy research project was undertaken in Dar es Salaam, Mbeya and Shinyanga in 1990 and initial draft reports have been prepared; and
- (4) a preliminary study was undertaken in 1992 for a SADC Project on development of national woodfuel strategies and plans, with recommendations for development of a national strategy.

The Bioenergy Review states that due to low funding levels and low participation of community-based groups, particularly women, the programme achievements have been slow and limited. Various recommendations are suggested for reviewing and improving the bioenergy programme within the TFAP: for example, at a national level, involvement of the Ministry of Community Development, Women and Children is needed. In addition to the original three project profiles (now estimated to cost USD 7.27 million), a fourth project is proposed to improve use of agricultural, animal and forestry wastes for energy production (BE4, USD 1.5 million).

When the Review Team met Mr. Sawe, an officer in the Bioenergy Unit within the Ministry of Water, Energy and Minerals (MWEM), he noted the following constraints in carrying out the TFAP programmes: limited funding; inadequate skilled staff, with no extension (outreach) capabilities; and insufficient information and data. Although some pilot activities have been undertaken, institutional problems exist in extending activities to other areas or to grassroots organizations. Overall, the TFAP progress on the bioenergy programme has been disappointing, as the TFAP project profiles have not been developed and funded.

Although MWEM is concerned about the impact of watershed destruction on hydropower production, MWEM does not collaborate on management of catchment forests. Some foresters argue that some of the water revenues should be used to finance protection of watershed forests, as a step towards closer integration of water and watershed management.

Efforts are still needed to improve intersectoral coordination between MWEM and FBD, and overall TFAP coordination. Similarly, greater coordination must be developed with other environmental activities. To date the bioenergy staff members had not participated in the development of the National Conservation Strategy nor the National Environmental Action Plan.

Forest Industries

The TFAP Forest Industries programme was designed to increase production of forest products, foreign exchange earnings and employment. The original programme identified ten project profiles, estimated to cost USD 17.16 million. This funding was only a small proportion of the overall programme, estimated to be USD 159.1 million, or 24 percent of the total TFAP. This programme, thus, assumed substantial involvement of the private sector, to be based upon increased sources of funding and foreign exchange through the local banking system.

To achieve these objectives, a number of supporting activities were identified. These included:

- development of a forest industries board;
- conversion of TWICO to a pure holding company by 1993;
- encouragement of the private sector through the Investment Code;
- support by the Small Industries Development Organization (SIDO); and
- government activities to promote use of softwood and lesser-known hardwoods, increase private sector activity in forest industries, and better control and monitor ecological impacts of forest industries.

To date, progress on the TFAP Forest Industries programme has been meagre. Both SIDA and FinnIDA have provided extensive support to TWICO and the forest industries sectors in past decades. For example, SIDA supported the establishment of IMARA furniture factory in Moshi, which has been producing high quality furniture from plantation softwood. Since the adoption of the TFAP, however, little donor support has been provided to this programme.

Some TFAP funding has been available for plantation sawmilling, mobile sawmills, teak preservation, and a pilot programme in naval store development, e.g., production of resins from pine. A project for the production of plywood from softwood has received no funding, although it would make it possible for high-quality furniture to be produced and relieve the pressure on hardwoods. No funding has yet materialized for a plywood mill, improvement of mpingo-based industries, improvement of pitsawing, carpentry and furniture making, and tannin-based glue

production. Joint ventures with foreign investors are being explored for the Sao Hill plantation, Sao Hill Sawmill and Southern Paper Mills.

An eleventh project was considered, whereby FinnIDA would have provided 50 million Finnish marks as a credit line through the Tanzania Investment Bank: due to problems with the local banking system and financial constraints in Finland, this idea has not materialized.

The Tanzania Wood Industries Corporation (TWICO) is a government parastatal organization comprised of a number of subsidiary organizations, involved in sawmill operations, processing of wood products and other forest industries. As part of overall structural readjustment, the government is currently considering how to privatize TWICO's forestry operations.

TWICO was involved in TFAP preparation right from the start by providing its key personnel and data. Due to the current problems facing the organization on retrenchment and the dissolution of TWICO, however, TWICO has been less involved in current efforts to update the TFAP.

TWICO staff members mentioned several gaps that were not addressed by TFAP, especially in financing of projects. The main financiers for TWICO have been SIDA and FinnIDA. Use of mobile sawmills in forest plantations have been introduced by SIDA and FinnIDA as well as private individuals. These plantations include Meru, West Kilimanjaro, Buhindi, and Kawetire. These mobile sawmills require less investment and running costs. The added supply of sawnwood to consumer markets would dampen price increases and reduce consumer burden.

The TFAP identified potentials for expansion of industrial capacity and therefore, potential export increases. It noted, however, that domestic consumption had been depressed due to lack of money, and anticipated that domestic consumption would be increasing. In 1989, the TFAP Document noted that Tanzania's exports of forest products had declined over a number of years. Due to the Economic Recovery Programme, which liberalized exports, the situation had begun improving in 1986.

In 1987, the main exports of forest products were logs (sawlogs and veneer logs), poles, posts, and piling, sawnwood (timber), paper and paperboard, and wattle extract. Seventy-five percent of the imports were for paper products, while the remainder was for wood products.

In 1987, a few countries constituted the primary export markets for wood. Roundwood (logs) were exported primarily to Egypt and to Israel, with each purchasing over 200 000 m³/yr. For softwood sawntimber, exports were: Egypt, 1 600 000 m³/yr; Saudi Arabia, 600 000 m³/yr; Reunion 70 000 m³/yr; Mauritius, 10 000 m³/yr; and Madagascar, 10 000 m³/yr.

The TFAP did not recommend exporting logs as a long-term strategy. Rather, it suggested that the country could earn more foreign exchange from processing the wood, and exporting value-added products. Due to a dramatic increase in such exports, however, hardwood log exports (except for a few species, like teak), were banned in 1993. The recent value of forest products exports is indicated in Tables 10 to 12.

Table 10. Indicative Export Price for Selected Forest Products

PRODUCT	FOB PRICE (US \$)
Beeswax:	
Refined	2800 per ton
Unrefined	2500 per ton
Honey:	
Light amber	1070 per ton
Medium amber	1070 per ton
Dark amber	800 per ton
Gum arabic	450 per ton
Flooring strips:	
Mvule	380 per m ³
Mninga	450 per m ³
Panga panga	550 per m ³
Rough sawn timber:	
Blackwood	11000 per m ³
Mvule	350 per m ³
Mninga/mtumbatu	420 per m ³
Cedar	350 per m ³
Camphor	250 per m ³
Mahogany	350 per m ³
Soft wood:	
Rough sawn	95 per m ³
Planed	100 per m ³
Chemically treated	130 per m ³
Logs:	
Pau Rosa	350 per m ³
Teak	165 per m ³
Pine/cypress	80 per m ³

Source: Bureau of External Trade. Trade Currents, May/June 1993.

Table 11. Export of Selected Forest Products 1991 - June 1993
(TSh millions)

PRODUCT	1991	1992	JANUARY - JUNE 1993	DESTINATIONS
Cinchona bark	56.8	53.7	66.2	India, Kenya
Wattle extract	627.9	964.2	1802.9	Bangladesh, Denmark, Egypt, India, Thailand, Pakistan
Beeswax	539.1	439.2	197.9	Germany, India, Japan, Netherlands, UK, USA
Honey	26.0	10.1	5.1	Kenya, UK, France
Gum arabic	199.0	77.2	22.8	India, Pakistan, UK
Timber	531.4	648.9	275.7	Italy, India, Somalia, Japan
Logs	196.1	798.6	118.8	India, UK, Italy, Germany, Japan, Portugal
Print paper	546.2	237.1	-	India, Malaysia, Singapore
Kraft paper	144.4	69.0	43.5	Uganda, Malaysia, Singapore
Paper products	28.1	21.5	0.5	UK, Burundi, Zimbabwe
Raw rubber	201.0	2.0	-	Kenya
Medicines	42.6	34.3	13.1	India
Hard/chip board	109.2	126.4	4.4	Kenya, Zimbabwe
	3247.8	3482.2	2550.9	

Source: Bureau of External Trade, Statistical Department, Sept. 1993.

Table 12. Export of Selected Forest Products 1991 - June 1993
(Quantities/Volumes)

PRODUCT	UNIT OF MEASURE	1991	1992	JAN-JUNE 1993
Cinchona bark	Tons	755.92	227.0	157.6
Wattle extract	Tons	4282.7	4239.96	2410.24
Beeswax	Tons	4473.9	543.6	169.0
Honey	Tons	140.7	41.12	10.0
Gum arabic	Tons	385.5	866.5	159.5
Timber	m ³	4830.6	4045.9	1219.2
Logs	m ³	43398.6	69944.8	61546.7
Print paper	Tons	2395.0	1409.97	-
Kraft paper	Tons	1191.6	483.9	194
Paper products	Tons	360.8	1472.0	-
Raw rubber	Tons	10.45	20.0	-
Medicines	Tons	3.68	2.74	0.50
Hard/chip board	Tons	721.8	628.2	14.40

Source: Bureau of External Trade, Statistical Department, Sept. 1993.

Beekeeping

Beekeeping is an important economic activity in Tanzania, with honey and beeswax sold on both domestic and export markets. The TFAP development programme for beekeeping aimed to increase production and exports, through improved extension, training and research to support the private sector. Seven project profiles were suggested for the beekeeping programme, to cover marketing support, extension services, development of the Beekeeping Training Institute in Tabora, establishment of a B.Sc. course in beekeeping at Sokoine University of Agriculture, and research support for the Njiro Research Centre in Arusha and for research on beekeeping in miombo woodlands. These projects were estimated to cost USD 9.13 million.

To date, some support for extension activities occurs within other development projects, such as ODA activities in Tabora (part of BK1), the Rural Integrated Support Programme in Mtwara and Lindi (BK2 and BK3), and the EEC-assisted Food Security Programme activities in Mbeya (BK3). With its own resources, SUA has developed a curriculum for a B.Sc. course in beekeeping (as well as a wildlife curriculum). Due to lack of funding, however, SUA has not begun offering this curriculum. Limited support exists for research activities.

To improve public administration in the natural resource sector, the TFAP had proposed that the Forestry and Beekeeping Division should be reorganized into two separate divisions, the Forestry Division and the Beekeeping Division. To date, this reorganization has not occurred, and Beekeeping still exists as a Section within FBD. The TFAP also proposed updating the draft 1986 Beekeeping Policy.

If Beekeeping were established as a separate Division, the Section Head would become a Director, and report directly to the Principal Secretary of the MTNRE. This would simplify decision-making, as decisions would not have to go through the Director of FBD. Such a change would permit the Beekeeping officers to directly supervise the Beekeeping Policy. Furthermore, the staff believe that a separate division would have an easier time attracting donor support. Similarly, they argue that more donor support would be forthcoming if the Njiro Research Centre returned to its original focus on apicultural research, rather than its current broader wildlife emphasis. Although such a reorganization would not involve any increases in staffing levels, many observers feel that it is unlikely to occur, given current trends towards streamlining the government bureaucracy.

The Review Team discussed TFAP achievements with senior beekeeping staff members. Although limited funding for the project profiles has resulted, the TFAP has raised donor awareness about beekeeping, and beekeeping has been incorporated into other community forestry and rural development projects. The TFAP process has improved overall planning: every Region considered beekeeping issues in developing its Regional Forestry Action Plan, and beekeepers contributed to the village consultative process. Marketing problems, particularly with respect to information on prices, still persist. At both the national and local levels, much production data is based on estimates. With the current government emphasis on retrenchment, perhaps the Tabora training centre could be used for training beekeepers, rather than government technicians. Productive, applied research is needed to solve beekeepers' problems.

A review of the Beekeeping Sector has been prepared (Kihwele and Kilon 1993). Since the TFAP was adopted, 9 additional project profiles have been suggested. For updating the TFAP with respect to beekeeping issues, the following points have been suggested:

- (1) government cost-reduction programmes have adversely affected beekeeping extension, training, and research activities;
- (2) despite the cost-reduction argument, staff members still advocate the establishment of a separate Beekeeping Division;
- (3) government beekeeping projects -- Buha, Mwambao, and Ukimbu -- should be handed over to beekeepers' cooperative societies;
- (4) greater efforts are needed to encourage the participation of women in beekeeping activities and TFAP planning, as is already done in Arumeru District; and
- (5) recommendations are proposed for improving extension, marketing, training, and research activities.

Other government officials, however, argue that government beekeeping projects should be sold, rather than given, to cooperative societies.

Honey and beeswax have been significant exports in Tanzania. In the TFAP, it was anticipated that honey and beeswax production and exports would be increasing. TFAP export targets for 1993 were 2000 tons of honey and 500 tons of beeswax. Recently, however, exports have declined dramatically (Table 12).

Various reasons for this decline in exports have been suggested. Recently, problems have occurred for beekeepers with marketing. Whereas, in the past, marketing had been handled by cooperatives and assisted by extension agents, now it is increasingly left to the private sector. Private traders may not be willing to travel to remote areas to buy honey and beeswax. Another explanation is that more honey is being converted to beer brewing, for local consumption.

This situation calls for serious reassessment of the existing strategies, to identify how the beekeeping industry can be better supported by the government. While it is appropriate that activities be run on a commercial basis by the private sector, it is also important that the government take the necessary measures to create a conducive environment for the industry.

Wildlife Management

The TFAP Wildlife Management programme aimed to improve wildlife conservation and socio-economic benefits, through increasing participation of local communities and the private sector. Through enhanced conservation of wildlife resources, potentials for wildlife tourism could be developed.

The TFAP programme proposed changes in the Wildlife Policy, improvement of the game reserve network and efforts to control poaching, permitting sustainable exploitation of game, and institutional strengthening. Needs for ecological monitoring, improved planning, assessment, and training were identified. Nine project profiles were suggested to carry out these activities, at an estimated cost of USD 35.15 million. Support for some projects has been received from WWF, AWF, USAID, DANIDA, and GTZ.

Revised policies have been drafted for Wildlife, National Parks, and the Ngorogoro Conservation Area. These policies reflect the new approach towards increasing local participation in management plans, local hunting quotas, and local benefits from wildlife conservation, such as local employment by hunting companies or a share of revenues for local development purposes. For example, in Masawa, a village in Shanyanga Region bordering the Serengeti, and also in a village adjacent to the Selous Reserve, 25 percent of hunting revenues go to village councils for development needs. Representatives of different sectors participate in local workshops for preparing the management plans. Similar examples can also be found in Kenya.

According to the Director of National Parks, the government needs to consider how to integrate the wildlife and national parks policies. In the current draft forms, the National Parks policy is stronger concerning conservation than the Wildlife Policy. The Wildlife Policy does not, for

example, consider buffer zones, beekeeping, or fishing. Similarly, it is important to consider how these policies will relate to the National Conservation Strategy and the TFAP. In November 1993, however, the Director of Wildlife noted that the Wildlife Division had not participated in the development of the National Conservation Strategy.

Achievements have been noted in biodiversity protection, through the establishment of several new game reserves and National Parks. In 1992, the Udzunwa Mountains were protected as a National Park. The Regional Development Committee has approved a doubling of the Katavi National Park, to protect wetlands areas. In Panga District, Mlalali, Nonga, Ukuati, and Rungwa River have been proposed as game reserves, whereby the local people would benefit from hunting revenues. Since TFAP was adopted, tourism and hunting revenues have increased.

To improve intersectoral collaboration, exchanges of personnel have been suggested. For example, much overlap exists between wildlife and forestry responsibilities, with game living in Forest Reserves and forested public lands, and forests occurring within Game Reserves and National Parks. Therefore, it would improve activities if some foresters could work with the Tanzania National Parks Authority (TANAPA), and some wildlife specialists with the forest authorities. TANAPA is currently planning a biodiversity programme for the National Parks, working with the New York Zoological Society and the University of Dar es Salaam, and plans to hire some foresters and train them to work as park wardens.

TANAPA has proposed that certain forests -- such as Mt. Meru, Kilimanjaro, the forest at Lake Manyara, and possibly Amani Forest in the Eastern Usambaras -- could be managed by TANAPA, to promote both protection of the biological diversity and sustainable local resource utilization. These forests are all located in areas of high population density, with high demands for forest products. Given its financial and human resources, TANAPA may currently be better equipped than FBD to provide stronger control and monitoring at the ground level, e.g., in minimizing threats to mountain forests, such as wildfires and pit sawing. FBD, however, feels it can manage these forests to protect their conservation values.

In late 1993, the recently-appointed Director of Wildlife had been asked to review of wildlife issues for TFAP updating. Despite his prior experience with TFAP, the Director of the National Parks (previously Director of Wildlife) had not been contacted about TFAP updating.

Ecosystems Conservation

The TFAP Ecosystems Conservation (EC) programme was proposed to create a system of nature reserves to cover different ecosystems, to protect biological diversity and genetic resources. This programme aimed to focus on protection of the forests throughout the Eastern Arc mountains, as well as coastal forests, Rungwe mountains, and other natural forests. Needs to protect specific species, such as mpingo (African blackwood, or ebony, i.e., Dalbergia melanoxylon) and muhuhu (Brachylaena hutchinsii), were also identified. Other proposed activities included environmental education, research on ecosystems and medicinal plants, establishment of data banks, and training. Thirteen project profiles were proposed, at an estimated cost of USD 43.3 million.

Despite global interest in issues of biological diversity, this programme has not yet received much donor support. Some ecosystem conservation activities in the Eastern Arc region are being funded by NORAD, DANIDA, EEC, GTZ, WWF, and GEF in conjunction with catchment forestry activities. Other conservation projects are under consideration by WWF and IUCN. The Project Pipeline Status Report lists an additional three ongoing projects that contribute to ecosystem conservation objectives, which include preparation of the National Conservation Strategy by NEMC, conservation activities in Shinyanga (under HASHI), and institutional support to NEMC through SIDA and FAO/UNDP-GEF.

A review of the Ecosystem Conservation programme (Mbwana 1992) notes the achievements to date:

- (1) studies to establish the Amani Nature Reserve in the Eastern Usambara Mountains, with recommendations made for needed legal changes required for adequate conservation protection;
- (2) establishment of the 2000 km² Udzunwa Forest Reserve in 1992;
- (3) management of the Mazumbai forest by the SUA Forestry Faculty;
- (4) assessment of 39 coastal forests;
- (5) efforts underway to establish Mafia Marine Park;
- (6) seminar held by NEMC in September 1991 to discuss needs for wetlands conservation; and
- (7) management of ecosystems through the catchment forestry programme.

To date no activities have yet been undertaken to protect mpingo (ebony), which remains an urgent priority given its high world value, export earnings for Tanzania, and dwindling supplies. In Arusha, an important natural stand of mpingo has recently been discovered, and efforts are underway to legally protect the area, to use the area for research purposes (Christopher Lema, 1993, personal communication).

People's Participation

The TFAP recognizes the vital role of broad, popular participation in addressing deforestation and land degradation in Tanzania. This approach is in line with other government strategies, to minimize the role of government and promote local responsibility for decision-making and management. When the TFAP was written, it was assumed that people's awareness and environmental conservation could be strengthened through the mass media, schools, and the single political party. Particular target groups identified were women, rural people, non-governmental organizations, youths, and self-help groups.

Subsequently, it was decided that greater efforts were needed to decentralize the TFAP process and increase people's participation. Therefore, beginning in 1990, Regional Forestry Action Plans were prepared and village consultations were held.

Five project profiles were prepared. Two focused on training women, in their legal rights, especially with respect to land tenure, and in tree growing and forest conservation. Three proposed projects aimed to strengthen and train NGOs. To date, some forestry training for women is included within Danida- and SIDA-assisted projects. Several projects working on agroforestry and nursery activities are supporting NGO efforts. An updated directory of Tanzanian NGOs has been supported, with assistance from UNICEF. A FinnIDA-assisted project has funded some NGO workshops relating to forestry and TFAP issues.

To increase overall public awareness, a Kiswahili document, Tunza Miti Ikufae, was prepared to summarize the Tanzania Forestry Action Plan. More than 100,000 copies of this document have been printed and distributed. Other awareness-raising activities have been developed, such as radio programmes, posters, calendars, and designs for covers of school exercise books. The mass media has been increasingly publicizing environmental issues. Work has also been done to develop environmental curriculae for primary, secondary and adult education programmes.

Two recent TFAP reviews have examined people's participation and gender issues (Shaba 1992; TANGO Consultants 1993). In reviewing people's participation, the Tanzania Association of Non-Governmental Organizations has argued that the TFAP process has inadequately involved NGOs. Although TANGO is supposed to represent NGOs on the TFAP Steering Committee, they have not been invited to many meetings. Communications between the NGO community and the government remain limited: rather than regular exchanges of information, NGO representatives and government officials may meet at various workshops and seminars.

As noted in various reviews, Tanzanian NGOs are relatively young and weak organizations. Compared with many other African countries, the NGO community in Tanzania is not well developed. Some of the most experienced NGOs are those with religious affiliations working in rural areas. Although TANGO is an umbrella organization, which represents and can reunite various NGOs, especially those based in Dar es Salaam, it does not have very strong outreach capabilities for working with grassroots organizations in the rural areas. Training and support are needed to develop NGO capabilities.

Similarly, NGO representatives have voiced concern about the inadequate involvement of women in TFAP planning and implementation. Although the TFAP Document itself has been cited as a model for its reference to gender issues and women's needs, many observers argue that few women foresters, experts, or consultants have participated in preparation of either the national- or regional-level Forestry Action Plans and subsequent special studies and reviews. Even with the village level consultations, in some areas village women did not attend, or speak out in, village meetings. Records of participation are not disaggregated by gender, making it difficult to assess the degree to which women have been involved.

Various strategies have been proposed for increasing the involvement of women and NGOs in particular, and people in general, in the TFAP process. Major recommendations include use of the language that most Tanzanians understand, Kiswahili, and use of traditional popular media and communication systems. Some NGOs have undertaken particular efforts to

improve information about, and for, women's roles in natural resource management. For example, the Journalist Environmental Association of Tanzania (JET) undertook a village-based research project, to document and communicate women's activities and concerns (JET 1992).

Due to adoption of a multi-party political system, CCM political party meetings no longer provide an universal forum for disseminating information on the TFAP or environmental issues. Such environmental issues will, presumably, be of interest to all political parties. In the long run, environmental issues must be on the national and local political agendas.

Training and Human Resources Development

Five project profiles were prepared for the programme dealing with training and human resources development. With SIDA support, FBD had intended to develop human resources development, training and staffing plans. A database has been established, containing information on personnel employed, their training and experience. A review of human resources development issues is being done for TFAP updating.

In 1988, TFAP background documents estimated that 50 of 1274 employed foresters worked for NGOs or the private sector: the vast majority worked for the government or parastatals. The TFAP documents estimated that additional semi-skilled and unskilled labour amounted to 9000 people, of whom two-thirds were government employees. According to FBD's Training Section, in 1993 Tanzania had 1276 trained foresters, of whom 74 (6 percent) are women (Table 13).

Training in forestry and beekeeping is offered by the following Tanzanian institutions: Sokoine University of Agriculture (SUA) - Forestry Faculty; Forest Training Institute (FTI); Forest Industries Training Institute (FITI); and Tabora Beekeeping Training Institute. Other institutions provide training in related areas, such as wildlife (College of African Wildlife Management in Mweka) and ecology, resource assessment and sociology (University of Dar es Salaam). Already more than 350 graduate foresters are employed.

Table 13. Trained Forestry Personnel (as of December 1992).

	Men	Women	Total
Certificate	580	22 (4%)	602
Diploma	281	38 (12%)	319
B.Sc.	258	11 (4%)	269
M.Sc.	60	3 (5%)	63
Ph.D.	23	-	23
Total	1202	74 (6%)	1276

Tanzanian forestry institutions are currently facing a crisis, on both the technical and professional levels. Due to inadequate human resources development and funding, the training institutions are underutilized, and recently trained foresters are unable to find forestry employment.

The two technical schools, the Forest Industries Training Institute (FITI) in Moshi and the Forestry Training Institute (FTI) in Olymotonyi, have received little funding from central government and few students this year. Previously, FinnIDA has provided some funding to FTI, and SIDA and other donors have assisted FITI.

In 1993/94, FTI only had 49 students, instead of its normal 120. FTI was informed about the cuts in government funding, and thus in students, only one month before the academic year began. The school has approximately 20 instructors. Similarly, the vocational training schools in Rongai and Sao Hill are not being used to capacity. The 1993 forestry graduates from Sokoine Agricultural University have not yet been employed, due to lack of government funding.

The SADC Forestry Training Centre in Olymotonyi has just been established with funding from NORAD and other donors. It will operate in collaboration with SUA's training centre in Olymotonyi. It aims to offer refresher courses for forestry professionals. Similar strategies are being considered by other institutions: FTI, for example, is thinking about offering more in-service training courses.

The current government strategy is to gradually reduce government funding of education, to encourage cost-sharing with students and their parents. In the short run, however, FBD is counting on donor support to assist in maintaining the training institutions. Donor support, however, has been decreasing.

Greater attention needs to be given to the types of human resource development needed to better manage forest resources. Comprehensive assessments of overall forestry management objectives, available and needed skills, and training needs are required. Efforts are needed to identify possibilities for job creation in both the formal and informal private sector. If employment of trained forestry personnel in NGOs and the private sector increases, it may be necessary to adapt some training programmes to meet these needs.

Forest Research

The Project Pipeline Status Report reports that some elements of the ten original project profiles for Forest Research are receiving some support, from SUA, IRA-U DSM, WWF, FAO/UNDP-GEF, WB, and the Government of Tanzania. The Government is shown as providing limited support to Forest Research Projects FR4, FR5, FR6, FR7, FR8, FR9, and FR10, with additional donor assistance envisaged. An additional project profile, FR11, is listed, with the notation that a Project Document draft was prepared for FinnIDA.

In 1989, the TFAP Document had identified 9 grand research programmes. For the 18-year period of the TFAP, the original ten project profiles were

estimated to cost USD 7.95 million, and the overall research programme USD 29.10 million.

Subsequently, with assistance from a SADC Forestry Research Programme and the TFAP: Support to Implementation Project, TAFORI prepared a Research Master Plan for 1993-2002 (TAFORI 1992a, b). The Research Master Plan focuses on five development programmes, which are (in order of priority, beginning with the most important): (1) Community and Farm Forestry; (2) Ecology, Conservation of Natural Forests and Biodiversity; (3) Tree Improvement; (4) Plantation Forestry; and (5) Harvesting, Utilization and Marketing. The Research Master Plan was developed after a series of SADC and Tanzanian workshops, which developed consensus on the priority programmes.

For these five programmes, 35 project profiles have been prepared. To support these programmes, TAFORI also identified a support programme, to include infrastructure, human resources development, research library services, finance and administrative services, and income-generating activities. The estimated cost of this ten-year Research Master Plan is a total of USD 26.68 million (USD 10.89 million for the development programmes and USD 15.78 million for support programmes). The aim is to obtain 50 percent local and 50 percent external funding. When possible, TAFORI will work on marketable research, whereby the user of the research findings would pay the research costs.

In 1993, the TAFORI Director-General had not yet been contacted about the TFAP updating. The TFAP Coordinating Unit, however, considers that the Research Master Plan will be used as an input in the TFAP updating.

For fiscal year 1993/94, the Government of Tanzania provided no funding to TAFORI. In March 1993, TAFORI was informed that FinnIDA was unable to provide core support funding, to help TAFORI build an office and establish other necessary infrastructure. Other donors had anticipated that FinnIDA would provide core support, so had only been considering funding specific research projects.

Due to the recent lack of financial support, from either government or donors, TAFORI has been in a very precarious situation. It has failed to attract top-notch Tanzanian researchers. Three researchers have already left TAFORI, two moving to SUA and one to a SADC gene bank in Zambia. Thus, most forestry research is being undertaken by faculty and students at Sokoine Agricultural University.

TAFORI planned to generate some operating funds for 1993/94, by thinning and selling timber from a 30-hectare teak research plot. This is only a temporary, one-time solution to their funding crisis.

In the long run, TAFORI's financial situation should improve. In early 1994, FinnIDA has committed 30 million Finnish marks (approximately 5.5 million US dollars), as support to TAFORI from 1995 to 1998. This support will help TAFORI establish needed infrastructure.

Planning

A major challenge had existed in preparing the TFAP, given the limited data available on forest resources, and the lack of planning experience. The TFAP recognized the importance of strengthening FBD's planning and monitoring capabilities, and recommended formal establishment of the Planning Section. To properly plan, efforts were need to improve databases and information systems regarding forest resources, as well as to develop planning capacity.

Five project profiles were prepared, of which four deal with resource inventories and mapping, and one with strengthening forestry planning and coordinating TFAP implementation. The three inventory projects have received some support from SIDA and the Government of Tanzania. To date, progress on inventories has been slow. Mapping of sensitive forests and woodlands has not yet been started, except for a wetlands conservation survey.

Support to the Planning Unit (Project Profile PL5) has been provided through two different donors. SIDA has provided support for planning, and FinnIDA has provided support for information systems for TFAP monitoring and additional support for planning. The latter has stressed training of regional and district staff in preparing Regional Forestry Action Plans and conducting village-level consultations, as well as ongoing efforts to update (revise) the TFAP. The FinnIDA-assisted project also has assisted the Planning Unit with the establishment of two databases: one provides baseline forest statistics, collected from the Regional Forest Officers, and the second provides information on donor-assisted TFAP projects.

Overall assessments of FBD's needs for information systems and databases should be considered a high priority. Although various FBD Sections have their own information systems, staff members seem unaware of information collected by their colleagues in other Sections. Efforts are needed to make the information systems more interactive, with information flowing not only to FBD headquarters, but also out to the Regions, Districts, and projects, to support field activities. Efforts are needed to link these information systems with those in related organizations, such as the Institute for Resource Assessment at the University of Dar es Salaam and the National Environment Management Council.

Although the Planning Unit has prepared and distributed periodic reports on the status of TFAP implementation, many people contacted by the Review Team seemed unaware of whether, in fact, TFAP implementation had started, or how much had been achieved. Some donors were unsure whether they were assisting projects that fall within, or outside of, the TFAP framework. Clearly more effective means of disseminating information on the TFAP should be developed.