



End of Year One Review Report

NGO REDD+ Pilot Projects in Tanzania

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Wildlife Conservation Society of Tanzania
(WCST) – “Piloting REDD in Pugu
Kazimzumbwi Forests Reserves”



Content

Acronyms and Abbreviations	1
1. Executive Summary	2
2. Introduction.....	3
3. Specific Project Background	3
4. Scope of Work and Limitations	4
4.1 Work done related to the WCST End of Year One Review	5
5. Key Project Activities and Results.....	5
6. Project Assessments.....	7
6.1. Impact.....	7
6.2. Effectiveness	8
6.3. Efficiency	9
6.4. Relevance	10
6.5. Sustainability	11
6.5.1. Institutional capacity	11
6.5.2. Financial management and corruption.....	12
6.5.3. Stakeholder participation and issues related to rights and access to information	12
6.5.4. Environmental and technical sustainability	13
6.6 Risk management	14
7. Findings and Recommendations.....	14
Appendix	16

Acronyms and Abbreviations

AIGAs	Alternative Income Generating Activities
CCIAM	Climate Change Research Programme in Tanzania
EMNet	Environment Media Network organization
FBD	Forestry and Beekeeping Division
HIMADA	Hifadhi Mapafu ya Dar es Salaam (Conserving Lungs of Dar es Salaam)
IPCCC	Intergovernmental Panel on Climate Change Convention
LEAT	Lawyers' Environmental Action Team
MFA	Ministry of Foreign Affairs
NAFORMA	National Forestry Resources Monitoring and Assessment
NGOs	Non-Governmental Organizations
NICFI	Norway's International Climate and Forest Initiative
NORAD	Norwegian Agency for Development Cooperation
PFM	Participatory Forest Management
PKFR	Pugu Kazimzumbwi Forest Reserve
REDD	Reduced Emission from Deforestation and Forest Degradation
RNE	Royal Norwegian Embassy
SUA	Sokoine University of Agriculture
UDBS	University of Dar es Salaam Business School
UDSM	University of Dar es Salaam
VCS	Verified Carbon Standard
VECS	Village Environmental Committees
WCST	Wildlife Conservation Society of Tanzania

1. Executive Summary

The Wildlife Conservation Society of Tanzania's (WCST) reducing emissions from deforestation and forest degradation (REDD) pilot project called 'Piloting REDD in the Pugu- Kazimzumbwi Forest Reserves (HIMADA)' aims at reducing CO₂ emissions through curbing deforestation and forest degradation as well as to properly managed, support surrounding communities livelihoods, and provide ecosystem services. The REDD WCST program works closely with strategic partners including the Lawyers' Environmental Action Team (LEAT), Sokoine University of Agriculture (SUA), the Environment Media Network organization (EMNet) and University of Dar es Salaam Business School (UDBS).

The project is located in the peri-urban heavily degraded forest areas of Pugu and Kazimzumbi, called the Pugu Kazimzumbwi Forest Reserve (PKFR), situated only forty kilometers from Dar es Salaam. Consequently, PKFR's close proximity to urban populations introduces additional pressures on forest resources and contributes to the general complexity of the space. The area is not only home to rural migrant communities, but also many low-income urban dwellers have relocated from the city in attempts to attain informal access to land. Furthermore, charcoal traders enter the area to illegally harvest wood resources which supply urban markets; moreover, local government authorities and the Forest and Beekeeping Division, the agents responsible for patrolling and enforcement, lack sufficient capacity to manage the forest reserves.

The project has been structured so that each strategic partner has a primary role in one of the five outputs (Output 1: WCST; Output 2: WCST, FBD, Forconsult, and SUA; Output 3: LEAT; Output 4: EMnet ; and Output 5: UDBS, and partly SUA, but overall planning has been weak. The logframe does not articulate how WCST will track the activities of partners nor describe accountability mechanisms. In general, the logframe lacks quantifiable indicators by which to gauge progress while many activities in the work plan simply span the four-year project duration without any identifiable phasing. There is a communication gap between the partners while it is unclear if partners should be communicating directly. WCST needs to take a stronger management and coordination role. Going forward, it is important to revisit the contracts between WCST and the other partners so roles and assignments are clearly defined.

Regarding progress, the project is complex yet early indicators are positive. Stakeholder meeting attendance has been better than expected, local participation in the project is also encouraging, carbon baseline assessments are well under way, nurseries have been established and afforestation activities are progressing, illegal extraction of biomass has been reduced, and forest reserve borders are being re-established. Furthermore, there have been successful education and advocacy campaigns, legal tenure status has been strengthened, and alternative livelihood sources are being developed.

Significant work remains on the ground level. In terms of MRV and REDD+ preparedness, this projects requires well-established (i.e. participatory) and legitimate VECs integrated into district and municipal governance structures in order to engage in equitable Joint Management Arrangements and sustainable benefit sharing. Village boundaries will have to be established in a transparent, participatory manner with the support of LEAT. Furthermore, informal land tenure within the forest reserve area damages government credibility; to avoid exacerbating conflict issues, dialogue and facilitation are necessary.

However, progress can be achieved if strategic decisions are made for phase two allowing the project to move forward in a more efficient manner. Again, the complexity of the project should not be understated as there are internal government management issues which remain unaddressed. The project has recruited a new chief coordinator and project manager which signals that the project is working to address overall project management constraints.

2. Introduction

Climate change is one of the biggest global challenges to sustainable livelihoods and economic development. Deforestation and forest degradation is the cause of around 15% of greenhouse gas emissions responsible for global warming.

In response to this challenge, Norway launched an International Climate and Forest Initiative in 2008, with a global commitment of up to NOK three billion annually towards REDD efforts at international and national levels. In April 2008, Norway and Tanzania signed a Letter of Intent on a Climate Change Partnership, with a focus on supporting REDD pilot activities in the field, capacity building, national strategy development and implementation.

The Norwegian Embassy in Dar es Salaam (the Embassy) and National REDD Task Force have jointly agreed to support a number of initiatives under the Partnership. These include nine NGO REDD+ pilot projects amounting to around NOK 190 million. All Contracts require a mid-term review with a focus on progress, effectiveness and, optionally, impact.

The nine NGOs engaged in piloting REDD+ projects include: African Wildlife Foundation (AWF), CARE in Tanzania, the Jane Goodall Institute (JGI), Mpingo Conservation and Development Initiative (MCDI), Tanzania Traditional Energy Development Organization (TaTEDO), Tanzania Forest Conservation Group (TFCG) and Wildlife Conservation Society (WCS), Wildlife Conservation Society of Tanzania (WCST) and World Wide Fund for Nature (WWF).

Deloitte AS was contracted to conduct a mid-term evaluation of the projects and determine if the projects are meeting their targets. In the case of the WCST pilot project, the evaluation is in fact end of year one evaluation; cf. the project contract between the Norwegian MFA and WCST section 7.2. It is also expected that the review will identify areas for improvement in order to help all the participating projects complete the expected deliverables under the contract.

3. Specific Project Background

The Wildlife Conservation Society of Tanzania (WCST) was one of the nine NGOs engaged in piloting REDD+ projects in Tanzania. The contract between the Norwegian Ministry of Foreign Affairs (MFA) and WCST, dated March 24 2011, assigns financial assistance not exceeding NOK 25.58 million to implement a four year REDD pilot project through April 2011 – March 2015. The project is titled “Piloting REDD in the Pugu- Kazimzumbwi Forest Reserves”.

Of the nine MFA funded projects, the project is unique in that it is located in the peri-urban heavily degraded forest areas of Pugu and Kazimzumbwi, called the Pugu Kazimzumbwi Forest Reserves (PKFRs), situated only forty kilometers from Dar es Salaam. The PKFR is of both ecological and socio-economic importance as it contains the headwaters for Dar es Salaam’s surface water supply and acts as a recharge intake for groundwater aquifers in the Kisarawe, Temeke, and Ilala districts. The name of the project, *Hifadhi Mapafu ya Dar es Salaam (HIMADA)*, meaning ‘Conserving the Lungs of Dar es Salaam’, reflects the importance of this project.

Overall, WCST has brought together key stakeholders – Kasarawe and Ilala district governments, the Forest and Beekeeping Division (FBD), eight surrounding village governments, local village environmental committees, civil society, the academic community, and the private sector – to reduce forest losses and to re-establish the forest areas as legitimate conservation areas thus increasing overall carbon stocks while minimizing leakage. By the end of the project, clear Joint Forest Management

agreements are planned to be signed in a participatory manner between the FBD and surrounding eight villages; the goal is to manage forest stocks in a sustainable manner and share the benefits equitably thus meeting the criteria for REDD+.

WCST has engaged in extensive preparatory activities for this project and has devised a comprehensive model to achieve its objectives. WCST is collaborating with strategic partners to undertake technical activities: the Environmental Media Network (EMNET) for knowledge management, advocacy, awareness-raising and coordination; Sokoine University of Agriculture (SUA) for base line studies on emission, monitoring and reporting; Lawyers Environmental Action Team (LEAT) for legal, policy and institutional framework studies; and University of Dar es Salaam Business School (UDBS) for designing and technical support to business plan including alternative income generating activities (AIGAs). As coordination of the project partners has been recognized as a challenge, Output 1 specifically focuses on this task; WCST is responsible for implementing work plans, and preparing reviews.

The project goal, purpose and expected outputs are quoted below.

Goal

The goal of the project is “Pugu Kazimzumbwi Forest Ecosystem is properly managed, supports surrounding community livelihood and provides ecosystem services.”

Purpose

The project purpose is “Forest condition is improved with corresponding reduction in CO2 emissions in the Reserves and increased carbon stock.”

Outputs

- Output 1: Project is effectively managed
- Output 2: Participatory Forest Management (PFM) processes reviewed and REDD mechanism agreed upon and implemented
- Output 3: Governance, legal and institutional issues addressed
- Output 4: Advocacy, Education, awareness and knowledge management campaigns
- Output 5: Alternative Income Generating Activities (AIGA) for Forest Adjustment Communities supported

4. Scope of Work and Limitations

This review is part of a collective mid-term review covering all nine NGO REDD+ pilot projects referred to in section 2 above. The results from these nine reviews feed into a higher-level overview/assessment of the NGO REDD+ pilot projects portfolio. Parallel to these NGO REDD+ pilot projects mid-term review Deloitte is also carrying out a mid-term review of the Climate Change Research Programme in Tanzania (CCIAM) which also is related to the nine NGO REDD+ pilots. Outcome of the CCIAM mid-term review is also feeding into each of the NGO REDD+ pilot projects mid-term reviews and vice versa.

We emphasize that the results from the mid-term reviews are based on the scope of work described in this report, which again is based on the Terms of Reference for the agreed mid-term reviews and also

taking into account the limitations regarding time and resources available for our work. The observations and conclusions presented in this report are based on the information and documentation received as part of our review work and it cannot be ruled out that other observations and conclusions could be identified if we had done a more in-depth review than what has been possible within the time and resources available.

4.1 Work done related to the WCSD End of Year One Review

Our review work included document reviews, meetings/interviews and field visits.

Document reviews included both documents related to REDD+ in general, REDD+ in Tanzania, the NGO REDD+ pilot projects programme as well as documents specifically related to the WCST pilot project. See appendix for a list of documents reviewed.

Meetings/interviews included both interviews/meetings with relevant institutions/persons related to the NGO REDD+ pilot projects programme/portfolio, e.g. the Embassy, NORAD/NICFI, the Tanzanian National REDD Task Force, SUA/CCIAM-programme, as well as interviews/meetings specifically for the WCST pilot project.

Field visits included visits to selected beneficiaries and stakeholders, including two beneficiary villages Maguruwe and Nyeburu. See appendix for a list of interviews and visits.

5. Key Project Activities and Results

Project Management (Output 1): In regards to the logframe, WCST has remained on track in meeting its targets for staff recruitment and equipment purchasing, although there has been unexpected staffing turnover. The project has been structured so that each strategic partner has a primary role in each output, yet the logframe does not articulate how WCST will track the activities of partners nor describe accountability mechanisms. Overall, WCST has acknowledged the complexity of this project (external factors may inhibit project realization) and, consequently, has adopted a two-part phased strategy to promote adaptive management, yet the work plans do not reflect this strategy. Many of the activities simply span the four-year project duration without any identifiable phasing. Furthermore, the logframe lacks quantifiable indicators by which to gauge progress. For example, regarding Output 2.1, 'Activate and strengthen PFM institutions in the villages and local authorities' (YR 1), the number of villages is not given (8), and villages are presented as a homogenous entity. Due to the proximity of the project site to Dar es Salaam, it is recognized that villages are heterogeneous in composition while PFM institutions may be weak. Furthermore, according to the plan, activity 2.6, 'updating of the PK forest management plan', will commence simultaneously with activity 2.1 and also activity 2.13, 'carbon baseline established and MRV related activities undertaken' which is the responsibility of SUA. The annual report has been updated regularly, although the M&E format could be improved, and WCST has self-identified setbacks; stronger planning would allow for improved strategic decision-making in phase 2.

Baselines (Output 2): Progress has been made in mitigating deforestation in the region as the presence of WCST staff and patrolling of government officials during the commencement of baseline assessments has deterred illegal harvesters and sand miners. Park border identification has started while signage informs the local residents of the park status. To strengthen border and buffer areas, tree nurseries and

planting activities are under way with the support of local communities, yet border maps have not yet been finalized so this should be reconciled. Regarding carbon stock assessments, SUA has been able to establish 74 baseline plots in the area. Another positive achievement within the participatory forestry component of the project was that over 100 participants attended the local stakeholders meeting which has strengthened working relationships.

Governance and Institutional Strengthening (Output 3): LEAT was the primary agent within this output. Overall, assessments were performed in accordance to the work plan; the results indicate that local by-laws and predictable, transparent enforcement mechanism remain nascent. Subsequent activities are dependent upon the successful preparation of local laws. A constraint identified by WCST is the long standing conflict between villagers and government along with the delay in signing an MoU with FBD. Significant capacity building, which is part of LEATs strategy, is required to ensure that Village Environmental Committees (VECs) are considered both representative and legitimate locally so they have the ability to engage in negotiations with local government officials for benefit sharing arrangements. The peri-urban location of the project makes conflict a greater issue compared to other projects in the portfolio and any organization assigned this task would face considerable challenges. As no indicators have been presented in reporting regarding current progress, it is difficult to assess how many villages have been engaged and what tactics are being employed. The hostile nature of villagers which are concerned about land evictions in and around Nzasa requires significant facilitation with local level officials. Overall conflict resolution progress should be closely monitored over the next phase to ensure success.

Advocacy (Output 4): EMnet is the lead proponent in this activity. They have already produced 2000 leaflets in English and Kiswahili, key documents in marketing and socializing the project. Impact of these leaflets should be assessed at a later date once the project has documented where these leaflets were distributed. The project has also completed a 'knowledge needs' study which includes strategic recommendations. According to the logframe, many of their activities will occur in phase two (radio, film and newsletters). Coordinating external advocacy activities with the internal legal facilitation of LEAT will require close communication, which has not been clearly articulated in the logframe. WCST has identified the need to engage in more intensive sensitization campaigns with villages. An exciting component of the advocacy program is the training of journalists for monitoring however progress remains uncertain.

Alternative livelihoods (Output 5): As both formal and informal village population levels in and around PKFR remain dense; developing an alternative livelihoods strategy is essential for ensuring that stakeholders have sufficient incentive to stop engaging in unsustainable forest degradation activities. According to the work plan, year 1 focused on socio-economic and gender studies to better understand biomass usage, energy consumption patterns, and health / education levels. UDDBS has completed the study and is conducting the analysis to devise AIGAs. A major component of the proposal was development of a 'Resource Centre' as a means of income generation, yet little has been mentioned on its progress thus far. Hopefully, understanding local livelihood patterns will support the conflict resolution strategy for southern forest reserve areas.

6. Project Assessments

This section of the report will follow the structure outlined in the terms of reference for this evaluation and will address the specific questions by category. The responses are based on a combination of contract and project document reviews and qualitative assessments from field visits, interviews with project staff, community members, NGO's, and local and national government officials.

6.1. Impact

To assess positive and negative effects produced by the projects (directly or indirectly, intended or unintended).

- *To what extent are the projects' Goals being achieved?*

The stated project goal, "to manage the forest properly including participation of communities, supports surrounding community livelihood and provides ecosystem services" has not been observed during site visits and document review. Overall, the project has made progress, yet as the project has only just completed the inception phase, quantifiable impacts towards the stated goal are not yet appreciable. Section five has outlined progress in key areas.

- *How have the projects affected the well-being of different groups of stakeholders, and what do beneficiaries/stakeholders perceive to be the effects of the projects on themselves?*

Observable tangible improvements remain limited although there has been anecdotal evidence that illegal activities within park areas have slowed. During initial stakeholder meetings, over 100 people attended which exceeded expectations.

- *How do the projects contribute to capacity development and strengthening of institutions?*

The project has engaged with local authorities, conducted capacity building seminar and trainings on entrepreneurship and natural resource management practices. Although, in terms of quantifiable measurement, there have been limited results in terms of capacity building and strengthening of institutions. UDDBS by March, 2012 had conducted training to VECS and Village leaders on entrepreneurship, financial record keeping, business plans and carbon trading. WCST fully participated in the preparation in which more than 60 participants attended a five-day training. The closing training ceremony was officiated by Kisarawe District Executive Director on behalf of the District Commissioner. This also shows the cooperation with the Government and local Authorities and natural resource officers from Ilala and Kisarawe attended.

- *Has the implementation of the projects had any impact in relation to land use (including local agricultural practices)?*

There is anecdotal evidence the influx of informal settlers has slowed and, as park area boundaries are established, land use planning will be strengthened; however progress has been limited.

- *Has deforestation rate decreased?*

Although never proven by scientific methods, based on interviews conducted with community members, there are some indications that deforestation rate is decreasing; increases in forest cover and other biomass in the PKFR have been reported. Future analysis of remote sensing data is needed to confirm these results.

- *Has the implementation of the programmes had any impact on the income of local communities?*

It is difficult to assess the impact of the project on the income of the local community since the project is located in a peri-urban region while many community members are involved in other forms of small scale businesses which contribute to their incomes. There has been job creation from the establishment of tree nurseries, afforestation, and seedling aftercare.

- *Would the identified changes have taken place without the projects?*

Few identified changes e.g. changes in biomass would not have taken place without the project.

- *What is the general attitude of local people towards the projects?*

The general attitude of the people towards the project is positive and welcoming. However in some instances due to larger peri-urban populations, it has been difficult to keep all community members informed of project activities and some people in the Nzasa and Chanika villages expressed concerns about forest boundary demarcation.

6.2. Effectiveness

To assess the extent to which the projects' purpose and outputs have been achieved, or are expected to be achieved.

- To what extent do achievements accord with the planned results of the projects? In this regard, emphasis will be placed on assessing achievement of the project Outputs and overall Purpose, using the indicators and means of verification included within the projects' logical frameworks as a starting point.

In one area where the project has achieved results according to the project plan is the dissemination of information regarding the REDD project through its NGO partner organization EMnet. EMnet has managed to disseminate information through various media e.g. documents/leaflets, documentaries, radio broadcasting, organization plays etc. Although the project has progressed, many planned activities are behind schedule according to the logframe and project plan.

- To what extent are the achievements the result of the project rather than external factors?

Setting forest boundaries and reducing illegal harvesting are due to project activities.

- What are the reasons for the achievement or non-achievement of results?

There are several reasons for non-achievement but, in general, some of the major setbacks include the following: WCST has not been able to communicate efficiently with other partners such as LEAT, UDSM, EMNET, SUA and local government authorities. For instance, LEAT was supposed to handle all legal matters (both success and problems) related to the project but it has not been handling issues related to land use conflict in the PKFR area. There seems to be confusion in implementation roles and the responsibilities of individual partners. Based on interviews and documents reviewed, WCST (to some extent) maintains the role of coordinating activities but some activities have been implemented by other partners. Contracts should clearly specify responsibility regarding implementation otherwise this situation will largely contribute to inefficient project performance. Due to its peri-urban location, the PKFR faces significant pressures on land use, therefore, conflicts from forest encroachers and charcoal agents

remains a principle concern. This problem is exacerbated by seasonal cattle rearing: the area is adjacent to the cattle auction mart and a cattle slaughter house.

- How effective are the monitoring systems used for the projects?

The project monitoring system is not functioning since coordination between partners is weak, see comments in section 5 (project management). Furthermore, in terms of impact monitoring, the project progress report (APRIL – SEPTEMBER, 2011) is poorly formatted: it reports on each partners' progress, but does not report on progress towards the achievement outputs or activities as outlined in the proposal, hence tracking impact proves difficult. Finally, the progress report uses quantitative language without reporting quantities. For example, "Significance reduction in illegal exploitation of forest resources such sand mining, settlement, charcoal production and fresh cultivation of agricultural crops within the reserves has been observed during the period" has been claimed, but what constitutes 'significant'?

- Is there any change in the role local communities play in the monitoring and control of forest resources?

Although there has been issues related to the inefficiency of coordination and coordination of forest management, during interviews some community members mentioned their participation in patrols (even with the limited number of resources available); this is a positive sign of stakeholder collaboration and local ownership. Villagers and Schools in Kisarawe and Ilala districts were supplied with free project seedlings of fast growing tree species to plant on their own plots amounting to 20,000 seedlings. The District council of Ilala was assisted to establish of tree nurseries (Indigenous, fruits and exotic species).

- If there are projects that have started with payments to communities, what has been the basis for these payments and what are the experiences so far?

N/A

- Have there been any unexpected results as a result of the projects?

Through interviews and /or physical observation we did not observe any unexpected result due to project implementation.

6.3. Efficiency

To assess how economically resources and inputs in terms of funds, expertise and time are being converted to outputs/results.

- What measures have been taken during planning and intervention to ensure that resources are efficiently used? (e.g. efficiency in organisational structure and implementation approach, staffing expertise, financial policies/procedures and their implementation).

The project envisioned a strong program of planning and maintaining forest resources in PKFR. However challenges related to organization structure and implementation approach must be addressed. The project does not have a sufficient number of project staff to implement assigned tasks. These deficiencies compel the project staff to be involved in multiple assignments at a single time. Many activities such as facilitation of IGAs have not been implemented thus far, see section 5 (project management).

- Is the expenditure justifiable when compared to the plans, progress and output of the projects, or could the projects have been implemented with fewer resources without reducing the quality or quantity of the results? (e.g. areas of non-priority, wasteful or unnecessary expenditure, or alternative ways to achieve same results).

The project needs more staff and improved organization structure to implement all required assignments.

6.4. Relevance

To assess the extent to which the objectives of the projects are consistent with beneficiaries' requirements, Tanzania's needs and global priorities.

- Are the projects consistent with the livelihood strategies/living conditions of target groups, other benefits derived from forests, and are requirements of local ownership satisfied?

The project goal is consistent with livelihood strategies of Tanzanian peri-urban dwellers. The National Strategy for growth and reduction of poverty points out that a major policy goal is to support vulnerable groups and environmental conservation by: reducing environmental disasters, protecting soil, forest and aquatic ecosystems that people depend upon for production; reduce environmental degradation and loss of biodiversity which the REDD project is currently pioneering. However, as mentioned above, the project implementation strategies are not well organized to execute the project goals efficiently and in a timely manner.

- Are the projects consistent with Government of Tanzania priorities and strategies regarding climate change mitigation and forest management?

The project design is consistent with Government of Tanzania's priorities and strategies regarding climate change mitigation and forest management as outlined in the National Environmental Policy (2005). The policy recognizes clear cause-effect relationship between poverty and environmental degradation. Poverty leads to the destruction of forests resources by cutting down trees for charcoal, timber, fuel wood etc. in order to generate income for poor communities near forest areas. This particular project aims at reducing CO₂ emissions by curbing deforestation and improving livelihoods of communities living in nearby areas through income generating activities. The project is also designed to protect water resources, which is a major conservation initiative for Tanzania.

- How are the projects linking with other research, policy and pilot projects funded (as appropriate) under the partnership?

The project is linked with the Climate Change, Impacts, Adaptation and Mitigation in Tanzania (CCIAM) research project which has been initiated to enhance REDD implementation capacity in the country. There have been exchange visits with Mpingo Conservation Initiative Development and Jozani Zanzibar plus interaction with the National REDD Taskforce. Furthermore, Forcunsult (SUA), one of the partners, is a research institution doing many research activities

- Are the projects consistent with Norwegian policies and priorities, as well as the global discourse on REDD+?

Though not very well executed in terms of implementation, the project is consistent with Norwegian policies and priorities as well as global discourse on REDD+.

- Are the projects consistent with Tanzania and Norway's objectives regarding gender and good governance?

The project plans are consistent with Tanzania and Norway's objectives regarding gender and good governance in that both policies advocate active participation of women in economic development and good governance. In interviews and meetings conducted, we did not observe discriminatory tendencies by either party.

- Are the projects consistent and complimentary with other development partner interventions in the areas of natural resources management and climate change?

The project is consistent and complementary with other development partners in intervention strategies. This project has a strong focus on creating a viable conservation strategy for water catchment areas located in peri-urban areas.

6.5. Sustainability

To assess the probability of continued (long-term) benefits following project completion, and the potential for replication of projects. Do the projects have an exit strategy?

It is difficult to assess project sustainability since many planned activities are behind schedule. Moreover there are many issues related to land use conflicts and village borders disputes which threaten future sustainability of the project. Due to its proximity to a major urban environment, houses exist close to the forest reserve areas which may increase dependence on forest resources in adjacent stands. We did not find any plans for an exit strategy through documentation or interviews conducted. During phase 2, significant progress is required to develop alternative livelihoods, settle border disputes, and to develop local management institutions to engage in Joint Management.

6.5.1. Institutional capacity

- Have any of the projects' deliverables been hampered by capacity constraints, or is there a foreseeable risk that they will be? (e.g. organizational structures, multi-partner coordination, management, division of roles, policy/regulatory arrangements, administrative capacities, human resources, technical support, donor harmonisation, etc.).

In terms of organization structure, management, policy, administrative capacity etc. the project has not demonstrated the capacity to function as well as proposed. Moreover, there are constraints in terms of human resource and regulatory arrangements. Cooperation between different institutions and partners is weak which makes it difficult to deliver assignments on time.

- Have new or unforeseen constraints arisen and what realistic measures are needed?

Land use conflicts and illegal forest activities particularly with charcoal traders may cause future problems in the area. Charcoal producers need to be engaged.

- Are there any changes in stakeholder structures, political will or motivation that are likely to influence institutional capacity of the project?

No indications of any changes in stakeholder structure, political will or motivation that are likely to influence institutional capacity.

- How effective are knowledge management, learning and feedback mechanisms between relevant partners and actors especially primary beneficiaries?

Interviews conducted between local partners, local government and other partners did not indicate good communication between them. .

6.5.2. Financial management and corruption

The Baker Tilly report for WCST identified few areas related to financial management that need to be rectified as follows; lack of capacity in the Finance and Accounts function, with only one person in Accounts department; no internal checks and control is exercised by the Accountant himself by reviewing the work done by him on regular basis; the organization does not own updated Financial Regulations and lacks standardized forms at various levels of a financial activity; the organization does not have any procurement policy or procedure. The procurements are generally effected at the level of Chief Executive officer with consultation from the Accountant; the organization applies to the Revenue authorities for VAT exemptions on annual basis. The exemption is also applied for all local purchases by organization. Subsequent to the Baker Tilly report, WCST has taken measures to address the identified financial management recommendations, e.g. by appointing a project accountant and redevelopment of accounting manual to address the internal control issues. The effect of these measures should be further assessed based on the project's financial reporting and possible specific follow up review of the project financial management and reporting system.

6.5.3. Stakeholder participation and issues related to rights and access to information

- How have gender issues been addressed, including for example an assessment of disaggregated data for the distribution of means and resources between women and men, and the capturing of women's perspectives?

EMnet was given the task of educating and disseminating information to communities which are involved in the REDD project. Village leaders were the first to receive education on REDD initiatives which, through village general assembly, all community members were formally informed and provided opportunity to ask a range of questions. To date, efforts to address gender issues are continuing. We did not observe any discrimination in the distribution of resources either through interviews or documentation.

- How have HIV/AIDS risks and vulnerability been addressed, including involvement, policies and strategies?

This issue was not specifically addressed in project documents reviewed or in meetings.

- Have any of the projects' deliverables been prevented or affected because of conflicts of any nature, or have the projects had unforeseen negative impacts on conflict dynamics?

One of the major challenges hampering the PKFR development is the persistence of some community members returning to the forest reserve which hinders REDD efforts towards afforestation in PKFR. There are long-standing disputes over forest boundaries between some communities and the Government, which has the potential to negatively impact project deliverables. WCST has recognized the challenge and has achieved progress in boundary demarcation while LEAT has a specific strategy to review institutions, facilitate the signing of Joint Forest Management Agreements, and to resolve conflicts.

- How have the participation of rights holders been followed up and secured, including adherence to principles of equality and non-discrimination?

Lands within PKFR are government owned; illegal residents had been removed from the site through negotiation. Resettlements need to be conducted with extreme caution and done in fair and transparent manner.

- Have the projects undermined or strengthened the rights of local people?

The project has strengthened rights of local people through education and trainings.

- Have the projects produced conflicts or contributed to solving issues related to land and natural resources?

Illegal encroachers have been removed from forest reserve areas which has the potential to create significant land tenure conflicts.

- How have local residents been involved during the establishment and implementation of the programmes?

Local residents have been involved during the establishment of the program. However, implementation has been slow since its inception.

- Did local people receive information (on time and in the correct language) about the programmes before the implementation of them?

Based on interviews conducted, local people received information on time and in the correct language.

6.5.4. Environmental and technical sustainability

- Have any new positive or negative environmental issues associated with the projects arisen?

The positive environmental impacts associated with the project relate to the regeneration of vegetation and forest cover. Furthermore, forest and water sources, as well as improved rainfall reliability, in the general area are positive environmental goals. Negative environmental impacts observed during the project cycle relate to the soil degradation due to seasonal fires and animal trampling along cattle routes, although these impacts are likely not the result of project activities.

- Has biodiversity been addressed properly?

Biodiversity issues are yet to be fully addressed since many of these activities have not yet been implemented. However the project has conducted trainings on biodiversity inventory and monitoring of mammals, birds, reptiles, insects etc. The project's goal is to integrate biodiversity monitoring with forest monitoring as species are important indicators of a forest's functionality.

- Have any occupational health and safety risks emerged?

Many community members did expressed concern on issues related to safety i.e. injuries from accidents especially during forest patrols. Currently, first aid kits are not provided to patrol teams. During meetings community members complained about the lack of working gear such as rain coats, hard boots, bicycles, torches etc.

- Is the technology used appropriate to the economic, educational and cultural condition?

Some technology used in project activities is new but deemed appropriate for the education and cultural condition of communities involved.

6.6 Risk management

To assess how the projects have been addressing the risks as outlined in the project documents. The review should further examine if there have been other risks outside those mentioned in the document and measures used to address them along with possibility of particular concerns which need specific investigation.

Some of the major risks outlined by the project include the long standing conflict between the villagers and the government, education, and legal disputes on ownership of the forest by the government. Unless resolved, these risks may impede the future development of PKFR. Other risks associated with the development of the PKFR are as follows: a reluctance to join REDD initiatives particularly by illegal forest harvesters such as charcoal dealers and timber dealers, and wildfire outbreaks which occur frequently despite the fact the project has tried to educate people on this matter.. It should be noted that the project is situated in a peri-urban thus local people have the means to earn a living from other forms of economic activities which can yield quicker returns (i.e. employment with a monthly salary) as opposed to the long period required for sales from forest resources. This situation may threaten the future sustainability of the forest if local community members lose interest in participating in REDD schemes.

7. Findings and Recommendations

The WCST REDD program in PKFR remains ambitious and the partners have developed a comprehensive model to address the substantial barriers associated with working in such a complex space. Weak planning (the logframe lacked measureable indicators and work plans were vague) in conjunction with a lack of organization capacity for implementing project activities has hampered progress. We observed a shortage of local staff in the main office while they were required to also perform field activities, which impaired their ability to adequately manage office affairs. A change of project management staff has also contributed to the disorganization of the project since new project officers have to be familiarized with project issues especially those in need specific attention which include conflict areas, communication strategies, reporting requirements.

Furthermore, the role of each partner lacks clarity and, in some cases, we found activities had been performed without knowledge or had been duplicated or overlapped with another partner. In particular, information and education activities were not well communicated internally. There is a communication gap between the partners (e.g. EMNet, LEAT, UDSM, SUA) while it is unclear if partners should be communicating directly.

Going forward, it is important to ensure the contracts between WCST and the other partners define each's role and assignment. Also, WCST does not seem to have systematic contacts at the necessary levels in central and local government. This is deemed as important to maintain the political commitment to the protection of these forests against the continuous high pressure for other land uses in the reserves. Talking to WCST board members to reiterate the importance of this could be one way to promote effective follow up of this. The urgency of resolving ongoing border disputes, of initiating alternative income generating activities and of initiating discussions with MNRT on a JFM agreement seems well understood. However, weak coordination of the partners seems to delay progress in these areas.

Regarding progress, significant work remains on the ground level. In terms of MRV and REDD+ preparedness, this projects requires well-established (i.e. participatory), legitimate management institutions integrated into district and municipal governance structures in order to engage in equitable Joint Management Arrangements and benefit sharing. Village boundaries will have to be established in a

transparent, participatory manner with the support of LEAT. Furthermore, informal land tenure within the project area damages government credibility; to avoid exacerbating conflict issues, dialogue and facilitation are necessary. Also establishing alternative livelihoods and ensuring that local communities have access to energy for their needs will address the drivers of deforestation.

Appendix

A1. Meetings during Field Visits and Desktop review

WCST Project Staff

- Emilian Nyanda, Project Manager:
- John Matonya, Finance Manager
- Professor Munish, Forester, Sokoine University of Agriculture

Government Officials

Pugu – Kazimzumbwe, Local Government Office (Ofisi ya Mtaa)

- Hassan Mchumo :Chairman of “Mtaa”
- Ali Katwila: Local Government committee member
- Yahya Mzilu: Local Government committee member
- EMNet Project members for REDD Project

Project Beneficiaries

Nyebulu Village

- Environmental Committee Village members

Kazimzumbwi Maguruwe village

A2. Illustrative list of documents reviewed for the mid-term evaluation

- Project Performance during Reporting Period October 2011 – May 2012 (Zero Draft)
- Reducing Emissions from Deforestation and Forest Degradation (REDD) Piloting Project for Pugu Kazimzumbwi Forest Reserves (HIMADA). LEAT – WCST Partnership for Project Implementation (Progress Report)
- A Detail Study on Socio-Economic Situation and Potential Alternative Income Generating Activities (IGAs) of Communities around Pugu Kazimzumbwi Forests
- Contract between the Norwegian Ministry of Foreign Affairs and Wildlife Conservation Society of Tanzania Regarding Piloting REDD in Pugu Kazimzumbwi Forests, 24 March 2011
- RNE – WCST Pilot Project Decision Document, 23 March 2011
- Review of Financial Procedures at Wildlife Conservation Society of Tanzania, Baker Tilly, 20 Sept 2011

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