APPENDIX 3A, Attachment 1
Chapter 3, Handbook 3 (TM 3:43)
PD-ABM-122

AGENCY FOR INTERNATIONAL DEVELOPMENT

PROJECT DATA SHEET

1. TRANSACTION CODE: A = Add, C = Change, D = Delete — Amendment Number

DOCUMENT CODE: 3

COUNTRY/ENTITY: Tanzania

3. PROJECT NUMBER: 621-0180

4. BUREAU/OFFICE: USAID/Tanzania

5. PROJECT TITLE (maximum 40 characters): Participatory Environmental Resources Management

6. PROJECT ASSISTANCE COMPLETION DATE (PACD): MM 09 DD 27 YY 00

7. ESTIMATED DATE OF OBLIGATION (Under 'B.' below, enter 1, 2, 3, or 4)
A. Initial FY 95 B. Quarter 4 C. Final FY 99

8. COSTS ($000 OR EQUIVALENT $1 =)

A. FUNDING SOURCE	FIRST FY B. FX	C. L/C	D. Total	LIFE OF PROJECT E. FX	F. L/C	G. Total
AID Appropriated Total						
(Grant)	(6,800)	( )	(6,800)	(10,000)	( )	(10,000)
(Loan)	( )	( )	( )	( )	( )	( )
Other U.S. 1.						
Other U.S. 2.						
Host Country						
Other Donor(s)						
TOTALS						

9. SCHEDULE OF AID FUNDING ($000)

A. APPROPRIATION	B. PRIMARY PURPOSE CODE	C. PRIMARY TECH. CODE 1. Grant	2. Loan	D. OBLIGATIONS TO DATE 1. Grant	2. Loan	E. AMOUNT APPROVED THIS ACTION 1. Grant	2. Loan	F. LIFE OF PROJECT 1. Grant	2. Loan
(1) DFA				-	-	6,800	-	10,000	-
(2)									
(3)									
(4)									
TOTALS				-	-	6,800	-	10,000	-

10. SECONDARY TECHNICAL CODES (maximum 6 codes of 3 positions each)

11. SECONDARY PURPOSE CODE

12. SPECIAL CONCERNS CODES (maximum 7 codes of 4 positions each)

A. Code	DIDE	EVCB	EVMP	EVWR			
B. Amount	1500	3000	2630	2870			

13. PROJECT PURPOSE (maximum 480 characters)

Support Community-Based Natural Resources Management in Tanzania

14. SCHEDULED EVALUATIONS
Interim MM 10 YY 97 MM YY Final MM 04 YY 99

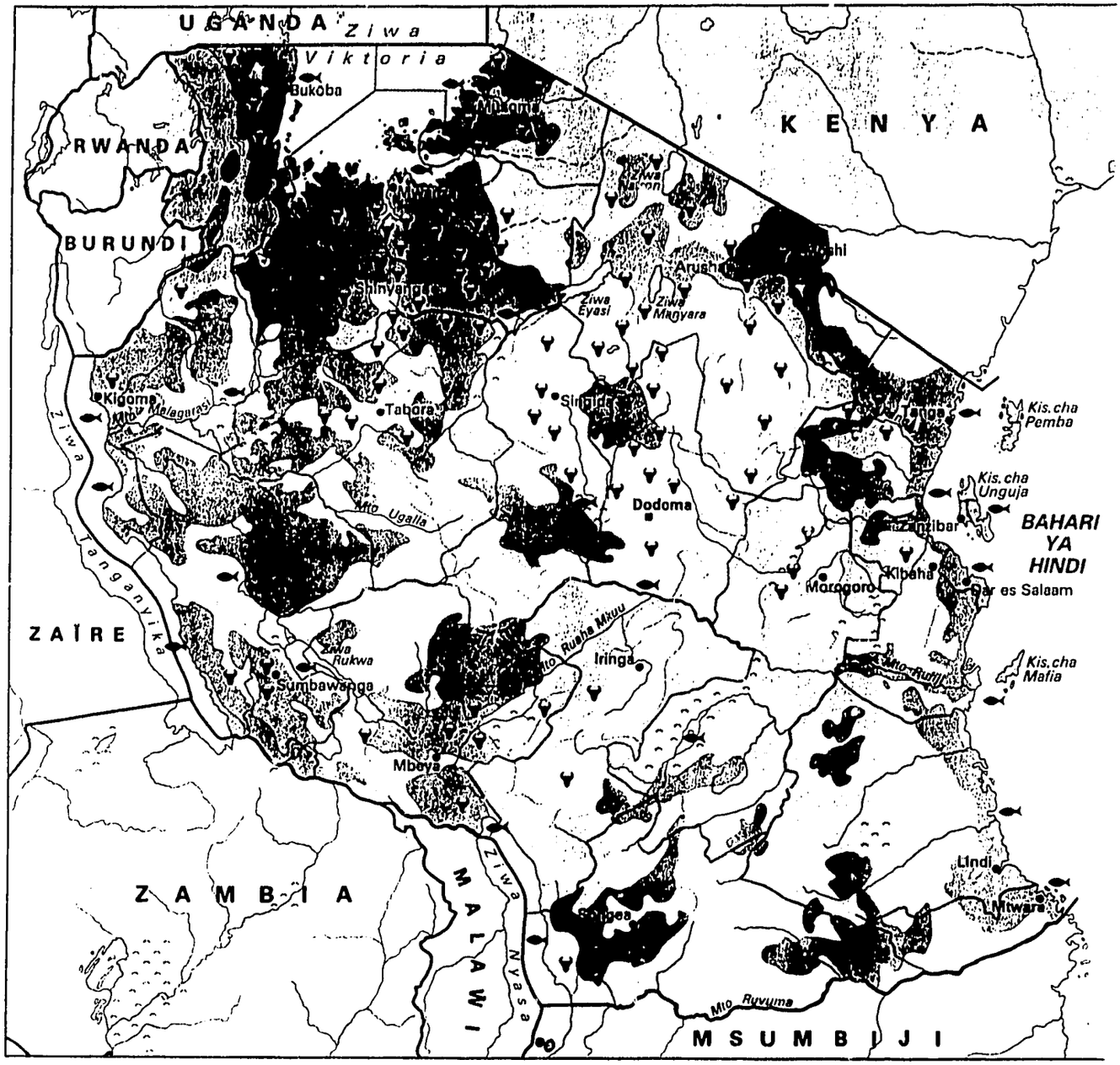
15. SOURCE/ORIGIN OF GOODS AND SERVICES
☐ 000 ☐ 941 ☐ Local ☒ Other (Specify) 935

16. AMENDMENTS/NATURE OF CHANGE PROPOSED (This is page 1 of a ____ page PP Amendment)

17. APPROVED BY
Signature: Mark Wentling
Title: Mission Director
Date Signed: MM 09 DD 28 YY 95

18. DATE DOCUMENT RECEIVED IN AID/W, OR FOR AID/W DOCUMENTS, DATE OF DISTRIBUTION
MM DD YY

Tanzania Matumizi ya Ardhi



Ufunguo

- Misitu na Vichaka
- Misitu yenye Nyasi – Malisho na Kilimo
- Mbuga za Nyasi – Malisho na Kilimo
- Ardhi ya Kilimo cha Mazao ya Biashara
- Java
- Ng'ombe
- Uvuvi

0 100 200 300 kilomita

Matumizi makuu ya ardhi ni kwa ajili ya **kilimo, ufugaji** na **uvuvi**. Katika Tanzania kuna wakulima wengi wenye mashamba madogo madogo na vipo vijiji vyenye mashamba makubwa ya ushirika. Serikali, Mashirika ya Umma na Kampuni za watu binafsi hulima mashamba makubwa. Mazao makuu yanayolimwa yameonyeshwa katika ramani ukurasa wa 15. Ranchi za Taifa na mashamba makubwa ya mifugo huzalisha aina bora za mifugo ambayo huenezwa kwa wafugaji vijijini.

Je pamba, kahawa na katani hulimwa kwenye sehemu zenye aina gani ya udongo ?

Moja ya matumizi ya ardhi ni kwa ajili ya malisho ya mifugo. Wakulima wengi hufuga makundi makubwa ya ng'ombe.

Tanzania

UGANDA
KENYA
RWANDA
BURUNDI
ZAMBIA
MALAWI
Ziwa Viktoria
Ziwa Natron
Ziwa Eyasi
Ziwa Manyara
Ziwa Rukwa
Mto Ruaha Mkuu
Mto Ugalla
Mto Pangani
Mto Rufiji
Kis. cha Pemba
Kis. cha Unguja
Kis. cha Mafia
BAHARI YA HINDI
BUKOBA
KAGERA
MWANZA
MARA
MUSOMA
SERENGETI
MANYARA
MONDULI
ARUSHA
KILIMANJARO
SAME
LUSHOTO
TANGA
PANGANI
HANDENI
KIGOMA
KASULU
URAMBO
TABORA
SHINYANGA
KAHAMA
NZEGA
IGUNGA
IRAMBA
SINGIDA
KONDOA
KITETO
DODOMA
MANYONI
BAGAMOYO
DAR ES SALAAM
MOROGORO
KISARAWE
KIBAHA
RUFIJI
MAFIA
MPANDA
RUKWA
NKASI
SUMBAWANGA
CHUNYA
MBEYA
MBARALI
MUFINDI
IRINGA
MBOZI
NJOMBE
LUDEWA
SONGEA
RUVUMA
TUNDURU
MASASI
MTWARA
LIWALE
LINDI
KILWA
ULANGA
MISUMBIJI
Mkoa wa Dar es Salaam
KINONDONI
ILALA
TEMEKE
PWANI
0 10 20 km
36 Masharikiya Greenwich

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The design of the Participatory Environmental Resources Management Project has benefited from the involvement of a number of people. Diana Putman and Patrick Fleuret have tried to incorporate lessons learned from their respective development and academic experiences in Africa and Asia in order to create a project that is innovative and flexible in light of changing circumstances within Tanzania and within our own Agency. The assistance of REDSO/ESA staff, namely John Flynn, Eric Loken, Ruth Buckley, Wanjiku Muhato, Joe Carvalho, Tony Chan and Joao de Quieroz, who worked closely with the Mission to develop a project appropriate to the needs of Tanzania and responsive to reengineering precepts and signals from USAID/Washington. Within the Mission, Anne Fleuret, Mwanasera Mwinyi and Patrick Mwangunga, Hedwiga Mbuya and Daniel Ngowi, accompanied the designers on field trips and suggested ways to incorporate on-going activities into this new framework. Special thanks go to Heath Anderson and Zia Munshi who labored valiantly to edit an early version produced by several people with quite different writing styles.

During 1994 and 1995, we consulted with a wide range of Tanzanians, both governmental and non-governmental, in Dar es Salaam and in the regions including talking to farmers and rural residents to try to understand their needs and problems and to identify potential solutions. Discussions have been held with donors and with local and international NGOs, all of which helped shape this final document. In particular, staff from the following Ministries provided help and insights: Water, Energy and Minerals; Agriculture and Livestock Development, especially the Irrigation Department; Tourism, Natural Resources and Environment; and the Planning Commission. An early draft of PERM was circulated to 26 organizations: the GOT, local and international NGOs, university staff and donors. Twelve people provided detailed comments which greatly enriched subsequent versions of the document.

PERM remains but a framework for undertaking activities in support of Community Based Natural Resources Management in Tanzania. To achieve the desired impact will require hard-work and continued close collaboration with the many individuals and groups interested in natural resources management in Tanzania. Therefore, the designers of PERM are grateful for the team work shown so far and optimistic that this will continue to ensure that Tanzanians benefit from the varied resources surrounding them and the richness of the environment will be protected for visitors to admire and appreciate as well.

EXECUTIVE SUMMARY

Tanzania is endowed with an abundance of natural resources. It is one of the world's richest and most diverse countries in terms of plant and animal species and habitat. This natural resource endowment is most directly affected by human activity in the realm of food production. Agriculture is the mainstay of the Tanzanian economy, employing over 80% of the adult work force and accounting for about 50% of GDP and 75% of foreign exchange earnings. Through their agricultural activities, millions of rural families are the day to day managers of much of the country's land, water and vegetation resources. In the past, natural resource utilization strategies were compatible with conservation of the natural resource base. Crop production activities allowed for the recuperation of soil fertility, nomadic and transhumant herding was practiced on marginal lands, and forest products were harvested at a sustainable rate. However, the dynamics of rural life have been drastically affected by colonial rule, post-independence policies, global market trends, urban immigration, and population growth. Today, a large proportion of rural Tanzanians are impoverished. Increased pressure on the resource base due to population increases, erosion of indigenous knowledge, and competing activities such as tourism, irrigation and hydropower generation have led to unsustainable farming, herding, and wildlife utilization practices. This increasingly difficult situation is accompanied by a rise in the illicit use of resources.

The Government of Tanzania has recognized the importance of its natural resource base and has set aside some twenty-five percent of the Mainland in protected areas in national parks, game, forest, and marine reserves. Various laws have been enacted and policies and planning documents have been drawn up to encourage sustainable use of natural resources. Unfortunately, there is no clear and consolidated policy or framework for natural resource management, and enforcement of existing legislation has been weak or absent. This, coupled with a lack of appreciation of the need for sustainable natural resources management (NRM) by many Tanzanians, is resulting in the degradation of the resource base.

Much of the excellent work done to date to safeguard the resource base emerged out of the "conservation" movement which encouraged preservation or restricted use of forests and areas with significant wildlife populations. This important and commendable first step continues to require support. Nevertheless, the recognition that conservation must be coupled with the enhancement of the quality of rural life has fostered the emergence of a rural development paradigm known as Community Based Natural Resources Management (CBNRM). This model recognizes the legitimate rights of people to local resources, and aims to integrate social development and conservation through sustainable utilization of resources, particularly in buffer zones and in non-protected areas. CBNRM recognizes the need for both the state and local communities to develop a new co-management approach to resource utilization, one that offers clearly defined management rights, responsibilities and benefits in return for contributions made to sustainable management. CBNRM can be broadly applied and includes the encouragement of local responsibility for watershed protection, soil conservation, appropriate dryland and irrigated cropping, and herding

practices. CBNRM aims to complement, but not replace, the more conventional preservation approaches to natural resources conservation.

The Participatory Environmental Resources Management (PERM) Project is designed as a $10 million, five-year activity. An initial obligation of $6.8 million is expected in FY 95. PERM will contribute to the achievement of USAID/Tanzania's Strategic Objective "Strengthen Natural Resources Management" by encouraging CBNRM in Tanzania. PERM's purpose is to support community based natural resources management (CBNRM) in Tanzania. CBNRM was chosen as the focus of the project because of the urgent need to devote attention to resource utilization outside of protected areas as one means to help enhance food security, alleviate rural poverty and safeguard the country's biodiversity and development options.

PERM provides a philosophical and methodological framework for availing resources according to specific criteria and to addressing problems identified through analysis, past experience and experimentation in a systematic manner. The design and implementation of PERM, and the identification of specific CBNRM activities, is an iterative process, providing a framework whereby USAID/Tanzania will assist all levels of the GOT, NGOs, the private sector and citizens themselves to identify and implement CBNRM programs based on an understanding of indigenous knowledge and practice, and lessons learned. These partners will also identify and rectify legislative, policy and planning constraints and institutional weaknesses hindering the implementation of CBNRM activities.

A for profit or non-profit organization will be competitively selected to implement PERM. This organization will have resources to provide the assistance necessary to carry out policy studies, draft legislation, solve specific technical issues, conduct baseline studies and monitoring and evaluation activities, arrange both in-country and regional sharing of experiences through study tours and workshops, and provide grants to NGOs, CBOs and possibly GOT agencies to execute activities at the grassroots, district, regional and national levels.

By the end of PERM, the following results are expected:

- 1) An integrated, coordinated policy and legislative framework for CBNRM will be established;

- 2) National, regional and local institutions for CBNRM will either be created or strengthened;

- 3) Private sector capacity to participate effectively in CBNRM will be enhanced;

- 4) Awareness of the benefits of CBNRM among the public and participants will be raised;

5) In targeted areas, resources will be effectively and sustainably managed by local users whose standard of living will have measurably improved.

SECTION I. PROBLEM STATEMENT AND ASSISTANCE INTERVENTIONS

1. Introduction and Background Information

a. Overview of the Natural Resource Base

Tanzania is a large and varied country, encompassing 942,800 square kilometers (km^2) of land and water. It is home to 27 million people, with a population growth rate of 2.8 percent per year. About 22.9 million people, or 85 percent of the total population, live in rural areas; however, the urban population of 4.1 million is growing at a rapid 7 to 8 percent per year. While Dar es Salaam accounts for about half of the urban population, Mbeya, Morogoro, Mwanza, Arusha and Tanga, among others, are large and growing regional urban centers.

Tanzania is blessed with an abundance of natural resources including extensive marine and coastal regions, vast areas of arable lands, pastures and forests, and many other significant natural assets. Sites, such as Ngorongoro Crater, the Serengeti, the Eastern Arc mountains, and the Great Rift Valley lakes, are world renowned. In mainland Tanzania, about 50 percent of the total land area is forest and woodland: 40 percent is grassland and scrub, and six to eight percent is cultivated. The terms forest and woodland are comprehensive and only two percent of the country is covered by dense closed forest (1.4 million hectares). The following table demonstrates the patterns of land use for the entire country.

TABLE 1

LAND USE	HA (MILLION)	PERCENTAGE
Smallholder cultivation	4.1	5
Large scale agriculture	1.1	1
Grazing land	35.0	39
Woodlands and forest	44.0	50
Other land	4.0	5
Total	88.6	100

The tsetse-fly infested areas of West Central and South East Tanzania constitute a large proportion of the woodland. The largest area of mangrove forests, which are an environmentally significant resource in East Africa can be found in Tanzania (0.1 million hectares). Grassland and scrub include most of the rangeland area of the country and support an estimated 13 million cattle and 10 million sheep and goats. However, almost 60 percent of this livestock is concentrated on 10 percent of the land in the north and central parts of the country. The cultivated area is worked largely by smallholder farmers. Although about one

percent of the total land area is held in large farms (which are concentrated in the northern parts of the country), shifting cultivation is still common, particularly in the drier parts of the rainfed agriculture zone. The high potential of irrigated agriculture has not been realized due to high investment costs (only 20 percent of irrigable land is currently irrigated, of which four-fifths is under traditional small-scale irrigation). Existing irrigation schemes cause problems such as soil salinization, increase of diseases such as bilharzia and malaria, inefficient water abstraction, and conflict with other water resource users.

While only six to eight percent of the total land area is cultivated, it is estimated that up to nine percent of soils have medium to high fertility, and 23 percent have low to medium fertility. The rest of the soils are of low quality. These statistics suggest that there is room for agricultural expansion if lands and markets become more accessible. There is also potential to expand the area under grazing. Some estimates suggest that 68 percent of the total land area has grazing potential, but much of this is now covered by woodland and bush, infested in part by tsetse fly.

Aquatic resources are important for Tanzania. The country's lake and river systems, the largest in Africa, are a major wetland resource. These include large portions of Lakes Victoria, Tanganyika and Nyasa, as well as a variety of other small lakes, swamps and floodplains. Several dams provide not only irrigation and fishing, but hydroelectricity, which is the major power source for urban areas. Marine resources include fish stocks, coral reefs, sandy beaches, mangroves, marine grasses, salt resources and great biological diversity. Marine fisheries are mainly coastal, but there is high potential for game and commercial fishing in deep off-shore waters. There is also off-shore oil and gas potential.

Wildlife is an important part of Tanzania's resource endowment. The diversity of habitats, plants and animal species found in Tanzania make the country one of the world's richest. In recognition of this fact, some 25 percent of the total mainland area is set aside in protected areas, including forest reserves. The 12 National Parks, 1 Conservation Area, 16 game reserves and 50 game controlled areas are important global centers of biodiversity. Four of these are World Heritage Sites (Mt. Kilimanjaro, Selous Game Reserve, Serengeti National Park and Ngorongoro Crater). Many of these protected areas form the major tourist base of the country. For instance, foreign exchange earnings from tourism are expected to grow from $140 million in 1992 to $323 million in 1996 or a 32% growth rate per annum.

Biodiversity is one of the country's greatest assets. For instance, Tanzania is among the five most diverse countries in Africa for mammals, birds and swallowtail butterflies, and the second most diverse for plants. The country is also important for endemic species, that is, species that are found nowhere else. Important sites for endemic species include the great lakes for fish and the forests of the "Eastern Arc" mountains, where one quarter of the surveyed flora is endemic.

Energy and mineral resources are another important component of the resource base. The major energy resources are woodfuel, hydropower[1] and coal. There is also potential for natural gas, solar energy and wind energy. Petroleum imports supplement these national resources. The country depends heavily on woodfuel (and charcoal-90% use) for primary energy use. Coal reserves are estimated at 2,200 million tons, but little exploitation has yet taken place. Although minerals only make up a small part of GDP (gross domestic product), mining of gold, diamonds, coal, tin, salt, gypsum, sand, lime, gemstones and exploration for gas all occur and have important local environmental impact.

b. Importance of Natural Resources in Tanzania's Economy and Peoples' Livelihoods

Agriculture is the mainstay of the Tanzanian economy. It employs about 80 percent of the adult work force and accounts for about 50 percent of GDP and 75 percent of foreign exchange earnings. From the early 1960s to the early 1970s, overall economic performance was favorable with an annual GDP growth of about 5 percent. The period between 1973 and 1984 registered economic decline and severe macro-economic imbalances. This was due to a combination of poor economic management policies and a series of external shocks (quadrupling oil prices, droughts, breakup of the East African Community, the war with Uganda and expansion of debt-servicing). Between 1967 and 1978 the population grew at 3.3 percent per annum versus 3.6 percent per annum for GDP. Population growth slowed to 2.8 percent per annum between 1978 and 1988 and GDP grew only at 1.7 percent per annum. Encouraging signs of economic recovery have been seen since the institution of the Economic Reform Program in 1986, with an annual growth averaging 4-5 percent up to 1992-93.

The three to four million rural families of mainland Tanzania live in more than eight thousand villages (some of which have over 5,000 inhabitants). These rural families are the day-to-day managers of most of the Tanzanian land, water and vegetation resources. Given the existing gender-based division of labor, as a result of their production-related activities, women have a key role in environmental management. Women do not generally own land but work on the fields of fathers, husbands or brothers who are the key decision-makers. In some areas, when women are allocated land, it is often more marginal land than that reserved for men's cash crop production (for which women also supply the bulk of the labor). Because this land is more marginal, erosion and limited access to water are a greater problem for them than for male farmers. In addition, because of their domestic fuel (wood) and water collection responsibilities, they tend to have heavier workloads than men.

There is great variability in the environments used by rural people with men and women often utilizing very different resources. The areas exploited include the relatively rich upland volcanic soils of Kilimanjaro and Arusha, other high rainfall areas in the northern and

[1] 80% of the nation's electricity currently comes from hydropower. Urban electricity users often blame farmers using irrigation for any and all electricity shortages, yet the underlying causes for water shortages are much more complicated.

western uplands, the southern highlands and Kagera Region west of Lake Victoria, wide areas with variable and marginally adequate rainfall and marginally fertile soils, and some dry, mostly rangeland areas, especially in Dodoma, Shinyanga and Arusha Regions. Approximately half of the land area is forest/woodlands. About 40 percent is grasslands with only eight percent cultivated at any one time. The resources that rural people use include: wood (for fuel, housing, fencing and sometimes for industrial processing such as tobacco curing); grazing resources; wildlife; soils; water; and other botanical resources needed for the production of food. The long-term continued availability of each of these resources is vital to sustainable production for most Tanzanians. Although the country nationally has a low population density of about ten people per square kilometer, this is deceiving because there is great internal variation. In some parts of the north and west highlands, for example, there are several hundred people per square kilometer with land in short supply, while in the west-central and dry areas, population densities are very low.

The growing urban population is largely dependent on woodfuel or charcoal for energy, and on local water supplies. Urban dwellers are therefore directly affected by land, water, air and noise pollution. Urban industries depend primarily on hydropower for energy and on the catchment areas which protect critical water resources. However, there are few pollution controls and waste disposal is organized only for a few. There is also unplanned urban growth in several parts of the country, in addition to Dar es Salaam. With the rapid growth of the urban population, food and other needed resources have to be transported to the towns. This creates new demands for communication and transportation. The influx of about three quarters of a million refugees from Rwanda in 1994 and Burundi in 1995 is increasing pressure on the land in Kagera and Kigoma Regions. In fact, Benaco camp, with a population of approximately 425,000, is considered the second largest city in Tanzania today with all the expected environmental problems of an unplanned city.

c. General Status of Natural Resources

Even in colonial times, the importance of preserving and protecting the natural resource base in Tanzania was recognized. Over the last fifty to one hundred years a number of policies have been established, laws have been enacted and actions have been taken to ensure that wildlife, catchment areas, forests and other resources are not overly depleted. The result has been a patchwork of law and practice at all levels (national, regional, district, village, community) which is overlapping, sometimes conflicting and not always sensible. As noted previously, Tanzania has a good record in setting aside areas for conservation or limited/restricted use of resources; but the country has been weaker is in the area of enforcement. Recognizing the need to examine what has worked and what has not, over the past several years, the Government of Tanzania (GOT) has developed an extensive process of national environmental review. It includes the preparation of a National Conservation Strategy for Sustainable Development (NCSSD, 1993) and a National Environmental Action Plan (NEAP, 1994). It also contains a variety of more sector-specific policy, legislative and

strategic planning initiatives.[2] The review was designed to develop an improved framework to address the serious threats to continued sustainable management and use of the nation's environment and natural resources. The GOT is now planning to articulate this framework more clearly to enable better coordination of activities.

Although minor differences exist, analyses of various sectors have identified similar sets of key sectoral issues and challenges. These include: (1) land degradation; (2) lack of accessible supplies of good quality water (for both rural and urban inhabitants); (3) environmental pollution; (4) deterioration of marine and freshwater aquatic systems; (5) loss of wildlife habitats and biodiversity; and (6) deforestation. These environmental problems have evolved over a long period of time and are found throughout the country. Although the exact costs relating to these problems have not been quantified due to a lack of data, it is clear that the long term economic and social costs are high. Moreover, environmental degradation has had, and continues to have, adverse impacts on the quality of human life and health. A summary of the current understanding of issues and challenges facing the natural resource base can be found in the PERM files. As described below, PERM intends to tackle some of the problems identified here.

2. Problem Analysis

a. Introduction

To varying degrees, most of the problems result from a fundamental lack of integration of natural resources management approaches in Tanzania with rural problems and needs. This, coupled with lack of enforcement of existing legislation, weak and underfunded institutions (national and local) and lack of coordination between different sectoral policies and activities exacerbates the pressure on the environment in Tanzania. Furthermore, many of the management measures instituted to date have effectively served to exclude local participation through the "top down" establishment of an extensive network of protected areas with often strict legal prohibitions against traditional use practices. In addition, the critical issue of conserving natural resources outside of protected areas, where they co-exist with rural communities, has been largely neglected. This is a key problem for Tanzania.

There is no doubt that traditional sustainable use practices have been weakened. A variety of factors have been identified although it is impossible to quantify the exact role of each one of them. For instance, the adoption of world religions (Christianity and Islam) may have had a negative impact on traditional beliefs which, in many cases, protected certain resources and localities from over-exploitation. Furthermore, the colonial imposition of schemes for resource protection often conflicted with indigenous knowledge/techniques and were enforced through compulsory labor on, for example, soil conservation terraces with punishment for

[2]These include, among others, the following: Tanzania Forestry Action Plan (draft 1994); Policy for Wildlife Conservation and Utilization (draft 1994); Wildlife Sector Review (1995), National Soil and Water Conservation Program (draft 1992), The National Irrigation Development Plan (1994); The Energy Policy of Tanzania (1992); and National Land Policy (draft 1995).

non-compliance.[3] Migration to new areas also may have impeded the modification of traditional knowledge.

Here, as in many other countries, in the period post-Independence certain aspects of indigenous cultures were weakened. This, unfortunately, affected many of the local systems which had been used to protect the resource base. For instance, centralized state rule led to the replacement of traditional political leaders by elected party officials and prohibited organizing outside state structures. As a result, outsiders often knew nothing about local customs protecting natural resources. The policy of villagization (vijiji vya ujamaa) led to the resettlement of large populations which resulted in severe land pressure in many areas and the consequent intensification of land use. Not only were traditional cropping patterns disrupted, but new pressures were placed on the land, i.e. felling of trees for all the new construction. Land control, use and allocation was placed in the hands of village governments rather than being governed by customary law, which resulted in abuses of land rights. In addition, centralized production planning and cooperative and block farming denied smallholder farmers the right to make their own production decisions or trade freely and may have intensified use of marginal lands for production purposes. "Decentralization" theoretically empowered government-supported village councils to develop village plans. But, as individuals in the council moved up the government hierarchy, these were then altered or set aside. Promised support either did not materialize or was untimely. This reduced community motivation, especially for conservation. Finally, promises of assistance from the government or other donor agencies increased dependency and further reduced motivation for self-help, even though frequently promised assistance was not forthcoming.

As a result of the intensive review of the natural resources base in Tanzania, the GOT and donors are convinced that new approaches need to be adopted or expanded because current practices are not sustainable. There is a new understanding on the part of the GOT, non-governmental NRM organizations, and concerned citizens of the need for an increased emphasis on community-based approaches towards natural resources management. Ideally, these approaches would empower individual and household production units, harness indigenous knowledge in conjunction with non-indigenous techniques, and provide economic incentives for the sustainable utilization of the resource base. These approaches will not replace standard "conservation" measures essential to safeguard biodiversity, critical watersheds and so forth but will ensure that resources in buffer zones and non-protected areas also receive attention.

Within the greater realm of possible sectoral approaches, the Mission, in consultation with development partners and GOT institutions, identified CBNRM asa logical starting point for the achievement of Strategic Objective Number One (SO 1) -- Strengthen Natural Resources Management. It conforms to current Agency policies regarding highly participatory and

[3] In 1950 the Uluguru Land Usage Scheme introduced compulsory bench terracing in farms of medium gradients, with afforestation on steep slopes, involving their closure to cultivation of annual crops. This was in direct conflict to the traditional practice of ladder terracing and led to serious riots and the closure of the scheme in 1955 (Reij, 1991).

customer-oriented approaches towards economic development. CBNRM, which is described and defined below, is widely appreciated and has great potential to effect meaningful and lasting change in natural resource management throughout the country. Some of the more specific problems and constraints associated with the establishment of expanded CBNRM in Tanzania are highlighted in the sections that follow.

b. The CBNRM Approach

Community-Based Natural Resources Management (CBNRM) encourages rural people and communities to take responsibility for the sustainable management of natural resources in areas where they live. CBNRM aims to establish resource tenure/use rights, duties and responsibilities. This is accomplished through participatory planning and decision-making with all stakeholder groups to ensure that linkages between natural resources and the needs of user groups are taken into consideration when determining allocation and management principles. CBNRM seeks to share the direct and indirect benefits of natural resources management with rural men, women and communities. The goals of CBNRM are to promote both the development of rural communities and the legal and sustainable use of their natural resources. The underlying objective of CBNRM is to demonstrate the positive role that natural resources management can have in socio-economic development at the local, regional and national levels. Although many people think of CBNRM as being closely linked to activities in and around protected areas, the basic ideas can be applied anywhere. CBNRM does not advocate replacing protected areas, but tries to allow rural populations to benefit from income generated by resource protection (i.e. park fees, services to tourists) and to ensure that common and private resources are not over-exploited. CBNRM is not a variant of socialism; private ownership of resources is both allowed and in some instances encouraged.

USAID's experience with CBNRM[4] illustrates that both the state and community must develop a new co-management approach to resource utilization that offers communities clearly defined management rights and benefits in return for their contributions to sustainable management. Common property resources can be effectively managed for sustainable use if the following five principles are met:

1. Effective management of natural resources is best achieved by giving the resource a focused value; to determine whether the benefit of managing a resource exceeds the cost, the resource must have a tangible value to the community.

2. Different inputs must result in different benefits - those communities living with the resource and thus bearing a higher cost should receive more benefits than those who do not bear the cost.

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[4] Steiner, A. and E. Rihoy: "Strategies for Community Based Natural Resources Management in Botswana, Namibia, Zambia, and Zimbabwe", 1995.

3. There must be a positive correlation between the quality of management and the magnitude of derived benefits; this provides an incentive for good management.

4. The unit of proprietorship (i.e. who decides) should be the same as the unit of production, management and benefit; the group that manages the resource should also form the local management institution.

5. The unit of proprietorship should be as small as possible within ecological and socio-political constraints; smaller social groups are better at managing themselves and the resource than large amorphous institutions.[5]

Experience has also shown that there are five elements which are central to defining the scope and process for communities to develop their capacity as co-managers of natural resources. These are: 1) policy and legal framework; 2) implementation approach; 3) institutional framework for local level resource management; 4) potential benefits and mechanisms for disbursement and; 5) resource base and use options. PERM proposes to work in all of these areas to ensure that local people are capable of managing their resources properly and that government provides the support needed through a facilitative rather than a directive process.

A number of key lessons from CBNRM experiences, which have been taken into consideration in the design of PERM, are summarized below:

1. The need for a multi-disciplinary approach for promoting the co-management of natural resources whereby the state and local communities share responsibilities and authority for sustainable use[6].

2. A number of basic issues have to be resolved at the outset for each different set of circumstances and/or resource bases in question: a) producer community versus established administrative unit; b) socio-economic versus ecological management considerations; and c) bottom up versus top down management structures.

3. Most CBNRM specialists favor a dynamic approach to local level institution building. Blueprints have not worked and implementation experience suggests that communities should be given maximum opportunity to shape the structure and functioning of their own management entities. However, this requires extensive dialogue and training so that communities can evolve from being recipient structures for benefits to becoming coordinating bodies for sustainable resource planning and management. This indicates

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[5]Murphree, M. 1993 cited in Stiener & Rihoy. 95.

[6]In promoting new institutions for local-level resource management, the creation of new departments has increased the potential for conflict with other established local government entities. On the other hand, government departments usually have not proved successful in turning policemen into extension workers, although there are some exceptions. Neither approach has convinced communities of the advantages of local capacity building, or acknowledged its complexities.

a need for creativity and flexibility in basing an approach on the socio-cultural, economic, political and historical realities which predominate in each location. It also means not overwhelming communities with the "donor's" agenda and working at the community's pace.

4. CBNRM must influence both government policy and community leaders towards initiating a more integrated and diversified approach to resource management. Such an approach will also create a more realistic basis for linking socio-economic considerations with ecological management criteria. Furthermore, integrated resource planning will promote land use strategies that optimize the management of the whole resource base.

5. There is a need to build an alliance of intermediaries (NGO and private sector) who, with the consent of local innovators, can support CBNRM.

6. External technical assistance may be required at critical points in the project development and implementation cycle.

7. Communities should be actively involved with setting the development agenda.

Experience with water user associations also supports the conclusions drawn from CBNRM experience about the importance of linking grassroots activities to legislative and policy reform. Traditional small-scale irrigation systems have existed for generations in different parts of Tanzania, but many have fallen into disrepair. Reasons for this are complex and location specific, but include community conflict, some practices such as state determined prices for crops, and the expectation that the government would maintain and repair all infrastructure provided. Furthermore, previous donor-supported irrigation systems were often built in a directive fashion without active participation of farmers. Community development activities to forge linkages between catchment protection and water availability by involving populations in rehabilitation work, while creating, or strengthening, existing water user groups will be important for the success of PERM. Literature from Asia, North and Subsaharan Africa, and from Tanzania itself, support a CBNRM approach to irrigation within overall sectoral, policy and institutional reform.[7]

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[7] Erikson, John and Roger Poulin: "Contrasting Approaches for Water Policy Development in Tunisia and Sri Lanka: Lessons Learned from USAID Experience." Washington D.C: ISPAN, 1993.

Food and Agriculture Organization: "Irrigation in African South of the Sahara." Rome: United Nations, 1986.

Goldehnson, Max: "Participation and Empowerment: An Assessment of Water User Associations in Asia and Egypt." Washington D.C: ISPAN, 1994.

Mascarenhas, O. and P. Veit: "Irrigation in Masanzi: Tanzania". Acts Press: Nairobi.

Moris, Jon and Derrick, Thom: "African Irrigation Overview" in 3 volumes. Washington D.C: Water Management Synthesis Project (Report 37), 1987.

Steinberg, David, C. Clapp-Wincek and A. Turner: "Irrigation and AID's Experience: Consideration Based on Evaluations." Washington D.C: AID Program Evaluation Report #8, 1983.

The most effective means for sustainable water use management have proven to be: a) organizing local governance structures and collecting user fees; b) developing a sense of ownership and community responsibility for self management; c) developing transparent structures and regulatory/conflict resolution mechanisms to mediate conflicts of interests and over use rights; d) obtaining buy-in from intermediaries; e) fully appreciating the community development aspect; f) identifying appropriate technical approaches; and g) getting the incentive structures which are critical for motivation[8]. Similarly, an analysis of traditional irrigation systems in Tanzania shows that the following factors have contributed significantly to success: a) villagers have incentives for managing natural resources effectively; b) local innovators pioneer and lead to obtain results; c) local leaders use their power and influence to mobilize local labor and resources, as well as manage the system/resource; d) the natural resources base can support economic and sustainable use; e) economic incentives to change production techniques; and f) external assistance is available at critical points.[9]

c. Natural Resources Management Policy Framework

Natural Resource Management (NRM) policies and associated legislation in Tanzania to date have concentrated on the establishment of protected areas (PAs), such as national parks, and game and forest reserves, effectively excluding large numbers of rural residents from what they consider to be their traditional lands. Moreover, many of the access/use sanctions apply even outside protected areas. As a result, resources that local people once used and regulated traditionally have been removed from their control or use. The resulting alienation and loss of benefit from these resources, together with uncertain terms of tenure, have resulted in a lack of investment in the resource base and unsustainable, exploitative use practices. Not only are there direct costs associated with compliance with these restrictions (e.g., wildlife-related crop damage and loss of livestock, foregone economic benefits, etc.), but the resources themselves often constitute an important source of food, energy and income for rural inhabitants. Under such circumstances, many rural residents are forced to commit "illegal" acts to meet their subsistence requirements. This situation, aggravated by growing human pressure for access to land and resources, has led to increasing conflicts between resource managers and community residents. Therefore, a major pressure on valuable resources in Tanzania is widespread rural poverty.

To fully address the growing problem of rural poverty in Tanzania and for NRM to be successful, policy decisions are required which will: 1) define resource ownership and use rights; 2) identify appropriate local/private management authorities and use schemes; 3) clarify the respective roles and responsibilities of the State and local/private management and utilization institutions; 4) create transparent and equitable mechanisms for resource management oversight; 5) ensure fair dispute resolution will occur; and 6) provide for appropriate local benefit retention and distribution. PERM, by itself, will not resolve the

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[8]CARE 1989

[9]Mascarenhas & Veit, Nov 94.

problem of rural poverty. However, by squarely addressing many of the policy, legislation, and enforcement issues, it will help provide an enabling environment where citizens have a better chance of benefiting from resources around them.

Several resource sub-sectors have already made initial attempts to review and/or revise existing policies and legislation to address these issues.[10] In addition, many CBNRM activities such as community forestry, soil/water conservation, and traditional irrigation improvement have already been pursued in Tanzania under local government statutes with at least tacit consent and encouragement from concerned national government authorities. The results of these efforts must be reviewed to determine which approaches appear to be most appropriate for effective policy and legislative reform.[11] Furthermore, appropriate roles and responsibilities for the different levels of governmental and non-governmental institutions must also be identified.[12]

d. Institutional Management and Capacity Constraints

While most NRM institutions in Tanzania have various regional and district or local-level field cadres, practically none of these "frontline" staff possess any of the skills required for effective CBNRM. Moreover, the ability of most field staff to facilitate CBNRM is severely compromised by long-standing conflicts between their extension and enforcement roles, and between their national versus local-level reporting responsibilities and institutional allegiances. Most of these officials are also unmotivated to fulfill their responsibilities due to low levels of remuneration, negligible performance reward schemes, and a chronic lack of even the most basic equipment and resources needed. To date, exceptions to this situation are the Tanzania National Parks (TANAPA) in conjunction with a young, externally donor-assisted, CBNRM unit known as the Community Conservation Service, and a diverse subset of local-level offices and officials involved with activities like TIP, HIMA, LAMP and so forth. PERM will build on experiences of other donors to try to motivate the local cadre to become NRM facilitators rather than "resource police". Furthermore, national level institutions may need assistance to implement effectively a CBNRM approach in Tanzania.

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[10]See the following:

Hitchcock: "Review of Existing Legislation Pertaining to the Environment." May 1994.
Hitchcock: "Technical Legal Report on Cooperative Forest Management in High Canopy Forests of Tanzania: Legal and Policy Issues and Recommendations." April 1995.
Policy and Legislation chapters, Tanzania Wildlife Sector Review, vols I and II. MTNR&E. March 1995.
"Revised Draft Policy for Wildlife Conservation and Utilization." MTNR&E/DW. April 1994.
"National Land Policy Revised." Mlhud. March 1995.
Mlawa & Sheya: "Environmentally Sound Technologies: Environmental Policy Perspectives." 1994.

There is also other relevant documentation on this subject (e.g., the policies, legislation and by-laws of draft forestry, environment, fisheries, etc.).

[11]For more information on activities supported with donor funding, refer to section II & Svantesson, 1995.

[12]These governmental and nongovernmental institutions include those at the: national, zonal, regional, district, ward and community, levels.

Few of the "modern" technical, organizational and institutional skills or experience required for effective CBNRM can be found among the many prospective rural community-based program participants. Traditionally, many Tanzanians had the knowledge and skills to manage their environment in a sustainable fashion but many of the beliefs, customs, and traditions have disappeared over the last thirty years. Nevertheless, there still are pockets of knowledge and expertise which PERM will try to tap. By incorporating locally-derived understanding and knowledge, new techniques and ideas are more likely to be accepted.

e. Human Capacity Affecting Natural Resources Management

Based on the serious shortcomings noted above, it is apparent that establishing effective CBNRM in Tanzania will require substantial capacity building in all of the necessary technical, institutional, management and socio-economic skills areas. However, given the predominantly rural location of resources and the serious obstacles to effective delivery of services to these widely scattered and often remote areas, it is doubtful whether formal, governmental institutional structures alone are sufficient (and totally appropriate) for this purpose. In Tanzania's circumstances, significant non-governmental involvement will also be needed to achieve the stated objectives. This has proven to be the case in most other attempts at CBNRM throughout the region. Such additional CBNRM intermediaries might include concerned local, national and international non-governmental organizations (NGOs), university staff and researchers, as well as the more formal private sector, such as timber companies, tourism agencies, hunting concerns and many others.

Given past restrictive government policies in this area, very few of these potential agents possess the necessary skills and experience for effective CBNRM. Indeed, experience has shown that the site-specific nature of CBNRM requires that many of the necessary management mechanisms and skills, and corresponding technology transfer approaches, be "custom-tailored" to the unique organizational, socio-economic, cultural and technical circumstances associated with each individual intervention. Thus, in many instances, proven technologies and approaches do not yet exist and will have to be developed and adapted through time-consuming and resource-intensive trial-and-error processes. This should actively involve farmers and other resource users.

CBNRM also requires a holistic and integrated approach to resource management (crossing both sub-sectors and hierarchical levels) to achieve optimal and sustainable results. This requires a concerted, multi-disciplinary approach, both with respect to the provision of capacity-strengthening inputs within the many different subject areas as well as to the timing of those inputs. Given the existing fragmented and uncoordinated nature of NRM sector operations in Tanzania, the development of new alliances and partnerships between public and private sector organizations and national and local-level interests will be required.

f. Awareness of Information, Technology and Potential Benefits

Tanzanian understanding about the current pressures on the environment and the need for sustainable management approaches varies tremendously throughout the country. In some areas, communities have carefully managed the resources around them and they will have important knowledge to share with others. In other places, for whatever the reason, communities have not taken good care of their environment and they will need considerable assistance to adopt new practices and discard old ones. There is also tremendous variability in the success rates of previous colonial, government and donor initiated development schemes. In areas where previous outside interventions had low success rates, people will be less eager to adopt new approaches to resource management than in areas where past interventions have been successful.

Furthermore, many rural people are unaware of the changing perceptions toward local community involvement in natural resources management. In the past, those who undertook similar activities without government consent were punished. Extensive non-formal education and awareness-building activities are required to alert people to new economic opportunities, the corresponding responsibilities and to build local ownership for the changes proposed. Sharing of information will also become increasingly important as there are more "lessons learned" and CBNRM's network of practitioners expands.

Over the years, many of the benefits from local resources, particularly wildlife and forest products, have been derived by various external interests. There is, therefore, little popular support for NRM concerns throughout the country. While more people are embracing the environmental cause, such support only represents a small fraction of the greater population. Probably the most important advocacy activities in the country to date have come from international environmental organizations such as the World Wide Fund for Nature (WWF) and African Wildlife Foundation (AWF). However, an increasingly important share of this responsibility is being assumed by indigenous organizations such as the Wildlife Conservation Society of Tanzania (WCST), the Journalists' Environmental Association of Tanzania (JET), AGENDA, and the Lawyers' Environmental Association of Tanzania (LEAT). In the future, such activities will become increasingly important as producer communities gain experience with CBNRM and its potential benefits, and begin to seek a greater voice in the decisions affecting sectoral and inter-sectoral operations. In addition, CBNRM's heightened prominence will also promote greater transparency and accountability in important decisions regarding ongoing sectoral affairs.

Finally, there is a critical need for increased information on E/NRM issues and concerned international interests throughout Tanzania. The ultimate viability of CBNRM rests on its ability to generate benefits sufficient enough to justify the costs of investments in the resource base. To maximize potential benefits, timely and accurate marketing information is required to optimize production and utilization patterns. Such market information is also becoming crucial for non-consumptive resource utilization activities such as tourism, especially as regional and international competition for limited foreign exchange becomes

more intense. The current fragmented state of sectoral operations hinders the efficient and effective flow of such information. Communication problems are further exacerbated by the poor state of the country's information and communications infrastructure, by inter-institutional rivalries, conflicts, and other similar shortcomings. Even when there are established communication channels, information is often lost as a result of inadequate data management skills and facilities. Promoting the free flow of timely and accurate NRM information and workable solutions to specific problems at all levels of society throughout the country and coordinating inter-sectoral activities would correct this. Specific efforts to promote public environmental awareness are also needed in Tanzania.

3. Mission Strategic Objective: Strengthen Natural Resources Management

Improved natural resource management is a precondition to sustainable economic development and long term food security in Tanzania; and both of these are important dimensions of USAID's program of economic development assistance in Tanzania. Consequently, what was previously a target of opportunity has become USAID/Tanzania's new **Strategic Objective One - Strengthen Natural Resources Management.** Under this SO, two complementary targets have been identified. **Target 1.1** is to strengthen national NRM (a) through national policies which support community empowerment (CBNRM), (b) through carefully selected institutional interventions to strengthen key national resource management organizations; and (c) by integrating food security considerations, including income generation from natural resources, within overall resource management objectives where appropriate. **Target 1.2** is to strengthen community natural resource management (CBNRM) (a) through participatory rehabilitation of the small-scale irrigation infrastructure; (b) community level agro-forestry, soil and water conservation and watershed management; and (c) improved community-based wildlife management in selected pilot locations.

The Participatory Environmental Resources Management Project (PERM) is entirely consistent with USAID's "Strategies for Sustainable Development." This document states that USAID will pursue an integrated approach to environmental issues using local level solutions to environmental problems with global implications. The Agency recognizes that environmental damage is often driven by poverty and food insecurity. At the country level, the Agency's strategy is that Missions should "improve agricultural, industrial, and natural resource management practices that play a central role in environmental degradation." PERM provides a framework for a variety of activities to improve such practices and emphasizes participatory approaches.

4. Goal and Purpose

There is no doubt that there are critical links between improved natural resource management, sustainable economic development and long term food security. There is also a growing belief that community-based natural resource management is more effective than top-down management. PERM will contribute towards USAID/Tanzania's overall program goal of real growth and improved human welfare. The PERM goal is to: **Strengthen**

Natural Resource Management and the purpose is to: **Support Community-Based Natural Resources Management in Tanzania.** As such, it is a key strategy for attaining the mission SO 1. The experience of USAID with PAWM and of other donors in Tanzania with district-based projects such as TIP (Traditional Irrigation Program), HIMA (Hifadhi Ya Mazingira) and LAMP (Land Management Program) and of NGOs such as AWF/IUCN, has shown that this approach can both improve rural incomes and conserve natural resources.[13]

5. Assistance Interventions Summary

Section II describes the framework for the establishment of a Community Based Natural Resources Management (CBNRM) approach in Tanzania that takes into account the lessons learned from USAID experience elsewhere. In order to facilitate partnerships and accommodate the diverse needs of different livelihood systems, localities and natural resource user groups in an integrated and coordinated manner, the project will award a contract to a private entity (profit or nonprofit) that will be selected competitively to manage PERM. The management entity will be responsible for:

- Ensuring full participation of key partners and customers in the project;
- Coordinating all project activities;
- Making recommendations to USAID/Tanzania and the PERM Steering Committee regarding the award of grants;
- Awarding and managing grants agreed upon by the Steering Committee;
- Ensuring that all project outcomes are met through the various grants awarded;
- Monitoring, evaluating, judging and reporting on results; and
- Providing selected short-term TA to assist with CBNRM work outside the purview of specific grantees, such as policy analysis, drafting national legislation, and facilitating intersectoral linkages.

Proposals considered for funding under PERM will need to demonstrate that a participatory approach has been taken in designing the activity and to explicitly describe the methodology to be used in implementation. Proposals focusing on watershed management or wildlife, initially will receive higher priority. Proposals will be evaluated also on the basis of predetermined criteria which may include:

- Potential to show measurable impact on men's and women's incomes;
- Potential to show measurable impact on the natural resource base;
- Degree of participation of customers and intermediary partners in component design;
- Degree of participation of women in component design, planned intervention and the responsiveness of proposed activities to their needs;

[13]See section on donors.

- Proven commitment of customers to the activity including their demonstrated ability to contribute in cash or in kind for costs of set-up, operations and maintenance;
- Innovation of approach to community-based organizations for project implementation and resource management;
- Proven "buy-in" by relevant officials at the appropriate level (district, regional, zonal, or national) from key government departments for the activity proposed;
- Partnership with private entities in economically viable activities;
- Potential for approaches and activities to become models for replication;
- Potential to influence the development of CBNRM policy at the local, district, regional and national levels;
- Effectiveness of component's plan for monitoring, judging and reporting on results;
- Sustainability;
- Incentive plan to reward innovative NRM behavior of participants; and
- Relationship to PERM's sectoral/resource focus.

SECTION II. PLAN OF ACTION: HOW IT WILL WORK

1. Introduction

The Participatory Environmental Resources Management (PERM) Project is designed as a $10 million, five-year activity. CBNRM was chosen as the focus of the project because of the urgent need to begin paying attention to resource utilization outside of protected areas and as a one means to enhance food security and alleviate rural poverty.

PERM provides a philosophical and methodological framework for availing resources according to specific criteria and to address problems identified through analysis, past experience and experimentation in a systematic manner. The design and implementation of PERM, and the identification of specific CBNRM activities, are part of an iterative process, providing a framework whereby USAID/Tanzania will assist all levels of the GOT, NGOs, the private sector and citizens themselves to identify and implement CBNRM programs based on an understanding of indigenous knowledge and practice, and lessons learned. These partners will also identify and rectify legislative, policy and planning constraints and institutional weaknesses hindering the implementation of CBNRM activities.

As noted previously, a for profit or non-profit organization will be competitively selected to implement PERM. This organization will have resources to provide the assistance necessary to carry out policy studies, draft legislation, solve specific technical issues, conduct baseline studies and monitoring and evaluation activities, arrange in-country and regional sharing of experiences through study tours and workshops and provide grants to NGOs to execute activities at the grassroots, district, regional and national levels. The management entity is

likely to be staffed by three to four long-term professionals, although only one or two will be expatriate. Staff will be required to have skills to undertake the following work: a) grants management; b) social science/monitoring and evaluation; c) environment/natural resources management; and d) policy, legal and institutional reform. These core long-term staff will be supplemented by very specialized short-term specialists and by the expertise to be provided by the grantees' staff.

The successful achievement of PERM will require the active collaboration of various public and private Tanzanian institutions and organizations. Orchestrating this collaboration will be very challenging for the implementors but is essential to moving beyond narrow sectoral boundaries to achieve specific impacts on the resource base. In general, each of these various partners will be expected to fulfill one or more of the following roles and responsibilities during activity implementation:

- Establishing an environment conducive to improved NRM, and specifically for CBNRM, in Tanzania. This is to be done through drafting, actively sponsoring and lobbying for the enactment and effective implementation of coordinated policies and legislation, and/or amendments thereto, designed to facilitate the adoption and implementation of CBNRM within their respective areas of technical and/or administrative oversight;

- Establishing appropriate capacities and participatory mechanisms for promoting and facilitating the effective development and implementation of sustainable CBNRM within institutions with relevant technical and/or administrative oversight;

- Developing appropriate CBNRM technologies and effective mechanisms to transfer those technologies to participating development partners (government institutions, intermediary organizations, community organizations and other private entities) and individual customers throughout Tanzania;

- Establishing appropriate inter-organizational mechanisms for effective coordination in the delivery of integrated, multi-disciplinary CBNRM support services to participating community groups and individuals, including such areas as policy development and implementation, analytical research and information-sharing, technology development and dissemination, and participatory approaches towards CBNRM activity design and implementation;

- Creating appropriate technical, financial and administrative standards for CBNRM in Tanzania, and effective, coordinated and transparent mechanisms for satisfactory CBNRM administration, implementation oversight, monitoring, evaluation and information feedback; and

- Establishing effective, coordinated mechanisms for the promotion of CBNRM at all levels and among all segments of Tanzanian society and internationally where appropriate.

It should be noted that this list provides an illustrative, generic description of the actions that need to be completed for successful CBNRM in Tanzania. It is not expected, nor would it be desirable, for all partners to attempt to fulfill all of the roles and responsibilities outlined above. Rather, each partner agency will be expected to fulfill satisfactorily those roles relevant to its respective area(s) of technical competence and/or administrative jurisdiction.

A national-level Steering Committee will be established to provide policy oversight and guide the direction of PERM. The Steering Committee is expected to play an advisory role for PERM. It will be important that this Committee have multi-disciplinary and multi-sectoral representation in order to avoid overly close identification with any one sector. Ideally, this Committee will have the stature to help technical ministries to begin taking a holistic, environmentally sensitive approach to their planning and activities. This Committee will include representatives from governmental and non-governmental institutions and include the business sector. The role of the Committee is likely to change over time. The project will not be located within a line ministry initially and it will take some time before an organization can be contracted which will manage the project. Therefore, for the first year of project implementation, a Working Group chosen from members of the Steering Committee, will work closely with the USAID Project Officer in further defining the parameters for PERM, in selecting a management entity, and in managing initial project activities. This approach will help USAID ascertain who is most interested in promoting CBNRM in Tanzania and will help identify different methods of operating than standard donor procedures.

Similarly, it is beyond the scope and resources of this activity to attempt to promote effective CBNRM in all natural resource sectors and areas of the country. Thus, CBNRM's implementation strategy will be to select its sub-sectoral and community target areas in accordance with circumstances that offer the most promise and/or the best conditions for successful CBNRM. This flexible approach is considered to be appropriate for such an early stage of CBNRM development.

With this in mind, USAID has decided to focus initial activity efforts in the areas of watershed protection, rehabilitation and sustainable utilization (soils, vegetation, water) and wildlife conservation and utilization. But, this does not imply that in an area where the emphasis is on wildlife for instance, integrated use of other resources such as forests, rivers, etc. will not be considered. This decision is based on the Mission's familiarity with these particular sub-sectoral areas, relatively favorable political and economic conditions for CBNRM within these areas, and following extensive consultations with a wide variety of concerned sectoral interests throughout Tanzania. As time and resources permit, this initial sub-sectoral focus might change in order to continue providing the best conditions for achievement of the activity's objectives. Initially, no specific geographic focus is envisaged

although activities in support of watershed management in the Pangani and Rufiji River Basins will be favorably considered particularly as they are supportive of the planned World Bank-funded River Basin Management Project. Rigorous implementation monitoring and evaluation will ensure that impact is considered throughout the course of PERM.

2. Illustrative Activities

A wide range of activities support PERM's objectives and a variety of approaches will achieve impact. It is expected that once the Mission's PAWM Project is ended (September 1996), future work in support of the wildlife sector can be implemented through PERM. This would include work on policy, planning and institutional development as well as grass-roots initiatives and community conservation activities. A wildlife sector review was undertaken in 1994-95 which has proposed reorganizing the sector. Once the choice of organizational options is made by the GOT, follow-on work to build various institutional capacities may be required.

One initial activity that PERM intends to support, at least partially, is the Peace Corps-proposed Community Based Natural Resources Management Project (FY95-FY02.) Peace Corps plans to place a maximum of thirty volunteers (PCVs) in up to six districts to increase the capacity of local government institutions and to allow communities and individuals to address land degradation issues within their district. The project is being developed with the involvement of local people and government officials. It is likely to begin in FY 96 in three districts: Babati, Hanang and Handeni. The probable funding request from Peace Corps for their seven year program is $1.75 million which will be reviewed against competing alternatives. USAID plans to provide some initial funding during FY 96 which will be transferred directly to Peace Corps.

The choice of activities that will be proposed is likely to come both from the bottom-up and top-down, but could easily support the same goals. For instance, staff in MTNR&E (Ministry of Tourism, Natural Resources and Environment) have expressed interest in supporting community-based forest management in areas outside national forests. Knowing that, an NGO interested in the topic could consult with local populations to determine whether there are communities interested in participating in the proposed activity. While local populations might not identify the specific national law which might require amendment, they could identify local legislative constraints which in turn will prompt a review of national laws and policies. Other staff in MTNR&E have identified the need for legal and policy advice on broader environmental issues, especially to ensure consistency and compatibility between national and sectoral policies. Activities which combine soil conservation, reforestation and improved water management through the rehabilitation of small-scale irrigation schemes in the uplands could be supported since this has been identified as a promising way to increase rural incomes. Alternatively, increasing the capacity of a local NGO to provide support for newly established water user associations or other CBOs could warrant funding. Since conflicts over natural resource use are common, developing Tanzanian skills for conflict resolution and management may be an activity to be funded.

A number of institutional weaknesses have been identified at all levels for many of the governmental and non-governmental organizations likely to be involved with PERM. For instance, planning and management capacities are weak, technical skills may need upgrading, facilitation, community outreach and extension skills require polishing. Communities themselves will need training and perhaps modest equipment support too. Winning proposals for funding will be expected to demonstrate how they will undertake institution-building of the organizations with which they plan to be involved. It is likely that in the early years of implementation, many of the winning proposers will be international NGOS. These NGOs will be expected to maximize use of local expertise and provide training and capacity building of local NGOs and CBOs as required. PERM does not intend to support long-term international training. Instead, knowledge-sharing and study tours both locally and regionally, and only if fully justified outside of Africa, will be encouraged. This includes informal site visits from farmers in one part of Tanzania to another region, visits to CBNRM activities elsewhere in Eastern or Southern Africa, or formal short-term courses to enhance local skills either here or abroad. Once project implementation is underway, the management entity will work with grantees to develop a training plan.

3. Key Participant Roles and Responsibilities

This section provides a brief overview of some of the myriad of actors in the environmental and natural resources management sector. Additional information can be found in the PERM files. More than almost any other, this sector presents a daunting array of potential partners, stakeholders and customers. At this stage, it is premature to identify specifically with which ones PERM will interact, although over time many different types of groups and people will be involved. The PERM will not necessarily undertake activities with all of the institutions identified below. However, it is important to recognize the complexity of institutional arrangements in Tanzania to best determine how to ensure project success.

a. National Governmental and Parastatal Institutions

Numerous national governmental and parastatal institutions are involved in Tanzania's natural resource management sector. Different institutions play a role on the Mainland than on Zanzibar which space precludes from describing here. To give an idea of the complexity of the sector, twelve of the Mainland institutions are identified below. Ten of these institutions report to the Minister of the Ministry of Tourism, Natural Resources and Environment (MTNR&E) through the Principal Secretary (PS). The remaining two organizations --the Water Resources and the Irrigation Departments -- fall under the Ministries of Water, Energy and Minerals and Agriculture and Livestock Development, respectively. These institutions include:

Name	Status
College of African Wildlife Management(CAWM)	Parastatal
Department of the Environment (DE)	Ministry Department
Fisheries Department (FD)	Ministry Department
Forestry and Beekeeping Department (FBD)	Ministry Department
National Environment Management Council (NEMC)	Parastatal
Ngorongoro Conservation Area Authority (NCAA)	Parastatal
Serengeti Wildlife Research Institute (SWRI)	Parastatal
Tanzania National Parks (TANAPA)	Parastatal
Tanzania Wildlife Corporation (TAWICO)	Parastatal
Wildlife Department (WD)	Ministry Department
Water Resources Department (WRD)	Ministry Department
Irrigation Department (ID)	Ministry Department

Generally a technical or sectoral ministry is expected to define sectoral policy, offer advice and supervision (and pressure if necessary), manage any required licensing or approval processes, and train and provide sectoral staff to zonal, regional, district, ward and village levels. Acts of Parliament usually delegate the authority to issue amendments to the Act to the appropriate minister. These amendments take the form of regulations. An incumbent Minister in a sectoral ministry also proposes legislation specific to his responsibilities in the form of a Bill that is reviewed and approved by the Cabinet before being sent to the Parliament for enactment. Bills laid before Parliament following Cabinet approval are rarely amended.

The Forestry and Beekeeping Department and the Fisheries Department have additional associated parastatal organizations not listed above. While these adjunct institutions have some influence on the utilization and maintenance of natural resources, their influence appears to be too limited to warrant close consideration here. Similarly the parastatal Pangani Basin Water Authority and the Rufiji Basin Development Authority are likely to take on increasing importance as they are strengthened through the proposed World Bank sector assistance to the irrigation and water departments.

One of the biggest obstacles for improved NRM in general, and CBNRM in particular, in Tanzania is the number of bureaucratic entities which have a stake in resource use and which are poorly coordinated. In addition to the lack of clarity concerning the location of a formal NRM coordinating body, stakeholders have noted that the most significant obstacles to coordination are the different resource endowments of each department and/or institution, their different levels of political power, their rank in importance vis a vis national priorities, and the level of donor support.

The number of organizations potentially involved in NRM poses a problem in finding a "technical home" for PERM at the national level. Staff from the Ministries of Water, Energy and Mines; Agriculture and Livestock Development; Tourism, Natural Resources and

Environment; and the National Planning Commission were involved in the design phase. They and other knowledgeable Tanzanians had a number of suggestions for improving coordination in the sector and for "housing" PERM.

The National Planning Commission (NPC) is a possible organization for coordinating the different departments and parastatals responsible for or engaging in NRM activities. A special group created in the President's office, the NPC is an influential body with representatives selected from both within and outside of government, and has a broad planning and oversight mandate covering a wide range of issues. Other possible coordinators are the Department of the Environment or the National Environmental Management Council, or the Planning Department in the Permanent Secretary's Office, all reporting to the Minister for Tourism, Natural Resources and Environment. Another alternative is the National Land Use Planning Commission (NLUPC) as a center for coordination. The NLUPC was established in 1984 to function as an advisory body to the Government on all matters related to land use. Its mandate includes coordination of the land use planning activities of existing staff in regional government departments. However, its location within a line ministry (Lands, Housing and Urban Development, MLHUD), would make it unlikely that the NLUPC could play a coordinating role effectively.

The timing of the design of PERM, just prior to national elections in October 1995, makes it difficult to choose the best organizational fit for achieving impact over the long-term since many decisions in the sector are in limbo until a new government is formed. The grant agreement for PERM will be signed with the Ministry of Finance, which is standard for USAID grants, and the formal choice of a sectoral ministry, if appropriate, will be deferred until 1996 when better information on the structure of the new government becomes available. In the interim, the formation of a Steering Committee, and continued advice from interested sectoral ministries, will fill the void. Since the project is being designed in an iterative manner this will not slow down implementation. The specific roles and responsibilities of the Steering Committee and the Working Group within it remain to be defined in collaboration with those parties who will be involved.

b. Local Government

Local government comes under the jurisdiction of the offices of the Prime Minister and First Vice-President. These offices are responsible for the appointment of the staff of Regions and supervision of the operations of all local government bodies.

In accordance with the Villages and Ujamaa Village Act of 1975, Villagization Act of 1977 and a series of Local Government Acts of 1982, a hierarchical tier of regional, urban, district and village authorities are now responsible for planning, financing and implementing services and development programs within their areas of jurisdiction. Each authority has the responsibility to promote the social welfare and economic well-being of persons within its area of jurisdiction; control and improve agriculture, trade, commerce and industry; promote

and enhance the education, health, social and recreational life of the people; fight poverty and disease.

Local government authorities are corporate bodies capable of raising revenue, suing and being sued, holding and managing property and entering into contracts. All projects proposed 'from the bottom up', by village councils or other bodies, become part of district plans and are passed through regional councils to the National Assembly for approval of both the government and party. Their progress/results are similarly reported through the system. The incorporation of donor-funded development activities into district plans through local government rather than through national sectoral ministries, is an approach that is steadily catching on in Tanzania. A few examples of this district approach include those followed by NORAD in Rukwa, the Netherlands in Shinyanga, Danida in Iringa and SIDA in the lake zone.

Regional Commissioners, the Regional Development Director and other staff are held responsible by the Prime Minister's Office. The Regional Development Director, as the chief executive of the regional administration, provides technical advice, support and supervision to district councils. The regional development function nominally emphasizes coordination and consultation more than direct supervision, but the regional administration can put heavy pressure on authorities in its jurisdiction and has the power to veto development programs.

Government authorities are empowered by the promulgation of by-laws to interpret national law. The Minister in charge of Local Government can issue and publish uniform by-laws applicable to all jurisdictions and each local authority can approve by-laws in accordance with its own needs. The degree of autonomy in this function varies according to the level of jurisdiction.

Most technical sectoral staff posted to certain region, district, ward and village levels are not responsible to their central ministry except for training and technical guidance. They are responsible, though, to the respective local authority to which they are assigned. In practice, the priorities of sectoral staff are established through the respective development committees. Their day-to-day duties are directed by the Regional Development Officer, District Executive Officer and ward or village development officer. The one exception to this rule is the staff of the Ministry of Agriculture. In 1982, the Ministry of Agriculture succeeded in maintaining central, fiscal and supervisory authority over all staff posted to local government bodies. The ministry's justification for this was that it had lost control of its resources (vehicles, equipment and office supplies were designated for non-agricultural purposes and were being used for duties outside their area of assignment). In 1993, the Environmental Health Section and the Divisions of Forestry, Fisheries and Wildlife of the Ministry of Tourism, Natural Resources and Environment, were trying to obtain similar authority to re-centralize their operations. However, despite these structural arrangements, several programs are now being implemented in pilot districts through extension teams from all relevant departments (TIP, HIMA, LAMP). Other programs and projects (most often those

supported by donors) are carried out by those divisions on a national basis under central supervision. More detail about local government is provided in Annex B.

c. Community Based Organizations

Community based organizations (CBOs) have mushroomed as Tanzania has moved toward a more pluralist society, and a market driven economy has emerged. The change in focus from central to local government requires involvement of a broader spectrum of participants and their concerted action. Government is seen to be constrained by corruption, lack of political will and the relatively low capacity of its institutional framework. Local governments, therefore, clearly constitute a credible alternative to the central government with primary cooperative societies, NGOs, CBOs, primary schools, churches, social entrepreneurs and private enterprises becoming more important in meeting the needs of rural households. It remains to be seen how important they will become as regulators of social life in the villages and to what extent they are capable of establishing organized relations with individual households, although it is clear they have the potential to empower their members.

Although normally non-governmental organizations must get approval from the Regional government before funds can be made available to village projects, church-sponsored projects can be implemented directly. The reason for this is, according to one project officer from the church community, the "government is trustful of religious NGOs". In fact, government campaigns often rely on church structures to communicate government policy effectively and efficiently to the village level. The Arusha Diocesan Development Office (ADDO) and the Evangelical Lutheran Church of Tanzania (ELCT) are two of the country's more prominent church development institutions.

Private firms are becoming an increasingly important vehicle for addressing the needs and concerns of local people. The Tanganyika Farmers' Association (TFA) is one example of how a private business association has addressed the needs of small farmers (those working only 1-2 hectares) in crop production, animal husbandry, vegetable production and farm management. Formed in 1935 as part of the Kenya Farmer's Association, the TFA is a private firm whose principal objective is to provide agricultural inputs to farmers by means of its twelve country branches. Business firms in Tanzania, like TFA, have been successful because of their market orientation and emphasis on profitability.

Cooperatives are also a viable means by which farmers can acquire agricultural inputs. Although cooperatives (once mainly established by the government for marketing purposes) are no longer found in all parts of Tanzania, they are an important means by which local people can address their own development objectives. Cooperatives now, in principle, operate independently of the Tanzanian government and adhere to the theory of membership responsibility for management and operation. Finally, many other community-based organizations are likely to participate in PERM such as water user associations, local environmental NGOs, women's groups and so forth.

4. Non-Governmental Organizations (NGOs)

NGOs, both local and international, are expected to play a prominent role implementing PERM. Thus, the success of the project will be dependent on a supportive GOT policy environment for NGOs as well as the NGOs themselves having environmentally sound policies. Although as many as forty Tanzanian NGOs focus on the environment, natural resources management, wildlife and protected areas sector, the relative inexperience of the NGO movement means that their impact is not yet as strong as in some other African countries (including Uganda, Kenya, and Ethiopia). Moreover, these local bodies often have relatively narrow objectives and require further development, capacity strengthening, and an increase in their resources in order to have greater impact. An umbrella NGO called the Tanzania Non-governmental Organization (TANGO) maintains a database on NGOs. It was established to represent the interest of the country's national NGOs. In addition, the efforts of the NEMC and of donors to organize indigenous NGOs may help achieve a stronger movement. The Ministry of Home Affairs also maintains a data base on Tanzanian NGOs.

a. National and Local NGOs

The influence of indigenous NGOs on natural resources management issues has not yet reached its full potential. The most common explanation for this is that, until recently, the public sector was all-pervasive. Under widespread government influence, there was little perceived need or tendency to develop an active NGO movement.

The most active national wildlife NGO is the Wildlife Conservation Society of Tanzania (WCST). It is now under Tanzanian management and is gradually setting new goals and priorities. Education is high on the agenda of WCST. The Society has a resource center open to the public at its headquarters and has developed wildlife clubs in twelve secondary schools. Eventually, WCST intends to work with primary schools and colleges as well. It also hopes to develop a role in environmental advocacy, bringing important issues to the attention of the public and key decision makers. WCST actively seeks collaboration with other NGOs and grass roots associations. This approach is vital because more experienced NGOs can help build up WCST's potential by assisting the development of a realistic program, raising funds, and building a solid membership base. At present, the Society has a membership of around 5,000 people but only 2,000 have valid subscriptions.

Other visible groups include AGENDA, 4H, LEAT, and JET, although there is plenty of other hidden talent that can be nurtured over the next several years. AGENDA for Environment and Responsible Development is a new organization created to establish a network of committed people who will support a sense of ecological responsibility with particular emphasis in gaining the attention of the business community. AGENDA has sponsored workshops, studies, is working on curriculum development and is playing an advocacy and lobbying role. The Tanzanian 4H organization aims to give young people [ages six to twenty-five] pre-professional training in agriculture, forestry and other

environmental issues. With assistance from the Finnish 4H Federation, it has been active in Tanzania since 1976 in Lushoto, and registered as a Tanzanian NGO based in Tanga since 1993. The Lawyer's Environmental Association of Tanzania (LEAT) is another new group whose core consists of four young lawyers interested in improving environmental law and enforcement in Tanzania and in playing an advocacy role. The Journalists' Environmental Association (JET) frequently sponsors workshops on environmental topics that attract wide audiences of professionals.

b. International NGOs

Four international NGOs active in the wildlife/environmental sector in Tanzania are the African Wildlife Foundation (AWF), the Frankfurt Zoological Society (FZS), World Conservation Union (IUCN) and WWF (World Wide Fund for Nature). Several other international organizations and smaller NGOs such as Africare, CARE, Oxfam, Traffic (Trade Records Analysis of Flora and Fauna in Commerce), SNV (Netherlands Development Organization), and Concern are also present in the natural resources sector. Some smaller organizations, like Heifer International, work through the larger organizations listed above.

NGOs can have a positive impact by working in collaboration with government departments and parastatals, by providing specifically protected areas with technical assistance, helping with capacity building at local levels, and undertaking pilot projects.

Apart from traditional NGOs' active interest in conservation efforts, there are other non-governmental groups that care about maintaining sustainable use of the environment. Some of these groups include professional hunters, tour operators and businesses dependent on forestry products. These groups may be interested in participating in PERM either alone or in conjunction with traditional NGOs. In addition, there are private sector non-profit foundations and firms that have been involved with environmental work or participatory development who may choose to submit proposals for funding to USAID.

5. Key Collaborating Donors

The major aid agencies in Tanzania have provided significant support to environmental programs and projects. While support is expected to continue, there is a clear need for increased financial aid given the importance of the country's resources and its limited internal funding capacity. The principal donors to the NRM sectors include UNDP, DANIDA (Denmark), the EU (European Union), FINNIDA (Finland), GTZ (Germany), Irish Aid, NORAD (Norway), ODA-UK (the Overseas Development Agency), USAID, the World Bank, JICA (Japanese International Cooperation Agency), the Netherlands, SIDA (the Swedish International Development Agency, and DDA (Swiss Cooperation). USAID/Tanzania has consulted extensively with these organizations while designing PERM. This project is expected to fill an important gap because of its holistic approach and specific lessons learned in Tanzania have been incorporated into this design.

Donor assistance to the environment and natural resources management sectors has taken a variety of forms. Quite a few field projects focusing on specific protected areas and/or species of special concern are donor-funded. Several projects have been designed to support capacity building through the provision of materials, equipment, funds and technical assistance. Additional support has been given to developing particular cross-sectoral themes, notably planning and tourism. Some donors have stated that it has often been difficult to decide which authority to choose because mandates often overlap to such an extent that individual responsibilities are unclear. This has been most problematic for the Department of the Environment and NEMC. The SIDA and the World Bank have played important roles in the development of the draft for NCSSD and the NEAP. Additional donor support may help speed up the development process whereby these national policies and strategies are implemented.

To date, projects and programs in environmental protection and management may have been spurred more by the interests of the donors than by the priorities and requests of the Tanzanian government. Donors are often hindered from linking initiatives or creating a well-integrated approach when working on isolated pilot projects or in separate sector ministries. The founding of an environmentally-focused donor group two years ago has improved donor coordination, but much remains to be done. Some donors may be interested in linking future funding to greater inter-institutional cooperation and broader participation by the private sector.

Additional information on donor-funded programs that currently emphasize participatory or community based approaches to natural resource management, their type of activities and their location can be found in the PERM files. The most relevant of these for PERM are AWF's work with TANAPA, the SIDA-funded Land Management Program (LAMP) and the Dutch funded Traditional Irrigation Program (TIP).

USAID experience with the PAWM Project implemented by AWF and WWF directly with the Wildlife Department and AWF/IUCN work with TANAPA and on community conservation in Tanzania provide useful lessons for designing activities in the wildlife sector. The production of solid policy and planning documents should be combined with legislative reform and linked to specific activities in communities. Encouraging the involvement of local people as well as the private sector, such as the tourism industry, needs to be carefully thought out and balanced with general conservation needs of the country. The importance of strengthening government institutions' capacity for participatory planning and interface with local communities has also been recognized.

LAMP is a process oriented district development program emphasizing land use, land management and soil and water conservation. It includes district level activities initiated and implemented by the district council, as well as village level activities initiated, implemented, and maintained by the beneficiaries/resource users. LAMP focuses on integrated multi-disciplinary development, which would meet the needs of indigenous people who propose the ways and means of solving problems. LAMP's objective is to support the introduction of

sound land husbandry practices by securing, sustaining and increasing productivity of land and water resources.

LAMP supporters believe that development is based upon mobilizing people to develop strategies for managing their own resources. Therefore, external resources support the process of learning by doing, rather than importing "blueprint" solutions. Donor support focuses on providing funding for village and district projects that increase the capacity of the district council to give technical advice that serves the community. Extension agents from all departments (including the centralized Ministry of Agriculture and Livestock) have been cross-trained to stimulate villagers to analyze their problems, develop ideas into viable sustainable development projects, and give guidance on how to seek further support/technical advice when needed. In realizing this goal, their primary route has been the "method for active participation" developed within the cooperative movement in Tanzania.

TIP is a similarly based district program that uses an integrated approach to improve land and water management in selected areas of Tanzania. Its aim is to achieve sustainable catchment development where, with small-scale traditional irrigation schemes, irrigation can prosper by integrating institutional support, environmental protection and improvement of irrigation infrastructure. The basic philosophy of TIP is that the beneficiaries manage their own irrigation development. Male and female farmers determine the activities, types of assistance, scale, and the pace of intervention implementation, except in mountainous areas where the establishment of soil and water conservation measures is a condition for assistance. The local situation therefore governs project definition, organizational structure and alternatives for technical designs. Under these precepts, formal agreements defining the duties and responsibilities of all parties, including women, are drawn up and signed at village and district levels.

Certain program elements were found to be particularly successful in a recent evaluation of TIP. These could serve as models for other programs and include:

- Interactive design with strong participation of beneficiaries is essential;
- Activities integrating and assisting women need to be strengthened (women need land, finances and time);
- Organization of resource user groups requires more attention (they may need to be housed within the government structures (at village, ward, district levels) but retain independence and autonomy);
- Training of district staff and village customers is essential in order to create sustainable capacity at both district and village farmer levels;
- Guidelines and procedures for supervision, design and reporting need to be developed; and
- Irrigation needs to be combined with soil and water conservation measures in all areas requiring greater integration of local support staff.[14]

[14] "Traditional Irrigation Improvement Program - Monitoring Manual." TIP: Feb. 1994.

6. Implementing Partners and Customers

As evident from the preceding sections, there are numerous potential implementing partners at all levels of government, and in parastatals, NGOs and community-based organizations. Preliminary meetings with these groups and other donors suggest that a district focus, where there are partnerships between district government, central ministry staff and community-based organizations, is likely to be most effective for pilot grass-roots CBNRM activities. Policy, legislative, and institutional/capacity building work will need to be done on multiple levels, i.e. nationally, regionally, and locally. Coordination will be required between the center, household and production units and key players. This is particularly important if the structural/organizational changes required for CBNRM implementation, policy reform and legislative revision are to be achieved. Each grant proposal funded under PERM will need to identify organizational partnerships and how local capacity will be improved.

It is anticipated that the organization managing the competitive grants process for PERM and the Mission-based Management Team will be responsible for the aforementioned coordination at the central level. They will be joined by a Project Steering Committee which will set priorities by consensus based on analyses and the participation of main user groups and responsible ministries and private sector entities. Individual implementing partners will also be responsible for ensuring that their activities are developed in a participatory manner.

PERM design has involved consultation with and participation of key ministerial counterparts. A number of field trips have been taken, government officials and NGOs at all levels have been consulted, and male and female farmers have been interviewed. There will be more in-depth partner/stakeholder analyses in order to set the parameters for initial PERM activities. In addition, grant disbursement will require that activities are developed in a manner conducive to the participation of women and men both.

7. USAID Team Members: Mission and Virtual Teams

PERM's design has involved a broad cross-section of USAID/Tanzania Mission personnel including staff from Project Development and Program and Controller's Offices. Additional support has been provided by REDSO/ESA (Regional Economic Development Support Office/ Eastern and Southern Africa) during TDYs and by e-mail. Global technical staff on TDY and Africa Bureau personnel from AFR/SD/PSGE also provided advice during the design process.

PERM will be the primary instrument providing support for the Mission's Strategic Objective One: Strengthen Natural Resources Management. Thus, a core Strategic Objective (SO) Team has been formed in the Mission consisting of the PDO and Program Office Directors, the Deputy PDO, and two FSNs (Foreign Service Nationals). The Deputy PDO, who will be the project manager for PERM, will lead the SO Team. The extended SO Team will include: staff from the Controller's and Executive Offices in the Mission; technical, legal and

contracting staff from REDSO/ESA; Global and Africa Bureau Environment personnel. Results Package teams will be established when appropriate during implementation.

8. Implementation Arrangements

An initial project grant agreement will be signed by the Ministry of Finance, representing the GOT, during FY '95. The Mission anticipates signing a contract with a profit or non-profit organization in mid-FY '96 to provide a management and monitoring framework for PERM. Following USAID regulations and with the SO Team's guidance, this management unit would then be delegated the authority to provide grants to NGO activities which support the SO. Additional support is likely to be provided through buy-ins or OYB (Operating Year Budget) transfers to Global or Africa Bureau projects.

SECTION III DEFINITION OF SUCCESS: Reaching the Mission Strategic Objective Through PERM

1. Expected Results: Impact on Community Natural Resource Management

By definition, Community Based Natural Resources Management (CBNRM) is a participatory approach that produces benefits for users from sustainable resource use practices. The theories and methods of CBNRM are well-known, and have been tested extensively throughout both the region and the world. Many resource managers, academics, NGOs and development practitioners are recognizing that CBNRM is an important method of conserving resources (particularly common property) that are under poverty-induced pressure. In Tanzania, threats to natural resources are fundamentally and directly related to poverty. Destruction of wildlife habitats, degradation of watersheds, and depletion of soils are the results of unsustainable agricultural practices, unregulated land access and utilization, and tree harvesting for fuelwood. CBNRM seeks to organize communities to sustain natural resources management through participatory and transparent procedures that generate private benefits to community members.

Fundamentally, CBNRM is an investment in people. As such, the benefits are potentially greater than a positive impact on the environment alone. In addition to creating markets while conserving the resource, the increased income from effectively managed resources will improve the quality of life and allow people access to other services and markets. Resources will also be renewable for future generations although proper discount rates are methodologically difficult to establish. Because of the short project time frame (5 years), the impact on the national stock of resources will not be substantial during PERM, but will be measurable where on-the-ground activities take place. Similarly, because substantial private income streams are expected to take several years to generate, PERM success will therefore not be measured by the discounted flow of future income stream methods used in classic cost/benefit analyses, nor will biophysical measurements of the resource base itself be the only indicators.

Success for PERM is defined by the extent to which communities and individuals of both sexes actively participate in CBNRM programs. PERM will establish an "enabling environment," including the institutional framework (the policy, regulatory and legal requirements), to empower communities to manage these resources sustainably. PERM will develop the local-level human capacity to participate in NRM and link markets for products to the targeted communities. A fundamental assumption of the PERM approach that has been tested world-wide by USAID and others, is that individuals and communities will manage resources well if they have the proper incentives, information and skills.

PERM's success will also be judged by whether the CBNRM approach is adopted as a principal means to manage Tanzania's vast common property resources. If the CBNRM approach is to be adopted at a predefined threshold level as planned, the policies and legislation must be defined and implemented. People must also be made aware of potential benefits, and trained to reap them. The ultimate results sought are:

- a) CBNRM programs underway in a range of communities across the country; and
- b) indications that tangible benefits from CBNRM are accruing in those communities.

Four sets of project outcomes that will cumulatively contribute to the expected results are described below.

a. Policy Reforms and Policy Implementation

The result sought here is an "integrated, coordinated policy and legislative framework for community-based environment and natural resources management established." As described in the Problem Analysis section, Tanzania has a complex set of laws, policies, institutional arrangements and strategies that are not always consistent or fully supportive of CBNRM. In certain cases, they actually inhibit effective community participation in resource management.

A supportive policy environment not only allows for effective CBNRM, but actively encourages the approach through a proper incentive structure. The policy needs are somewhat complex and not fully understood ***a priori***. This means that continual analysis of the policy environment and "fine-tuning" of the framework are required throughout PERM implementation. Results of this package will be judged by: a) a thorough and ongoing analysis and review of the policy framework by partners/customers such as academics, officials and intermediary organizations; and b) the actual observation and feedback of male and female customers implementing CBNRM. Obstacles will be diagnosed through this feedback approach and remedied through participatory action with results/progress measured against the specific targets of each task.

b. Institutional Performance

The sought result is closely related to those described above. National-level responsibilities and mandates must be realigned to support CBNRM effectively. In some cases, individual officials of these institutions at different levels (national, zonal, regional, district, ward, village) require training and education to fulfill new or different responsibilities. Non-governmental partners require strengthening and training if they are to effectively support CBNRM. Finally, customers require strong organizations to implement effective resource management programs. Success will have been achieved if: a) all the key institutional players are actively and effectively helping communities manage resources, b) partners are intensively working with communities to manage resources and c) the customers are developing community-based institutions that manage resources transparently and equitably.

c. Private Sector Capacity to Participate in CBNRM

As evident from the background analysis, successful CBNRM requires the collaboration of many actors. Government, quasi-government partners and NGOs have been described as critical participants. Private partners (such as safari hunting groups, tour operators, construction companies, game ranchers, consulting companies and marketing firms) are also important players and form significant interest groups. Success here will be defined primarily by the range, geographic scope, and number of private entities participating in - not merely supporting - CBNRM programs.

d. Awareness of CBNRM Approaches and Benefits

Successful CBNRM programs depend on people at different levels understanding the approach and what is to be gained by it. Education and promotion activities are known to be fundamental elements of successful CBNRM programs. Awareness programs are required because this concept is not implemented widely in Tanzania. Success will be determined by the number of targeted firms, institutions, organizations, communities and individual men and women who have increased awareness and understanding of the benefits of CBNRM and how they can best capitalize on the sustainable use of their natural resources.

2. Indicators of Results Achievement

Because the Natural Resource Management Strategic Objective is new for USAID/Tanzania and the concept of CBNRM is just beginning to gain support in the country, USAID will consider the project to have been successful if, in the first stage of PERM, a) the CBNRM approach is accepted and implemented in at least X communities throughout the country, b) the policy framework supports the further development and implementation of CBNRM and c) customers begin to realize a financial return through more effective management of natural resources. These will provide a basis for extending CBNRM as Tanzania's primary means to manage common property natural resources.

The indicators described below provide a specific means of measuring results. Several of the indicators measure progress toward creating the essential institutional and policy framework and the capacity to implement effective CBNRM programs instead of the net benefits accruing from the programs themselves. It is not expected that substantial financial benefits will be generated during the life of PERM; rather, the goal is to direct Tanzania's implementation of a broad and substantial resource management program whose net benefits will be realized in the later years of PERM or beyond.

The indicators selected are a mix of institutional capacity measurements, customer and partner awareness measures, and customer benefits. Quantitative measurements of customer-managed resources are included at the purpose level for the same reasons cited above for establishing a CBNRM program. Nevertheless, for PERM to be considered successful, a minimum number of communities and individuals must be receiving increased benefits from more effective management of natural resources.

a. Project Purpose Indicators

Specific indicators for the project purpose: "**Support CBNRM in Tanzania**" are:

1. Land area effectively managed by communities/user groups.

2. Number of communities, households, men and women participating in CBNRM.

3. Percent increase in revenue/income (cash or in-kind) resulting from CBNRM activities.

USAID financial and human resources allocated to PERM are modest. Therefore, adoption of the CBNRM approach is not expected on a national-scale during PERM. Instead, progress toward meeting the three indicators mentioned above will be tracked through matrices (sets of indicators), the sum of which will be a quantitative and a qualitative picture of CBNRM. Additional work on indicators is expected as project implementation begins. This will be used for continuous project management, monitoring, judging and, if necessary, modification. If PERM is successful, it is anticipated that additional support may be provided by USAID, the GOT and other donors to extend the PERM approach to additional communities and natural resources.

For land area "effectively managed by communities", the term "effectively" refers to the sustained adoption of recognized NRM technologies and practices which include, but are not limited to:

1. Soil and water conservation
   - km terracing and contour ridges
   - km strip cultivation
   - km strip afforestation

- ha rehabilitated or improved irrigation system
- km irrigation canals rehabilitated or improved (i.e. drainage added)
- km of river and ravine sheds rehabilitated

2. Reforestation
   - establishment of village forest reserves (ha)
   - fuelwood lot development (ha)
   - fire protection (ha protected/ km of fire breaks)
   - adoption of agro-forestry practices (ha farmed)
   - # of seedlings grown and sold by private individuals or community nurseries

3. Wildlife
   - ha under community based wildlife management unit

4. Improved agricultural practice
   - adoption of higher yielding seed varieties (ha planted)
   - adoption of faster maturing seed varieties (ha planted)
   - use of animal traction (ha plow)
   - improved land levelling (ha levelled)

5. Improved animal husbandry
   - demarcation and development of grazing lands (ha demarcated)
   - introduction of pasture and fodder cultivation (ha)
   - km of fodder crop cultivation on ridges

For the number of communities, households and individuals participating in CBNRM, these practices will be carefully tracked. In addition, data will be collected on the nature of the management unit. This would include: whether it is a formal or informal organization; whether its charter/bylaws are recorded and implemented in a transparent matter; whether they have chosen representative decision-making/governing structures; whether individuals assigned specific duties have or are acquiring requisite skills; and who is a member or a leader disaggregated by gender.

For percent increase in revenue/income resulting from CBNRM activities, the following is proposed:

1. Increased agricultural yields resulting from practices adopted.
2. Income from seedling sales.
3. Income derived from sales of forest products.
4. Income from wildlife tourism revenues.
5. Income from sustainable wildlife utilization.

Income indicators will be tracked according to source, quantity, and beneficiary categories (such as community, and individuals by gender).

Although these illustrative elements of the three main indicators are complex, it is not considered practical to reduce them at this time given the desire to remain flexible and open to a wide range of interventions depending upon the felt needs of customers and their individual project designs. Each grantee will be expected to develop a baseline and report on results. These will be recorded in a data base by the management entity. They, in turn, will be responsible for interpretation and making management recommendations to USAID and the Steering Committee. The data base will be set up in such a way that the information can be made available to other planners and implementors in the sector.

b. Project Outcomes Indicators

Project Outcomes #1: **"Integrated, coordinated policy and legislative framework for community-based environment and natural resources management established."** Success indicators:

1. X national policies favorable to CBNRM drafted; legislation supportive of CBNRM enacted, implemented and enforced.

2. X local CBNRM groups that establish and register bylaws.

As indicated above, the specific steps required to ensure both enactment and implementation of specific national and local policies/bylaws will be documented in the early stages of project implementation by project partners. Both will clearly contribute toward the project purpose by enabling effective management and establishing local participation in CBNRM activities.

Project Outcomes #2:**"National, regional and local institutions for CBNRM established and/or strengthened."** Success indicators:

1. X institutions at national, regional and local levels are empowered to fulfill CBNRM mandates.

2. X institutions are supporting CBNRM programs in Y areas throughout the country.

3. X NGOs and CBOs are financially sustainable/have plans to achieve financial sustainability.

The first indicator will be monitored by reviewing institutional mandates, the roles and responsibilities of various departments/staff members, and the degree to which they have been trained. The second indicator will be monitored through tracking institutions by type of program and geographic coverage and will contribute data for tracking indicator # 2 at the purpose level. The third indicator is essential for the long-term sustainability of CBNRM as a whole and will be monitored though budget and financial plan reviews.

Project Outcomes #3: **"Strengthened private sector capacity to effectively participate in CBNRM."** Success indicators:

1. Number of private entities participating in CBNRM activities.

2. Revenues accrued to private entities derived from CBNRM activities.

3. Number of CBOs and communities productively and sustainably using natural resources.

Each of these indicators will provide subsets of data for tracking achievement at the purpose level as well as at the outcome level.

Project Outcomes #4: **"Raised awareness among the public and potential customers of benefits from CBNRM activities."** Success indicators:

1. Percent increase in target population awareness of costs and benefits of CBNRM.

2. X groups undertaking advocacy activities at national, regional and/or local levels.

In order to show measurable results in this package it will be necessary to survey CBNRM knowledge, attitudes and practices (KAPs) prior to the development and implementation of project activities. It is anticipated that the very act of participatory component design will increase the awareness of target populations.

3. Judging Results and Managing for Performance

The PERM monitoring, judging and managing performance plan forms a part of the Mission's overall monitoring, evaluation and reporting program, which is under the guidance of the Program Office and the Impact Assessment Advisor. Monitoring and judging PERM will contribute directly to the Mission's required annual reporting on M&E activities, as well as to the Assessment of Program Impact and R4 reporting. The achievements of PERM will be assessed at goal and purpose levels. In addition, specific levels of accomplishment have been established for each of the four project outcomes (policy, institution, capacity and awareness). Monitoring of environmental impacts will be important in PERM. The management contractor will be expected to work closely with USAID and partner GOT agencies to establish an appropriate environmental monitoring and mitigation scheme to meet the requirements of the Initial Environmental Examination (attached).

The key inputs (technical assistance, training, small grants, commodities) will be monitored as part of the actual process of project implementation documented in annual workplans and progress reports. Outputs monitoring (the key outputs including numbers trained, organizations strengthened, policies and bylaws enacted, technologies disseminated, income generated and workshops/seminars held) will be documented in semi-annual program/project

implementation reviews. Indeed, all implementing partners will be required to report on the same key indicators as part of the performance-based contract/grant agreement. Thus, both input and output surveillance become elements of routine project management. This will be the responsibility of the PERM project manager, under the guidance of the Project Development Office.

Determining the effectiveness and impact of PERM constitute purpose and goal-level monitoring and cannot be achieved solely through routine project management. Such impact assessment requires special resources and will be achieved by the following means.

The PERM Project is intended to contribute to the USAID/T program goal of "real growth and improved human welfare." The macro-economic indicators, employed to establish whether or not this goal is achieved, include the annual percentage change in per capita GDP and life expectancy at birth. National accounts data, Mission-funded economic studies, Demographic and Health Surveys, and knowledge/attitudes/ practices studies will provide means of verification. It must be pointed out, however, that USAID/T and the PERM project are not the only elements in Tanzania contributing to changes in GDP and life expectancy. At this level, it will not be possible to segregate actual impacts of PERM; rather, the project must be viewed as contributing to the overall process of development. However, if strengthened NRM is obtained, the long-term development of Tanzania is more likely to be sustainable.

At the project goal level: The goal of PERM is "to strengthen natural resources management." To demonstrate this two indicators are proposed. These are: 1) Area under improved management increases X% per year; and 2) number of legally registered NRM NGOs (national, regional, local) increases x% per year.

At the project purpose level: The purpose of PERM is "to support Community Based Natural Resources Management in Tanzania." This purpose will be accomplished by:

- Establishing a coordinated and integrated policy and legislative framework for CBNRM;

- Assisting the institutional development/reform of selected key partners;

- Strengthening private capacity to participate effectively in CBNRM through training and appropriate technology dissemination, and;

- Raising public awareness of the benefits that can be derived from CBNRM.

Project impact on CBNRM (areas under CBNRM management, degree of participation of communities, households, individuals in CBNRM and increased revenues/income resulting from CBNRM) will be established through routine monitoring and reporting by implementing partners as well as through special studies of key indicators. In order to accomplish this,

specific pre-intervention baseline information is needed for verifiable indicators for each of the four components.

1. Policy and legislative framework: What is the current policy environment for CBNRM like? Where are the gaps? What legislation needs to be revised/drafted? What are the current blockages to enactment?

2. Institutional strengthening/establishment: What are the priority institutional strengthening needs of key partners? How many institutions are currently involved in CBNRM and where are they? What hampers their ability to support CBNRM activities at the community, household and individual level? What are the current issues surrounding CBO development? What traditional practices have been abandoned and might they, unchanged or with modifications, have utility today?

3. Private sector capacity: What is the existing private capacity vis a vis CBNRM? How much revenue is currently being accrued? What is the level of interest in furthering CBNRM objectives at each proposed activity location?

4. Awareness: What is the current level of knowledge, attitudes and practices of men and women in target areas? How many groups/organizations and institutions are currently involved in environmental education and advocacy?

Such baseline data will provide a means for measuring activity achievements and impact over the long-term and should be collected by implementing partners prior to commencing activities. They are directly linked to the verifiable indicators for each component in the logframe. Data collection, as well as monitoring and impact assessment, will require additional resources and personnel beyond what is needed for routine activity management. Therefore, the overall project budget and each grant/contract awarded will contain ample support for such efforts. Baseline data collection, surveillance, and impact assessment will be conducted under the general supervision of the Impact Assessment Advisor and employ the services of a Tanzania-based institution (such as IRA) or local and expatriate consultants.

Judging: PERM is scheduled to be implemented over a five-year period as a major component of the Mission strategic objective in the natural resources sector. Conforming with recent agency guidance, evaluations will be scheduled to inform the Mission of progress towards meeting program objectives as key issues arise. All judging will rely on baseline data gathered by implementing partners, the monitoring/tracking data-base maintained by the management entity, and data obtained from other sources, particularly evaluation/assessment of other donor activities in CBNRM. In addition, it is recommended that any formal evaluation include the participation of key partners and customers throughout the process.

SECTION IV FEASIBILITY AND RISK ANALYSIS

1. Technology and Technical Approach

There is sufficient evidence from indigenous practice and some donor-financed programs, such as TIP and LAMP, that involving local Tanzanian communities in decisions about how to sustainably utilize their resources can work. Furthermore, there is a growing body of world-wide evidence that, where poverty exacerbates inappropriate use of resources (such as poaching, cutting down protected forests and so forth), enforcement measures do not solve the problem. On the other hand, allowing communities to accrue benefits from resources decreases the pressures on them. Thus, the CBNRM approach is the logical extension of other measures taken in Tanzania to protect its resources (i.e., the setting aside of protected land areas and efforts to develop tourist potential.)

Although the CBRNM approach does not necessarily preclude the use of advanced technologies, the interventions are generally simple, low-cost and low-technology. For instance, the planting of seedlings, contour terracing, unlined canals, simple water control structures, establishing alternative, affordable sources of hides and meat, or local income-generating activities that rely on wildlife being alive rather than dead are not high technology. Thus, from the technical and technological point of view, CBNRM is appropriate for Tanzania.

2. Institutional, Legal and Policy Issues

There are a plethora of organizations and institutions directly and indirectly involved with environmental issues and natural resources management at local, regional and national levels. Most of them are weak, have few resources, and are not used to collaborating to solve common problems or taking advantage of common opportunities. There is a mosaic of overlapping, contradictory and conflicting laws and statutes on the books dating back to colonial times. It is not clear which legislation guides what and there is often conflict between local by-laws and national statutes. Furthermore, the GOT has been revising policies for the use of natural resources over the last decade. Specific sectoral policies often disagree with national environmental policy and, due to a lack of coordination in the sector and competing interests, it would be difficult, even with unlimited resources, to resolve these problems.

Recognizing this fact (but also realizing that the magnitude of the problem should not cause paralysis) the designers of PERM determined that taking a focused, vertical approach to CBNRM within a limited number of sectors would allow for significant impact to be achieved. Important policy and legislative gaps/problems are being identified and will receive priority as part of PERM's implementation. Institution-building will be case-specific depending on where it is most likely to contribute directly to the improvement of relevant institutions. Nevertheless, there is no expectation that PERM will solve all institutional,

legal or policy issues in the sector. Targeted interventions, however, should be able to have measurable impact.

3. Local Management and Implementation Capacity

As noted in Annex B, there is considerable variability in local management and implementation capacity. After thirty years of a top-down, socialist political and economic system, what initiative many Tanzanians might have had has disappeared. Furthermore, local capacity for CBNRM is likely to be weak as a result of a previously decentralized system that made few resources available to implement local development plans, where meeting the basic necessities of life is a constant struggle, and where one may have no long-standing attachment to land.

Rural Tanzanians are used to receiving government direction on resource use and to being penalized for infringing on land and resources considered to be government-owned (i.e. game parks, protected forests, etc.). It is, therefore, likely to take time for communities and local organizations (GOT or NGOs) to be either interested or able to fully participate in PERM. Moreover, as other donors have learned, it is important to undertake activities only in areas where local communities are interested and willing to participate. Thus, the actual siting of on-the-ground CBNRM activities will depend on the interests of the communities themselves.

It is anticipated that local field implementation capacity will be very weak requiring much upgrading. Therefore, strengthening local management and implementation capacity will be very time- and staff-intensive. Many of PERM's grass-roots activities will be implemented through international or local NGOs with field-based staff, and with the assistance of Volunteers participating in the Peace Corps Environmental Program. Mission staff and consultants are more likely to focus on policy, legislative and institutional issues.

4. Political Support and Commitment

From all indications, the GOT is concerned with natural resources management and is supportive of a CBNRM approach. Draft policies and plans written (and in some cases approved) over the last few years demonstrate this concern on paper. Speakers at various workshops have presented papers showing a growing awareness of environmental issues and the recognition that resources are being rapidly depleted. Within different ministries and departments, it is possible to find staff who are knowledgeable and committed to sustainable NRM. The Ministries of Tourism, Natural Resources and Environment (MTNR&E), Water, Energy and Minerals (MWE&M) and Agriculture (MOA) have indicated strong interest in participating in PERM activities. Interest is also strong at sampled local levels.

5. Alternative and Contingency Plans

At the time of PERM's design (Summer 1995), there is strong political will and commitment for strengthened NRM and, more specifically, for CBNRM. On the other hand, inertia,

corruption, and a lack of coordination create obstacles. For PERM to be truly successful, certain steps will have to be taken. One step will be to identify and clarify the respective roles and responsibilities of NEMC and the Department of the Environment or to create new institutional arrangements. Ideally, the main GOT organization for the environment will not be in a line ministry, but will report directly to the President thereby giving it greater influence over sectoral ministry decision-making. Mechanisms for strengthened inter-sectoral coordination need to be established as well. Nevertheless, as long as informal interest in coordination remains strong, PERM should still be able to meet its objectives.

Of greater concern is the upcoming change of government in October 1995. The success of PERM depends not only on continued support from relevant Ministers and Permanent Secretaries, but on the overall credibility of the government as well. At present, there are many examples of poor natural resource management which require a strong and honest Chief Executive to curtail. There will be limited impact if such a person is not elected. PERM's design allows phased funding and activity implementation ideal for the political change facing the country over the next few months. Finally, if there continues to be a downswing in Tanzania's macro-economic performance and plans for phasing out overall USAID assistance are necessary, PERM would be phased out too.

SECTION FIVE FINANCING and MANAGEMENT IMPLICATIONS

1. Budget Information

Proposed Life of Project Funding: $ 10.0 million (DFA)

FY 95 Obligations: $ 6.8 million (DFA)

Planned Yearly Obligations

	($000)
FY 95	6,800
FY 96	1,600
FY 97	1,600
	10,000

A detailed year by year budget and financial plan is not provided because implementation of the PERM Project will be dependent on the types of proposals received from NGOs and continued dialogue with the GOT and NGOs on important issues in the NRM area in Tanzania.

ILLUSTRATIVE BUDGET
$ 000,000

Component	FY 95	Life of Project
Institutional Contractor*	2.8	4.5
Grants Program*	3.0	3.5
Peace Corps**	0.2	0.5
Project Management	0.2	0.5
Mission/GOT ST TA, Trg. & other***	0.3	0.5
M & E, Audits	0.3	0.5
Total	6.8	10.0

* A competitively selected firm will manage the project. They will be responsible for providing long term Technical Assistance (3-4 professionals); short term Technical Assistance; training; managing some type of a NRM resource center and data dase; purchasing project commodities; monitoring and evaluating the grants program; and selecting, awarding and managing the grants program. Grants can cover grass-roots implementation, policy and legislative work or institution building. It is expected that all grants will be run through the TA firm.

** Peace Corps activities will be funded at a likely minimum level of $0.5 million over life of project. It is expected that approximately $200,000 of FY 95 funds will be used for the PASA with Peace Corps.

*** To take advantage of special expertise, centrally funded projects and unusual opportunities or requests, some funds will be kept outside of the TA contract for joint programming by the Mission and the GOT.

Summary of Cost Estimates and Financial Plan

($000)

Project Elements	USAID LC	FX
Institutional Contractor		4,500
Grants Program		3,500
Peace Corps		0,500
Project Management		0,500
Mission/GOT TA, Trg. & other	0,250	0,250
M&E, audits		0,500
	0,250	9,750

2. Obligation Actions

A grant agreement will be signed with the Tanzanian Ministry of Finance in September 1995 to obligate the initial $6.8 million. Additional funds will be obligated in FY 96 depending on availability. A contract will be signed with an internationally recruited firm or NGO in spring 1996 to manage and implement the project. This contractor will be required to manage the grants program.

The Mission proposes to provide funding to Peace Corps through a Participating Agency Service Agreement (PASA), which is a type of interagency agreement under the FAA. Peace Corps and USAID/Tanzania have held several discussions over the last year as both Agencies have been designing their new environmental programs. It was decided that it made sense to keep the programs separate with an understanding that USAID would provide some funding to Peace Corps. Currently, USAID plans to provide some initial funding, probably $200,000 during FY 96 with future funding dependent on availabilities, interest on the part of the GOT and success of Peace Corps activities.

Buy-ins or OYB transfers to centrally funded projects will be done on an as needed basis. Contracts to individuals or firms may be done through RCO as required. Procurement of commodities is expected to follow standard USAID rules and regulations in force during the

project implementation period. With the exception of a limited amount of office equipment, supplies and a vehicle for project management to be procured by USAID/Tanzania, all other procurement will be undertaken either by the contractor or grantees.

Method of Implementation and Financing

	Project Elements	Method of Implementation	Method of Financing	Approximate Amount ($000)
1)	Institutional Contractor	USAID Direct Contract	Direct Payment	4,500
2)	Grants Program	Handbook 13 Grants	Direct Payment	3,500
3)	Peace Corps Program	PASA	Direct Payment	0,500
4)	Project Management	USAID Direct Contract	Direct Payment	0,500
5)	Mission/GOT selected ST TA	USAID Direct Contract PILs	Direct Payment Advances	0,500
6)	Monitoring and Evaluation, Audits	USAID Direct Contract	Direct Payment	0,500
Total				10,000

3. Recurrent Costs to Participating Organizations

The Government of Tanzania's 25% host country contribution has been waived by the AA/AFR, however, the GOT will contribute "in-kind" resources to the Project, such as office space, salaries, etc. This contribution will be worked out once there is a clearer articulation of what proportion of the project will be undertaken at national or at regional levels and which specific ministries will be involved. A prerequisite for funding community level activities will be that communities agree to contribute either in cash or in kind. Furthermore, private sector groups and NGOs will need to demonstrate what they bring to the project. The project does not plan to create new institutions that will require external financing to be sustainable.

4. USAID Management Costs

Management of PERM will be quite staff intensive, especially in the early stages, because the project is both innovative and complicated. There are a couple of possible scenarios based on funding availabilities. The first option is to allocate one half of a USDH's time supplemented by a full-time project-funded NRM professional FSN (grade 11 or 12) plus one third of an OE-funded FSN Project Assistant. Option two is to allocate either one USDH full time or an internationally recruited project-financed PSC to provide day-to-day management, supplemented by a full-time project-funded NRM professional FSN and assisted by one third of an OE-funded FSN Project Assistant. Ideally, USAID/W will provide two visits per year to provide technical expertise as required. REDSO/ESA and/or the RCSA will need to continue to provide support too: RLA and RCO time; at least two visits per year by a social scientist and/or monitoring and evaluation specialist and at least two by an environmentalist.

SECTION SIX LOGFRAME

Narrative Summary	Indicators	Data Source	Assumptions
GOAL Strengthen Natural Resources Management	Area under improved management increase X% per year	USAID/T baseline socio-economic surveys	Political will to support CBNRM exists
	Number of legally registered NRM NGOs (national, regional, local) increases X% per year.	USAID/T impact surveys	
PURPOSE Support Community Based Natural Resources Management in Tanzania	Land area 'effectively' managed by communities	Management Unit Data Base and Reports USAID/T impact surveys	Resource valuation and tenure systems support CBNRM
	# communities/ households/ men and women participating in CBNRM		Communities (men and women) have the time and capacity to become actively involved in CBNRM
	% increase in revenue/income resulting from CBNRM activities		Economically viable CBNRM activities are possible in project areas
PO 1.1 Integrated, coordinated policy and legislative framework for CBNRM established	x National policies and laws that enable CBNRM enacted and implemented	Project policy review Activity reports	GOT continues to promote decentralized governance
	x Local CBRNM Groups Establish and Register ByLaws	Implementing partner reports	

PERM DRAFT LOGFRAME: REDSO TEAM VERSION, May 18, 1995

Narrative Summary	Indicators	Data Source	Assumptions
PO 1.2 National, regional and local institutions for CBNRM established &/or strengthened	x institutions at national, regional and local level are empowered to fulfill CBNRM mandates	Project institutional reviews Implementing partner reports	Institutional mandates, roles and responsibilities are complementary Personalized, patronage governance changed to more democratic procedures reducing conflicts between institutional mandates and practice Training in CBNRM is effective Resources to implement the plans and programs are available
	x institutions are supporting CBNRM programs in y areas throughout the country	Implementing partner reports	
	x NGO's and CBO's are financially sustainable and/or have plans to achieve financial sustainability	NGO/CBO budgets and financial plans	
PO 1.3 Strengthened private sector capacity to effectively participate in CBNRM	# Private entities participating in CBNRM activities	Implementing Partner Reports	No legal barriers to sustainable utilization Revenue sharing between private or state resource revenues and communities affected by resource protection (ie tourism revenues from national parks) is encouraged
	Revenue accrued to private entities derived from CBNRM.		
	CBO's and communities productively and sustainably using natural resources		
PO 1.4 Raised awareness among the public and potential customers of benefits from CBNRM activities	% increase in population aware of costs and benefits of CBNRM	KAP study	CBNRM becomes a priority for Tanzanian citizens
	X groups undertaking advocacy activities at national/regional and/or local levels	Implementing Partner Reports	

PERM DRAFT LOGFRAME: REDSO TEAM VERSION, May 18, 1995

Narrative Summary	Indicators	Data Source	Assumptions
INPUTS - Policy Dialogue (Mission, TA) - Technical Assistance for Project management - Commodities and materials - Grants Program - Training - Audit/evaluation	$ 5.0 Million TA/management $ 1.0 Million Commodities $ 3.5 Million Grants Program $ 0.5 M & E, audits $ 10.0 Million	Signed Pro-Ags with GOT, buy-in to central contracts, MACS reports, PIRS, evaluation, audits.	Initial and subsequent obligations are timely and sufficient. There are no significant changes to missions strategic objectives.

GLOSSARY

AFR/SD/PSGE	Africa Bureau, Office of Sustainable Development, Productive Sector Growth and Environment Division
AWF	African Wildlife Foundation
CAWM	College of African Wildlife Management
CBNRM	Community-based Natural Resources Management
CBO	Community Based Organization
DANIDA	Danish aid organization
DDA	Swiss Corporation
DE	Department of the Environment
DPDO	Deputy Project Development Officer
EU	European Union
FBD	Forestry and Beekeeping Department
FD	Fisheries Department
FINNIDA	Finnish aid organization
FSN	Foreign Service National
FZS	Frankfurt Zoological Society
GDP	Gross Domestic Product
GOT	Government of Tanzania
GTZ	German aid organization
HA	hectare
HIMA	Hifadhi Ya Mazingira
IUCN	World Conservation Union
ID	Irrigation Department
JET	Journalists' Environmental Association of Tanzania
JICA	Japanese International Cooperation Agency
LAMP	Land Management Program
LEAT	Lawyers' Environmental Association of Tanzania
MLHUD	Ministry of Lands, Housing and Urban Development
NCAA	Ngorongoro Conservation Area Authority
NEMC	National Environment Management Council
NPC	National Planning Commission
NLUPC	National Land Use Planning Commission
NCSSD	National Conservation Strategy for Sustainable Development
NEAP	National Environmental Plan
NRM	National Resources Management
NGO	Non-Governmental Organization
NORAD	Norwegian aid organization
ODA	Overseas Development Agency (British aid)
OYB	Operating Year Budget
PAs	Protected Areas
PRAs	Participatory Rapid Appraisals
PCV	Peace Corps Volunteer
PDO	Project Development Office
PERM	Participatory Environmental Resources Management Project
ProAG	Program Agreement
REDSO/ESA	Regional Economic Development Support Office/Eastern & Southern Africa
SIDA	Swedish International Development Agency
SNV	Netherlands Development Non-Governmental Organization
SWRI	Serengeti Wildlife Research Institute

TA	Technical Assistance
TANAPA	Tanzania National Parks
TANGO	Tanzanian Non-Governmental Organizations
TAWICO	Tanzania Wildlife Corporation
TDY	Temporary Duty
TIP	Traditional Irrigation Program
TRAFFIC	Trades, Records, Analysis of Flora and Fauna in Commerce
WCST	Wildlife Conservation Society of Tanzania
WD	Wildlife Department
WMU	Wildlife Management Unit
WRD	Water and Resources Department
WUA	Water User Association
WWF	World Wide Fund for Nature

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