

AFR TZA/A 601/88

88.

EXPANDED AFFORESTATION WORK IN THE SAME DISTRICT OF KILIMANJARO REGION

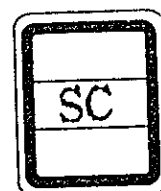
FOLLOW-UP REPORT 1995

Project data

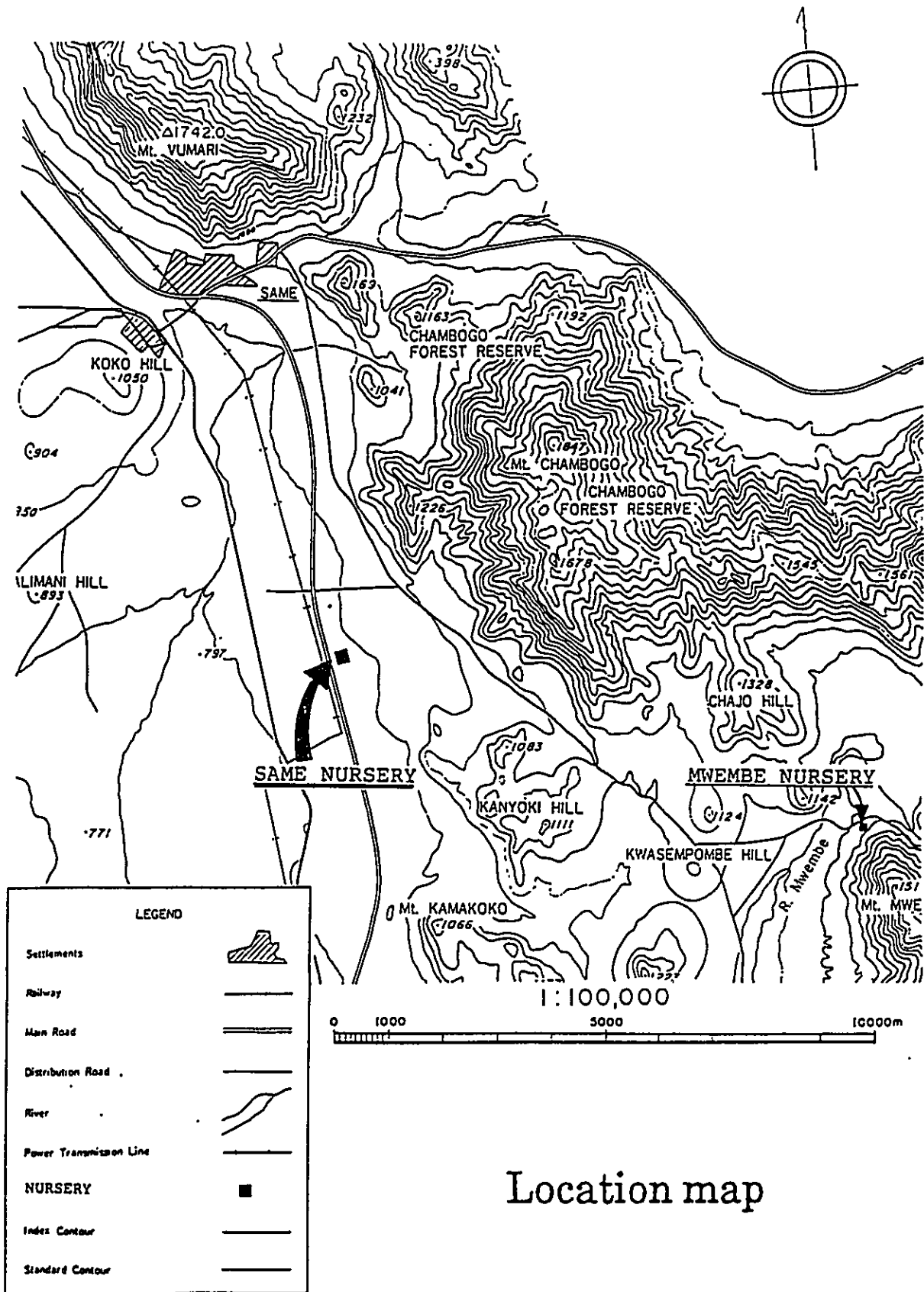
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Region:	Africa
Country:	United Republic of Tanzania
Sector / Subsector:	Forestry/Forestry & Forest Conservation
Code No:	AFR TZA/A 601/88
Type:	Development Survey
Counterpart Agency:	Ministry of Natural Resources and Tourism
Fiscal Year Completed:	1988
Consultants:	Japan Forest Technical Association
Expenditure:	345,192 (¥,000)
Present Status:	In Progress



Project site map / location



Location map



1146509 (3)

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1 Executive Summary

Summary of survey results

The Study on the Expanded Afforestation Work in the Same District of Kilimanjaro Region produced two reports:

- a Feasibility Study of Social Forestry in the Kilimanjaro Region. This led to the implementation, through a technical cooperation programme with the Forestry Division, of the Kilimanjaro Village Forestry Project. This project is now halfway into its five year implementation phase;
- a Semi-Arid Forest Management Plan. This was adopted later as part of the Tanzanian Forest Action Plan.

Conclusions

Neither the feasibility study or the Semi-Arid Forest Management Plan of the 1988 report have been satisfactorily implemented. The primary failings of each were:

- the social forestry project is failing to reach the target groups in sufficient size and numbers to warrant the considerable investment made. The favouring of a more research oriented facility over the development of practical extension services means that the project is very unlikely to be sustainable after the withdrawal of donor funding;
- the Forestry Division is unable to fully implement the recommendations of the forestry management plan, as part of TFAP, because of insufficient funds and other resources.

Recommendations for JICA

JICA should examine closely the recommendations of the recently completed mid-term review and adjust the project's goals accordingly. JICA should also examine the possibility of expanding the social forestry project into a third stage to develop the extension services within the district. It is possible that the project could be ultimately assisted by JOCV volunteers, utilising

the resources produced by the project to date to implement a social forestry programme.

To ensure the continuity of this project, and to reach a much greater number of people; and partly to warrant the large investment in the Same project, JICA should consider supporting the project into a third stage and providing the project management with greater flexibility in working linkages and executive authority.

The project should work in close coordination with other donor and Non Governmental Organisations' forestry projects to maximise resource utilisation while reaching the greatest number of communities.

Dissemination and following action

Apart from the JICA UK Office and JICA Tanzania, it is anticipated that this report will be distributed among the relevant Government of Tanzania authorities associated with the project: Forestry Division (Ministry of Tourism, Natural Resources, and Environment) and Same District Council.

2 Results of survey: Project Design

Identification and outline of project rationale

The project was requested by the Government of the United Republic of Tanzania in 1986. The study was implemented as a 21 month study between December 1986 and August 1988 to prepare a semi-arid forest management plan through social forestry and to contribute to the promotion of forestry policy and economic development of local communities in Tanzania.

In recent years excessive felling of fuelwood and overgrazing as well as irregular climatic changes have drastically reduced the forest area and deteriorated forest productivity and environmental conservation functions in Tanzania. The development of an effective social forestry development plan and a semi-arid forest management plan is expected to contribute as a check to this deterioration and ultimately act to reverse it.

The promotion of these plans would also contribute to regional socio-economic development.

Short description of project

There were two parts to the project:

- a study area of 200,000ha was established in the Same district of the Kilimanjaro region, and study sites within the area were identified that would be suitable for social forestry development;
- a model area of 20,000ha was established, and a Semi-Arid Forest Management Plan was drawn up for the area.

Funding

The study was funded by grant aid at a cost of 345,192 (¥,000).

3 Results of survey: Project Implementation

Implementation and monitoring

The study was carried out by the consultants and a report produced in 1988.

Development to date

There have been two major developments to come out of the study to date.

- The proposals of the study were incorporated into the Tanzanian Forestry Action Plan in 1991. These were in particular reference to the development of the north Pare region. The TFAP is a national policy document for the Forestry Division, its recommendations are followed where possible. However, there has been no significant progress towards implementing this strategy to date, largely due to the lack of implementing funds.
- A technical cooperation programme was proposed as a process of implementing the semi-arid management plan and, as a result of this programme, the JICA assisted 'Kilimanjaro Village Forestry Project' began in January, 1991.

The technical cooperation programme is a model project to promote village forestry and is based in the Same district of the Kilimanjaro Region.

The project has two phases:

- a preliminary phase which involved construction of two nurseries (highland plain and lowland), construction of project headquarters, staff training, and varietal trials of tree and shrub species;
- an implementation phase of five years involving the establishment and support of a number of nurseries in villages and schools, both in the highlands and lowlands. There was also some instruction in nursery and grafting techniques, the production of educational resource materials, and the training of Tanzanian counterpart staff from the Forestry Division, Ministry of Tourism, Natural Resources, and Environment.

Processes

The study was carried out by a 16 man survey team over 16 months. The team examined the local conditions of both upland and lowland areas of the region, particularly concentrating on the Same district; the team collected appropriate data, and consulted with Tanzanian forestry and other natural resource personnel.

Operation

The implementation of the technical cooperation project into social forestry in Same district was meant to be joint funded but in recent years there has been a serious inability by the Government of Tanzania to consistently provide their contribution. Although the Government of Tanzania did provide a borehole in 1991 at a cost of Tsh. 3 million and has made other considerable inputs in the past.

This inability is closely linked to the Forestry Division relying almost entirely on revenue generated by its own activities, with little support coming from Treasury to fund any of their projects. This has led to a prioritisation of contributions to various joint-funded projects. They would have preferred a sliding scale of contribution to the Same project whereby JICA fully funded the operational costs for the first years of the project, with the Government of Tanzania incrementally increasing their own contribution each year until they were meeting 100% of the operating costs. This would enable the Forestry Division to contribute the same amount of funding but would be more able to budget and plan for it with Treasury.

Impacts

The implementation of the TFAP could have a significant impact on the management of the forestry resources of Tanzania and the contribution of the semi-arid forest management plan will be of considerable importance within that. However, the inability of the Forestry Division to fully implement the TFAP due to insufficient funds means that its impact is limited.

It is too early to determine the impact of the social forestry development plan and the associated implementation of the technical cooperation project in Same in national or local terms.

At this stage, the disproportionately large investment in infrastructural development does not appear to be warranted by the results on the ground.

Sustainability

A. Semi-arid Forest Management Plan

The Forestry Division is unable to fully implement the recommendations of the forestry management plan as part of the TFAP, because of insufficient funds and other resources. It is to be hoped that with the greater control over revenue and expenditure that the Forestry Division now has, and with key inputs from outside agencies (particularly in training and mobilisation support), the TFAP may eventually be fully implemented.

B. Social Forestry

The capability of the Same village forestry project to continue after Japanese investment finishes is in some doubt. There are 5 Tanzanian counterparts for five permanent Japanese experts but the Tanzanians are not all suitably skilled or motivated. The majority of staff are employed by the project with only 25% being Government employees. The staffing problems have been further compounded by the delay in posting of staff to the project with some of the counterparts and extension staff arriving up to two years after the project's establishment. There has also been no formal involvement of staff or resources from district or regional level.

The replication of the social forestry project across Tanzania is highly unlikely, due to the high investment cost in infrastructure. The result is that it can not be viewed as a replicable pilot project.

Within the Same district, it is likely that a significant number of the community based nursery initiatives, particularly those in the highlands, will continue after JICA funding terminates. In the highlands, where land tenure is different (there is an higher ratio of owned and demarcated land to public land) and the land is more productive, people are more prepared to invest in activities which will improve the quality and value of the land. There is also sufficient rainfall to support the trees.

In the lowlands, although the people are aware of the value of trees, there is a problem in maintaining plants due to the very low rainfall (<300mm a year for the last three years). There is also a clash between the perceived value of livestock and the value of trees.

4 Results of survey: Conclusions

Despite the high investment costs and other drawbacks, Government officials believe the project will still have played an important role in forestry development in Tanzania. It should produce an increased level in ability of Tanzanian forestry staff due to the significant counterpart training involved, from project manager level downwards, and there has been on the job training in field surveys, air photograph interpretation and transfer of its results onto topographic maps, and joint formulation of the plans.

General comments on development

The social forestry project is considered to be inflexible in its approach. Both the 1988 and 1991 studies failed to adequately consider or address the following points:

- the research site did not adequately cover the variation in conditions encountered in the district (ie: differing rainfall, soil types, wind, etc between highland, highland plain, and the lowlands);
- the lack of adequate social survey (only 3 pages out of 230). Quite different tribes, languages, and social structures exist over the District. More importantly, land tenure is also very variable;
- the implementation of extension services;
- the ability of Government of Tanzania to meet operational costs and provide adequately trained staff as counterparts;
- the impact of concentrating a large amount of limited human resources into a relatively small-scale project in one small area;
- the inflexibility in project design to accommodate changing economic conditions;
- the role of the district and regional authorities in project implementation.

The perspective of the project was comprehensive and ambitious and it required a large initial capital investment, with a very small component for the implementation of extension services. This imbalance detracts from any attempt to establish a community based initiative.

The inadequate appraisal of current social forestry processes in the region and the lack of involvement of district and regional foresters (there are 69 forest officers in Same District) suggests that the project was designed from a theoretical and practical distance that precluded sustainable development.

The project has become predominantly research oriented. Its sustainability is in question either as a social forestry catalyst and research centre, or as an applied research unit. This applies, whether it is kept within Forestry Division, or handed over to the KRDD.

Specific comments on JICA's role

The Forestry Division gratefully acknowledged the speed of implementation and release of funds once the formalities of processing applications are completed.

The Forestry Division note a reluctance by JICA to support the expansion of Phase 2 to incorporate extension services development on a larger scale.

The terms of reference were agreed and set at a policy level and appear hard to change. The agreed management structure works through the Directorate of Forestry headquarters as opposed to Regional Development Directorate or District Council. At project policy level, there is an apparent failure to recognise the role and value of regional and district administrations.

The planned method and process of project implementation has been rendered unrealistic by changes in the socio-economic structure of Tanzania. However, there have been no matching changes in the project structure to address those changes. The level of inflexibility in project policy has caused difficulties for project management to address ground-level issues in a cost-effective and coordinated manner.

To ensure the continuity of this project, and to reach a much greater number of people; and partly to warrant the large investment in the Same project, JICA should consider supporting the project into a third stage and providing the project management with greater flexibility in working linkages and executive authority.

This may involve:

- formal co-ordination/integration of activities (particularly workshops) with other donor and NGO projects in district;
- working through JOCV volunteers based in the Same region;
- training of regional and district forest officers as extension officers;
- utilisation of extension resources produced in the previous stage;
- supply of basic equipment to extension staff (eg: bicycles for community based officers).

Requests for further surveys

The Forestry Division would like to see the Same project expanded to incorporate a greater extension services content.

Annex A: Interview

Interviewees

Mr Mtuy, Director of Forestry
Mr Mbonde, Chief Forest Officer
Mr Riwa, Acting Regional Development Director
Mr Mushi, Regional Natural Resources Officer
Mr Isara, Regional Forestry Officer
Mr B.G. Matunda, Project Manager
Mr Sato, JICA Expert
Peter C. Kangwa, District Commissioner, Same
Mr G. Moshi, Establishment Officer
Mr A. Maggid, Assistant Extension Counterpart

**Interview notes from Mr Mtuy, Director of Forestry,
Forestry Division, Ministry of Tourism, Natural
Resources, and Environment**

(Questions in Italics)

Does the Forestry Division have difficulty in meeting agreement requirements?

The project is meant to be joint funded, but there has been a serious inability on the Government of Tanzania side to make their own contribution. Inability closely linked to the Forestry Division relying almost entirely on revenue generated by its own activities, with little support coming from treasury to fund any of their projects. This has led to prioritisation of contributions to various JFPs. Government of Tanzania would have preferred a sliding scale of contribution to the Same project whereby the donor (JICA) met fully operational costs for the first years of the project, with the Government of Tanzania incrementally increasing their own contribution each year until they were meeting 100% of costs by the projects end (ie: Government of Tanzania would contribute same amount of funding but would be able to better budget and plan for it).

What other problems face the Forestry Division in the implementation of the project?

- An inability to meet operational costs has meant that provision of staff to project has been difficult.
- The concentration of a large amount of human resources into a relatively small-scale project in one small area.
- Funding structure
- JICA reluctance to support expansion of Phase 2 to incorporate extension services development on a larger scale
- Inflexibility in project design to accommodate deteriorating economic conditions (but is this a national problem or just the adjustment that the government departments are being forced to take because of SAP).
- Donor inflexibility:
 - JICA dictated terms on project development
 - JICA dealt through forestry HQ as opposed to Regional directorate
 - JICA unrealistic in method/process of project implementation

What are the chances of its continuing successfully at the end of JICA support?

The capability of project to continue is probably high due to the low level inputs after establishment and the comprehensive counterpart training. One problem in establishing other similar projects, particularly outside of the region, will be the necessity for the Forestry Division to generate sufficient income from its production activities to invest in such small-scale projects.

Interview notes from Mr B.G. Matunda, Project Manager, and Mr Sato, JICA Expert.

What has been JICA's role in the project?

The JICA side have no mandate to work with Agricultural Extension. The project agreement is quite inflexible about this. However, in practice, and at grassroots level, they do. JICA is inflexible in its approach to implementation and wanted to implement the August 88 plan (big productive forestry). However, the project managers wanted to start small. "Small is already big and has very little inbuilt sustainability". Forestry and Beekeeping has no money to pay people or run the nursery which has meant that JICA is often called upon to assist in areas not formally agreed to.

Were there any problems with the original feasibility study?
The original reports Aug 88 / April 91 avoided a number of critical areas:

- Rainfall figures were used for Same. Which is not the same as Mkonga which has a lower rainfall (see handout B). How can you do research on trees for uplands with 400 mm rainfall?
- Huge disparity in rainfall between mountain areas and lowland areas: 1,100 mm to 300mm respectively. Temperature, soils etc. also vary. This was described in detail, but not really integrated into the design of the programme.
- Lack of adequate social survey
- Quite different tribes, languages, and social structures exist over the District. Importantly, land tenure is also very different.
- No real integration of training or a programme to address the lack of skilled human resources in the Tanzanian Ministry side. A long-term approach to training was/is required.
- Distance to Same. Where do people live?

How extensive is the training component?

There are 5 Tanzanian counterparts for the 5 permanent Japanese experts. Unfortunately, they are not all of a suitable standard and there are difficulties with motivation and skill levels. There is a big skills shortage at ground level, with extension officers, and at management level.

Unfortunately, the Government of Tanzania is rigid in promotion policy: qualifications = salary scale = responsibility. In practice people with paper qualifications can be highly variable. Meanwhile they cannot promote good people with good motivation but without the requisite paper qualifications.

Is there any funding available for degree courses?

There are no training bursaries in the project for training Tanzanians to Degree level.

What training element is there for local communities?

There also two short-term JICA experts, one of which is carrying out training in grafting techniques etc. The training component is limited at present to a small number of villagers in simple technical techniques, but some more training is coming soon in grafting. There will also be training for people at the Silviculture Research Station, Loshoto and from the Tanzanian Forest Research Institute, Morogoro.

It is too early at present to do Open Days or Farmers Days to publicise the work on the station.

What level of social forestry is actually practised?

Nobody has really looked at community forestry, community forest management. However, in Mwangi (halfway to Moshi), the GTZ (Gesellschaft für Technische Zusammenarbeit) German Co-operation are running a social or community-based forestry programme based on Participatory Rural Appraisal and other methods. The GTZ programme is 14 years, based on appraisals every four years. The Mkonga team visited them on a study tour in November 1995.

The Tanzanian side have made a few social surveys using the Forest Officers.

At present extension is difficult because there isn't really a social forestry approach. There are 69 forest officers in Same District, a few bicycles in the lowland areas, 2 - 3 motorcycles and one 4x4.

How sustainable is the project?

The Government of Tanzania provided the borehole in 1991 at a cost of Tsh. 3 million, it is 150 metres deep! (Tsh. 200 = US\$1 in 1991). Government of Tanzania input has been considerable in the past.

The nursery now sells seedlings but the sales are tiny compared to running costs. There is no sustainability built into the structure, and block funding with no gradual handover is a problem.

However, there is a belief that the new President is serious - he has promised to move natural resources into the president's office. Maybe more money will go into the Environmental sectors.

Is there any difficulty in motivating people to plant trees?

There isn't a problem. People know the value of trees. However, the problem is in maintenance of a plant, particularly in the lowlands with low rainfall. There is also a clash between livestock and plants.

In the highlands, land tenure is different (higher ratio of owned and demarcated land to public land), and so people can invest in trees, own them, and they do get adequate rainfall.

Have there been any other recent studies?

There was a JICA mid-term review in August 1995, very comprehensive - not yet received here, it is probably only written in Japanese. Also a short project document.

Annex B: Photographs of project



1 Land clearance for agriculture in the highlands, Same district



2 Women's cooperative nursery, Manka community



3 Private nursery in highland plains, Bangalala



4 School lowland afforestation project, Makanya

Annex C: Terms of reference and purpose of survey

Terms of Reference

- The JICA UK Office has requested the consultants to prepare of an independent follow-up survey in Tanzania.
- It is proposed that the work be carried out between Thursday 9th November and Friday 22nd December, 1995.
- The survey will comprise a broad evaluation and current appraisal of thirteen (13) Master Plans, Feasibility Studies, and Basic Studies in comparison to the present and future status of the individual projects or studies.
- The scope of work will cover:
 - a) Study on Water Resources Development in the Ruvu River Basin
 - b) Study on Dar es Salaam Road Development Plan
 - c) Natural Soda Development in Lake Natron and Related Transportation Facilities
 - d) Kilimanjaro Region Integrated Development Plan
 - e) Southern Coast Link Road Project
 - f) Proposed Mahale Mountains National Park
 - g) Lower Moshi Agricultural Development Project
 - h) Mkomazi Valley Area Irrigation Development Project
 - i) Expanded Afforestation Work in the Same District of Kilimanjaro Region
 - j) Road Improvement and Maintenance in Dar es Salaam
 - k) Lower Hai and Lower Rombo Agricultural Development Project
 - l) Rehabilitation of Dar es Salaam Water Supply
 - m) Topographic Mapping of Mwanza-Geita Block in the United Republic of Tanzania
- If possible, the survey will cover recent and relevant developments in the context of each project or study.
- Where appropriate, the reports will comprise questionnaires, interviews and highlight following actions for JICA and/or the Government of Tanzania.
- The reports will contain a detailed itinerary, records of interviews made and sources of information.

- The quantity and quality of information contained in the reports will reflect the availability and accessibility of information in Tanzania.
- The reports will be prepared in draft form and presented to the relevant implementing Ministries for comments before leaving Tanzania.
- Final report texts and layouts will be completed by Friday 22nd December, 1995.

Purpose of survey

This report comprises a descriptive assessment of the progress of the project against the objectives of the project as described in the original study. The purpose of the survey is to:

1. Describe project achievements to date by their:
 - A. Impacts
 - B. Effectiveness
 - C. Relevance
 - D. Efficiency
 - E. Sustainability
2. If required, produce specific and general recommendations to improve the performance of this and other similar projects
3. Further communication between funding agencies, design consultancies, implementing agencies and project beneficiaries

Annex D: Methodology and chronological itinerary

Methodology

As far as possible, the survey was performed by a structured process:

- identify the authorities involved;
- identify and locate key informants within the authorities;
- locate adequate documentation and reportage;
- define aims of project;
- conduct interviews on specific and general issues;
- define indicators of achievement and/or progress;
- visit the site;
- analyse the collected data;
- prepare draft report;
- discuss the draft report with key informants;
- edit and prepare final report text.

Chronological Itinerary

Tuesday, November 14th

11.00 Meeting with Division of Forestry:
Mr Mtuy, Director of Forestry
Mr Mbonde, Chief Forest Officer

Tuesday, November 21st

09.00 Introductory meeting with RDD Kilimanjaro Region:
Mr Riwa, Acting Regional Development Director
Mr Mushi, Regional Natural Resources Officer
13.30 Meeting continued with:
Mr Mushi, Regional Natural Resources Officer
Mr Isara, Regional Forestry Officer

Thursday, November 23rd

08.30 Meeting Forestry dept in Moshi

Wednesday, November 29th

12.30 HT Same Forestry Project:
Mr B.G. Matunda, Project Manager
Mr Sato, JICA Expert
15.30 JR Same District people
Peter C. Kangwa, District Commissioner, Same
Mr G Moshi, Establishment Officer

Thursday, November 30th

08.00 JR Same Forestry field trip
Mr Ali Maggid, Assistant Extension Counterpart
09.00 Mwambe, Project Nursery
11.30 Manka, Womens Cooperative Nursery
14.00 Bangalala, Private Nursery
14.30 Makanya, School Nursery

Annex E: References & reports used in survey

JICA (1988) Report on the study of development survey for Expanded Afforestation Work in Same District of Kilimanjaro Region, United Republic of Tanzania, August 1988

JICA (1988) Report on the study of development survey for Expanded Afforestation Work in Same District of Kilimanjaro Region, United Republic of Tanzania: Appendix, August 1988

JICA (1991) Implementation Design Survey Report for The Kilimanjaro Village Forestry Project, April 1991

JICA (1991) Implementation Design Survey Report for The Kilimanjaro Village Forestry Project: Annex, April 1991

