



## WWF Project Technical Progress Report

<b>Project No/Activity No</b>	CA#623-A-00-01-00109-00
<b>Project Title</b>	POLICY IMPLEMENTATION PROGRAM (LWA)
<b>Activity Title</b>	Capacity Building for Environmental and Wildlife Policy Implementation
<b>Reporting Period</b>	JULY 1 <sup>st</sup> – DECEMBER 31 <sup>st</sup> 2003

### 1. Introduction

Community participation in natural resource management has been at the centre of policy reform programs that the Government of Tanzania is implementing with the view to giving local communities greater authority in the management and sharing of benefits of natural resources- including wildlife. The on-going Local Government Reform program, among other issues seeks to provide the opportunity to local authorities to plan for and manage natural resources under their jurisdiction. This approach represents a shift from the former centralized approach in which the central government was in the forefront of all development issues, to a position of setting up policies, institutional arrangements and legal frameworks that would support such policy changes. Alongside these changes, the government is also directed its efforts towards poverty alleviation through a series of policy changes and program interventions. These mainstreaming poverty reduction programs in all sectors. Participation of local communities in planning, decision- making and implementation of such programs and capacity building are crucial for the success of these efforts.

The Governments of Tanzania and United States of America are collaborating in a program to support *Capacity building for implementation of wildlife and environmental policies*. The Wildlife Policy of Tanzania (WPT) and the National Environmental Policy (NEP) are the major policy focus addressed in this program. While the Wildlife Division's (WD) objective is to streamline the local management of wildlife resources to local communities and to promote use of such resources in poverty alleviation and in enhancing conservation, the Division of Environment's (DOE) objective is to have sufficient capacity to provide competent and timely expert advice to the Central and Local Governments and to the public in general, on matters of environment management. The aim is therefore to ensure that there is a framework at the central and lower levels within which the development process shall be taking place without compromising the sustainability of the natural resources and the environment.

Both DOE and WD have initiated programs that seek to ensure that communities are fully involved and their capacity in the management of natural resources is raised. The DOE is focusing on environmental legislation, planning and management as it relates to the decentralization of environmental services, pollution prevention and control, and impacting knowledge on environmental assessment (EA), environmental economics, economic instruments and other precautionary tools to the sectors, district personnel and civic representatives at all levels. Also, DOE is preparing an Environmental Bill following the approval of institutional set up in January 2003. Similarly, in January 2003, the Ministry of Natural Resources and Tourism issued Regulations and Guidelines for the implementation of the Wildlife Management Areas (WMAs).

The WMAs is a new category of land use in which management authority and responsibility are devolved to the communities so that they can derive direct benefits and enhance conservation.

Various forms of community participation in wildlife conservation have been practiced for a long time in Tanzania however; benefits to the communities have been marginal. Thus empowering communities to actually manage and benefit directly from wildlife resources represents a radical step that would directly contribute to poverty alleviation but it also raises concerns over competence, governance, authority and control of resources, and enhancement of conservation.

Following the approval of the WMA regulations and guidelines, WD and other partners that support wildlife sector have agreed on a program of implementation of WMA regulations and guidelines in 16 pilot WMAs in Tanzania. The activities for which WWF will support throughout the country are defined below under each result framework

## 2. Objectives

The overall objective of this program is to facilitate capacity building for environmental and wildlife policy implementation in Tanzania. Specifically, the program seeks to achieve the following results:

- Key natural resource policies applied;
- Effectiveness of institutions that support natural resource conservation increased;
- Community based conservation regimes in target areas functions.

This project is expected to contribute results to the overall USAID Strategic Objective 2 (SO2) that reflects and embodies the overall program goals of “*Improved Conservation of Coastal Resources and Wildlife in Target Areas*”. These results include several Intermediate Results (IR) that are defined under each IR below:

### 2.1 Key Natural Resource Policies Applied

- *Harmonized Legislation Passed.* The project will collaborate with GTZ and other partners in revising the Wildlife Conservation Act (WCA) of 1974 so that it responds to the needs of the new WPT, specifically in ensuring involvement of communities and the private sector. Although WWF will not directly facilitate revision of WCA, it will maintain close follow up to understand the changes that will be made as these will have implications in the implementation of the WMAs. Also, the project will support preparation of Environmental Legislation by facilitating meetings for specific technical panels and preparation of technical input that will go into the main Environmental Legislation. There will be 8 technical panels covering issues such as general environmental principles; environmental planning; conservation and protection; locus stand; pollution prevention and control; environmental assessments; education and awareness and, environmental court or tribunal. The project will also support the initial drafting of the Bill and the approval of the Environmental Legislation.
- *Legislation Operationalised by guidelines and regulations.* The implementation of the WPT will require the support of guidelines and regulations. WWF will collaborate with GTZ in supporting WD prepare the following guidelines:
  - Investment in the wildlife sector;
  - For undertaking EIA prior to investment or extractive activities in the wildlife areas;
  - For determining levels of acceptable change to the resources;
  - For dealing with wildlife meat and other products;
  - For preparing by-laws for natural resource utilization and trade in wildlife products;
  - For utilization of other natural resources in WMAs

GTZ will provide large part of the financial support while the WWF Policy Program will support participation of some stakeholders from pilot WMA to take part in the training, and also it will facilitate preparation of CBO constitutions in the pilot WMAs. DOE will get further support in the preparation of guidelines and

regulations for the implementation of Economic Instruments.

- *Economic Instruments of general scope for environmental policy formulated:* WWF is supporting DOE to develop economic instruments that can be used to improve environmental management and protection. Economic instruments such as environmental taxes, reduction of perverse subsidies that encourage environmentally unsound practices, introduction of loans, grants or green funds that would encourage sustainable and environmentally friendly practices, polluter pays policies, provision of bonds and deposit fund systems, pricing natural resources appropriately, improvement in use of rent taxes to better capture and allocate resources to natural resources appropriately will all be considered. The development of these economic instruments will take a wider participatory approach to include private sector, government, academia, local communities and the legislators. Some of the proposals on economic instruments will involve making changes in taxation systems, tax regimes and revenue policies hence the need to involve all stakeholders and the business sector in particular;
- *Economic Instruments of general scope for environmental policy operationalised:* WWF will support DOE in producing copies of the economic instruments, guidelines and regulations for the same, including preparation of user-friendly manuals of the guidelines in Kiswahili and English. WWF will also support DOE in disseminating these instruments to stakeholders for operationalization;

## **2.2. Increased Effectiveness of Institutions that Support Natural Resource Conservation.**

- *Policy and decision-makers sensitized and their knowledge base improved:* This result will be achieved by raising the general awareness of Members of Parliament (MPs) from pilot WMAs, District Officials, Councillors, Environmental Committee of the Parliament and the general public specifically about wildlife policy and regulations and guidelines for implementation of WMAs. This will be done in collaboration with WD, GTZ and other facilitators as part of the program to initiate implementation of WMAs in the selected sites. Similarly, WWF will support DOE carry out a sensitization process to raise the awareness of MPs, Economic and Environmental Committee of the parliament, key line ministries, and District Official on the regulation and guidelines for Economic Instruments. WWF will support WD and DOE to produce flyers for the guidelines and regulations for WMAs and Economic Instruments. Also, WWF will facilitate production of a use-friendly manual of the CBNRM Assessment Report, thus making easy for the policy makers and ordinary users of the report to easily understand the various issues surrounding CBNRM in Tanzania.
- *District Authorities and Village's Capacity to Facilitate the Implementation of WPT improved and Involvement in Environmental Management Enhanced:* WWF will collaborate with GTZ and other facilitators to support training to the AAs, District Game Officers, District Advisory Boards, Community Development Officers (CDOs), Village Game Scouts and, Village Governments from 16 pilot WMAs on WMA regulations and guidelines and other guidelines that will be developed to help with operationalization of WMAs.
- *District Authority and Village's Capacity to Facilitate the Implementation of NEP improved and Involvement in Environmental Management Enhanced:* WWF will support DOE hold workshops to promote the formulation of Environmental Management Committees at district and village levels. Also, WWF will facilitate training workshops for district personnel in aspects of Environmental Economics, Environmental Impact Assessment, Economic Instruments, by-laws, and land use planning.
- *Institutional Capacity Improved:* The program will facilitate training of DOE staff in computer skills to increase its operational outreach capacity as well as support training in specific environmental management aspects. Also, WWF will facilitate designing and launching of a DOE website; will facilitate the operation of the SO2 Steering Committee, Strategic Objective Team (SOT) and other partners including DOE, WD and Local Government representatives to SOT meetings and related activities. This support will further raise the capacity of the relevant bodies responsible for environmental management. The program will also support DOE carry out site visits to program sites. The visits form part of the monitoring programs that DOE carries out for environmental activities under the SOT and reports to the Parliament.

Also WWF will facilitate Districts with pilot WMAs to establish District Coordination and Monitoring Units and provide them with motorcycles, computers and facilitate internet connectivity (where possible). The District Coordination and Monitoring Units will be linked to the National Coordination and Monitoring Unit at the WD-HQ. WWF will also facilitate preparation of monitoring indicators and a monitoring frame. This will enhance the capacity of the District and National Coordination and Monitoring Units and ensure availability of data that will form the basis for informed decisions about the progress of the implementation of WMAs Regulations.

### **2.3. Community Based Conservation Regimes (CBC) Functioning in Target Areas.**

- *Current CBC areas attain full WMA status:* WWF will collaborate with various partners (WD, AFRICARE, AWF, TANAPA and GTZ) to support the implementation of WMA Regulations and Guidelines in pilot WMAs. WWF will support WD implement a number of activities that will lead to this results such as support to baseline data collection, preparation of monitoring indicators and plans. Also, the program will support activities such as sensitization of village governments, Village Game Scouts, Authorized Associations (AAs), District Advisory Boards and Members of Parliament on WAM guidelines and regulations. Further, the program will support local communities establish and register Community Based Organizations (CBOs), AAs, carrying out of resource inventories, preparation of general management plans and land use plans. The program will also facilitate pilot WMAs acquire land for conservation, by supporting survey and participatory identification and demarcation of village boundaries.
- *Functioning AAs in place:* AAs will have the responsibility to manage WMAs for the respective communities. The project will facilitate the establishment of AAs and the creation of information exchange network linking AAs and other CBOs and CBC activities outside pilot WMAs. WWF will also facilitate AA meetings, exchange visits and specific training requirements including aspects such as business skills; the program will also facilitate participation of AAs in trade fairs and shows.
- *Monitoring and Evaluation of pilot WMAs is enhanced and lessons learned widely disseminated:* The project will support WD acquire facilities for monitoring and storage of data from pilot WMAs. Monitoring of pilot WMA will start as soon as they become operational; also the program will facilitate annual valuation of implementation of pilot WMAs by supporting District Monitoring and Coordination Units carry out monitoring duties and by supporting a final evaluation of the implementation of the WMA Regulations. The evaluation to be carried out will primarily focus on the process and how the current Regulations work on the ground. It will not be possible to realise changes on the ground given the short time that is there for the pilot phase. Also, the program will facilitate key stakeholders from the pilot WMAs attend the final evaluation workshop that would receive and discuss evaluation report.
  - *Enhanced information coverage about community conservation policies and issues:* The project will support DOE efforts to increase access to conservation information through the establishment and functioning of a website.

## **3. Progress**

### **3.1 Outputs this reporting period**

The following reports and minutes of meetings have been produced this reporting period:

- Quarterly Progress Report for the period July – September 2003 and Oct- Dec 2003;
- Semi Annual Technical Progress Report for July- December 2003;
- SO2's CBC MRWG Progress Report January – June 2003;
- Socio-Economic and Ecological baseline data from pilot WMAs;

- Draft Report on Economic Instruments;
- Final Reports, Socio-Economic and Ecological Baseline Data;
- User-friendly manual for CBNRM- An Assessment of Best Practices in Tanzania.

### **3.2 Target attained and important development during the reporting period**

- In August 2003, the program supported DOE to hold a training workshop for local government staff. This training workshop aimed at building the capacity of local government staff in aspects such as environmental economics, environmental impact assessment, land use planning and preparation of by laws. Also, participants were informed about the need to establish environmental committees at district level. The committee would be responsible for advising the District on environmental issues. About 100 participants from the districts that are implementing local government reform attended this training workshop
- In September 2003, the program facilitated WD to conduct a sensitization workshop to Ngarambe-Tapika pilot WMA. About 30 participants attended the workshop. The main objective of the workshop was to raise the awareness of the local communities and district leaders on WMA Regulations and implementation of the WMA. Participants were informed about the various stages and requirements for the implementations of the WMAs.
- In October 2003, the program supported a group of drafting team to prepare Environmental Bill. This support is part of the program support to DOE that is responsible for the implementation of the Environmental Policy.
- In October 2003, Mr. Wilhelm Kiwango the Program Technical Assistant attended a two week training course in Project Cycle and Project Management. The course took place at the Danish Volunteer Centre in Arusha.
- In November 2003, the program supported a group of 21 participants from Tapika-Ngarambe pilot WMA in an exchange visit to JUKUMU in Morogoro and MBOMIPA in Iringa. The visit was meant to expose participants from Tapika-Ngarambe to areas where relatively small progress has been made in WMA implementation. This was part of the capacity building to the local stakeholders.
- Also in November 2003, the Program supported the participation of government partners attend the SOT meeting and the handing over ceremony of the Tarangire Visitor Centre. The handover ceremony was an important event not just to the Policy program but to the entire SO2 program because this was one of the major contribution to TANAPA and therefore to the implementation of Wildlife Policy and Tourism Policy of Tanzania. The centre has all the necessary information that would be useful to visitors to understand the ecological, cultural, historical and economical aspects of Tarangire National Park and will greatly improve visitor experience and attract more visitors. The Ambassador of USA to Tanzania and the Minister for Women, Children and Gender of Tanzania graced the occasion on behalf of the two governments. The SOT discussed program implementation and updates and planned a program Steering Committee meeting that was scheduled later in November 2003.
- Similarly, in November 2003, the program supported WD staff and a team of consultants to a retreat to begin preparations for the Program Monitoring Plan for the implementation of the WMAS. The consultants met with WD\staff to review baseline data that was collected earlier and develop a methodology for the work. The retreat was important as it provided opportunity to other stakeholders to share their view with the team for this very important work.
- Also in November 2003, the Program Coordinator, Dr. H. Sosovele attended a high level policy dialogues on wealth, nature and power that was held in Kampala, Uganda from 19-23 November 2003. The meeting was organized by ACODE, a Non-Governmental Organization (NGO) that is active in matters of mainstreaming environmental issues in Uganda's poverty reduction process. The meeting brought together participants from the East African region, Europe and America. Dr. Sosovele presented a paper on Nature, Wealth and Power: Opportunities for Poverty Reduction in

Tanzania. The paper drew experiences from Tanzania's Poverty Reduction Strategy.

- During the same November 2003, the program facilitated a meeting of the Steering Committee of the SO2 that was held in Arusha, Mountain Lodge Hotel. The Steering Committee is composed of Permanent Secretaries from the Vice President's Office, who is the Chair of the Committee; the PS from Treasury; PS from President's Office Regional Administration and Local Government and the PS from the Ministry of Natural Resources and Tourism. Other members are the Regional Administrative Secretaries from Tabora, Arusha, Manyara and Tanga Regions.

In this meeting, a number of important issues were raised with regard to implementation of WMAs; impact of refugees on the Ugalla Game Reserve; decisions on benefit sharing from the WMAs and the issue of annexation of Marang Forest in Manyara into the National Park. With regard to the issue of program implementation, the main question was why there was no significant development with WMA implementation almost 12 months after the launching of the WMAs in January 2003? Several activities were not implemented and there was no clear explanation and to what has caused the delay. Further, concerns were raised that soon Tanzania would be involved in local government elections in 2004 and later in 2005 there will be national general elections. These elections may divert the attention of policy makers to the politics of elections and therefore issues such as implementation of WMA may get low attention. Another issue related to WMA implementation is about decisions on benefits sharing. Government has delayed making such decisions, something that worries communities in the WMAs. The Steering Committee agreed to call an inter-ministerial meeting at a date to be fixed by PS, VPO to discuss all the pertinent issues related to implementation and others. The meeting will also involve representatives from TANROADS (for the proposed road construction passing south of Tarangire National Park and on Mkungunero Game Reserve); Ministry of Home Affairs (for the refugees issues in Ugalla Game Reserve) and the Treasury (for the benefits sharing issues). Other participants will come from MNRT, Local Government, the Regional administrative Secretaries, WD, DOE, NEMC, AFRICARE, AWF, WWF. This was yet another important development that this program managed to secure by raising the issue of slow development in the implementation of WMAs. The program coordinator was requested to collaborate with DOE and WD to prepare a dossier for the inter-ministerial meeting. A copy of the dossier that was submitted to the Steering Committee is appended as *Attachment 1*. Also, the program prepared as part of the dossier a matrix that shows the status of implementation in all the pilot WMAs and tentative dates as to when specific activities could be accomplished. This matrix is appended as *Attachment 11* of this report.

- In December 2003, the program facilitated a drafting team for the Environmental Bill to retreat and undertake major revisions of the draft Bill that was presented to a national workshop for discussions. This revision was important as it intended to ensure a draft bill will be ready by January 2004 for presentation to the Cabinet Secretariat and later to the Parliament for first reading.
- Also in December 2003, the program supported a sensitization workshop to MBOMIPA stakeholders WMAs Regulations and Guidelines. Furthermore, the program supported another retreat and the start of field work for the preparations of Monitoring Indicators and Plans for WMAs.

### **3.3 Target not attained**

- Formation of District advisory Boards for the WMA implementation;
- Holding of national workshop to consider Economic Instruments;
- Training of DOE staff in basic computer course;
- Facilitation for the formation of CBOs. The program managed facilitate Tapika-Ngarambe prepare a constitution for the CBO;
- Facilitation of acquisition of land for conservation through participatory land use planning;

- Facilitation of land use planning and preparation of General Management Plans;
- Facilitation for the formation of AAs;
- Facilitation of need assessment for training AAs, village councils, District Advisory Boards;
  
- National Workshop to discuss proposed Economic Instruments;
- Facilitate approval of Economic Instruments.

These activities could not be attained due to (a) Constant travelling and other official duties by DoE and WD partners which have delayed decisions on the implementation of activities on Economic Instruments and implementation of pilot WMAs. (b) Inadequate capacity within WD in particular to conduct sensitization workshop in time to allow other steps in the implementation of WMA to follow. This is coupled with unwillingness to engage NGOs to carry out sensitization.

#### **Action(s) taken to overcome constraints and obstacles**

- WWF has reported the matter to the SOT, which in turn has reported to the Steering Committee for further action. The Steering Committee has agreed to hold an inter-ministerial meeting to discuss implementation problems. This is clearly going to help inject some urgency among the partners because all relevant PS and other leaders will part in the meeting.
- WWF also continued to liaise with government partners and requested and reminded them about the need to allocate time to handle program issues.

#### **Prospects for the accomplishment of the project's objectives**

Prospects for accomplishment of the Program's objectives are not very high because the WMA implementation is almost behind by 12 months since January 2003 while some major decisions such as the de-gazettement of game controlled areas (GCA) is yet to be made. Without de-gazetting these GCAs, pilot WMAs that are in these areas will not move forward with implementation. There fore, although WWF is supporting an assessment of the status on GCAs in the western and southern part of Tanzania, a decision to change the land use status in GCA will depend on the political will to do so. The MNRT will thus have to work closely with the Ministry of Land and the Ministry of Local Government to address this issue. Prospect for full accomplishment is thus remote. Most likely about 80% of the planned activities could be accomplished by the need of the program in August 2004. However, there is a general extension of all SO 2 programs to August 2005. In this case, the program would require an extension, which would enable us accomplish all the remaining activities.

#### **4. Lesson learned during the period under review**

The main lesson learned during the last six months of the program is the importance of perseverance and collaboration. The program has persistently been urging Government partners and others to adhere to agreed timetables.

#### **5. Planned targets and activities for the next reporting period**

The WWF program will continue to work with partners to ensure accomplishment of planned targets. With the planned inter-ministerial meeting, it is hoped that program implementation will be faster in the coming months and that WD and DOE will allocate sufficient time to the program. The next six months will be very critical for the program so rather than load it with a lot of activities, the program will strive to achieve the following targets:

1. Activities with for the implementation of Wildlife Policy:

- Facilitate completion of sensitization and awareness rising on WMA regulations and guidelines to District technical staff, Councillors, Village/Ward representatives, Members of Parliament from the pilot WMAs and members of the Environmental Committee of the Parliament that have not had this work done.
- Facilitate formation of District Advisory Boards in the districts with pilot WMAs and facilitate training of the Boards on WMA regulations and guidelines
- Facilitate formation of CBOs and development of constitutions for the CBOs in pilot WMAs
- Facilitate land use planning or resource inventory, preparation of land use plans and general management plans for some pilot WMAs. This work will start with MBOMIPA for boundary certification and grid-referencing of the villages.
- Facilitate formation of AAs and acquisition of user rights from Director of Wildlife.
- Facilitate needs assessment for training of AA, village councils, District Advisory Boards.
- Facilitate completion of monitoring indicators and plans for the pilot WMAs.
- Facilitate formation of District Monitoring and Coordination Units and supplying them with motor-cycles and computers (where computers could work).

2. Activities for implementation of the National Environmental Policy:

- Facilitate DOE hold National Workshop for the Economic Instruments
- Facilitate approval of the Economic Instruments
- Facilitate DOE carry our monitoring trip
- Facilitate DOE organize and conduct another training workshop for local government for the purpose of establishing environmental committees, raising awareness on environmental economics, EIA and land use planning.
- Facilitate DOE staff undertake short-term training in computer courses and establishment of a website.
- Support DOE organize and carry out meetings for technical panels for the preparation of the regulations for the Environmental Bill.
- Support the participation of program partners to meetings and SOT and program activities
- Support communication of SOT Chairperson;

**Acronyms**

AA	Association
AWF	African Wildlife Foundation
CBC	Community Based Conservation
CBCMRWG	Community Based Conservation Management Regime Working Group
DOE	Division of Environment
EIA	Environmental Impact Assessment
GCA	Game Controlled Areas
GTZ	Gesellschaft fuer Technische Zusammenarbeit (German Technical Cooperation)

HQ	Headquarters
IR	Intermediate Results
LWA	Leaders With Associates
MNR&T	Ministry of Natural Resources and Tourism
NEP	National Environmental Policy
PS	Permanent Secretary
SOAg	Strategic Objective Agreement
SO2	Strategic Objective No. 2
SOT	Strategic Objective Team
TANAPA	Tanzania National Parks
TANROADS	Tanzania Road Agency
TCMP	Tanzania Coastal Management Partnership
USAID	United States Agency for International Development
VPO	Vice President's Office
WCA	Wildlife Conservation Act
WD	Wildlife Division
WMA	Wildlife Management Area
WPT	Wildlife Policy of Tanzania
WWF	World Wildlife Fund

### **Acknowledgements**

WWF would like to thank the Tanzanian Government partners for their continued cooperation and Dan Moore and Asukile Kajuni of USAID/Tanzania for their support and collaboration in the implementation and management of the project. Similarly, WWF would like to thank the Chairperson of the Steering Committee, Permanent Secretary Raphael Mollé for his continued support to the program and for being instrumental in planning for an inter-ministerial meeting to discuss implementation issues. Also, WWF would like to pay tribute to GTZ, AWF, AFRICARE, TCMP, Green COM and all other facilitators who are supporting the wildlife sector for their continued cooperation.