

AFR TZA/S 103/80

PROPOSED MAHALE MOUNTAINS NATIONAL PARK

FOLLOW-UP REPORT 1995

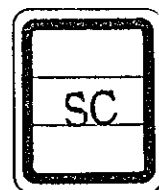
Project data

Region:	Africa
Country:	United Republic of Tanzania
Sector / Subsector:	National Parks/Wildlife
Code No:	AFR TZA/S 103/80
Type:	Master Plan
Counterpart Agency:	Wildlife Department, Ministry of Natural Resources and Tourism
Fiscal Year Completed:	1980
Consultants:	Japan City Planning Co., Ltd.
Expenditure:	45,968 (¥,000)
Present Status:	Discontinued

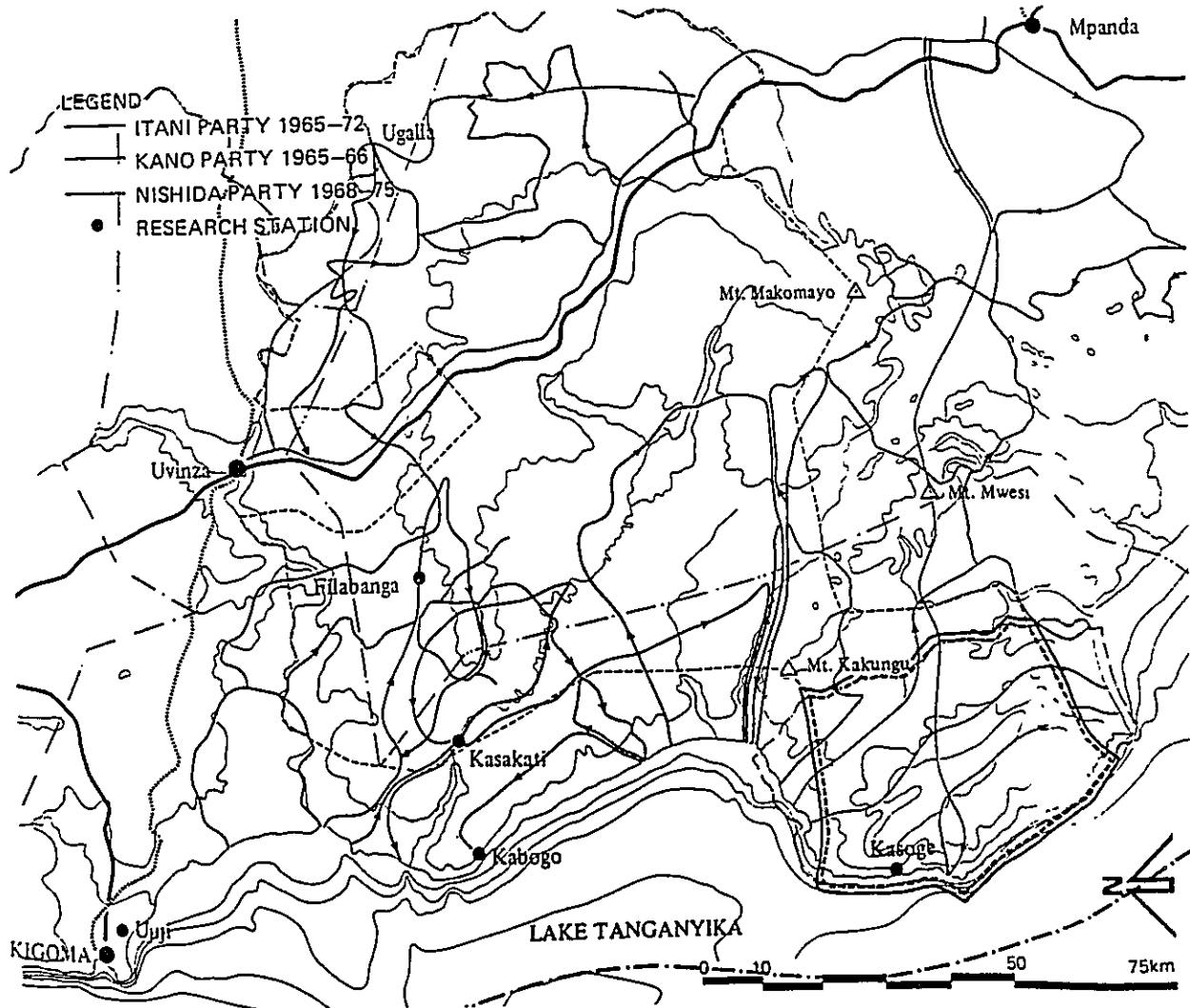
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Project site map / location





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1 Executive Summary

Summary of survey results

Although the basic premise for development of the Mahale Mountains region is important in terms of conservation value, the management plan and associated implementation programme would have been ambitious by any country's standards. Each area identified for development was sophisticated and it would have been difficult to justify the expenditure of nearly 4 million US dollars at a time of economic hardship and famine.

The Wildlife Division and TANAPA have approached the development of Mahale Mountains National Park in a necessarily pragmatic way. However, further development, is still required to upgrade the trails, airstrip, accomodation, ranger stations, communications, and transportation to and from Kigoma.

TANAPA is still considering the development of the tourism potential of the region but is restricted by limited funds spread amongst the many large parks under its care. At present, one private operator based out of Mpanda to the southeast of the park, and one out of Arusha/Nairobi, are bringing visitors to Mahale. Interest has been expressed by other operators if access could be improved.

Although JICA, and the Japanese government in general, has contributed significantly to research and development in the Mahale Mountains National Park, the benefits of this has not always been made readily accessible to the Tanzanians. In thirty years only three Tanzanian ecologists have been supported in their work in Mahale. This has been primarily due to the lack of appropriate Tanzanian candidates. Greater efforts must be made by both the Japanese and Tanzanians involved to remedy this. If this is not achieved, and as Japanese research funds and other support to Mahale falls away, it is likely that there will be a loss of continuity of research and a problem over the ability of local researchers to reproduce or build on past work.

Conclusions

A revised mangement plan better reflecting the current practical and economic situation in conservation should be produced. The management plan should be simpler in design with a clear-cut

development programme over a number of years. Any development to utilise tourism potential should match growth in visitor interest and the associated generated revenue.

The management plan should meet the guidelines outlined in the National Policies for National Parks in Tanzania produced by TANAPA in 1994, and be reworked in collaboration with TANAPA's planning unit. The management plan should particularly attend to community development around the park (the population of the region has increased dramatically since 1980) and should also deal with issues such as conservation education, the development of buffer zone management strategies, research programme development, and a full appraisal of the potential tourist market. Every effort should also be made to coordinate with and involve other agencies' activities in the region.

Recommendations for JICA

JICA should examine the possibility of supporting TANAPA to produce a revised management plan for Mahale Mountains National Park. Once the management plan has been produced, JICA should then also consider supporting TANAPA in its implementation.

JICA should also reappraise the manner in which it supports wildlife research, not only in Mahale, but throughout Tanzania.

The Tanzanian Government is in the process of developing a sustainable indigenous research system in Tanzania; notably through the Serengeti Wildlife Research Institute (SWRI). Any future Japanese Government initiatives to support wildlife research work in Tanzania must make use of this process to encourage the development of the institute. JICA's own role within the SWRI could also be expanded to promote the development of the institutes' infrastructure and capabilities.

Dissemination and following action

Apart from the JICA UK Office, it is anticipated that this report will be distributed among the relevant Tanzanian Government authorities associated with the project: TANAPA, The Wildlife Division, and the Serengeti Wildlife Research Institute.

2 Results of survey: Project Design

Identification and outline of project rationale

In response to a request of the Government of the United Republic of Tanzania, the Government of Japan decided to extend technical cooperation for the establishment of the Mahale National Park in the Kigoma.

In 1975, the Japanese International Cooperation Agency (JICA), sent four ecologists to cooperate with the staff of the Wildlife Service based at the Kasoge Chimpanzee Research Station in Mahale. As a result of this cooperation, the Government of Tanzania requested further assistance from the Government of Japan to prepare of a master plan and implementation programme. This master plan for the development of the proposed Mahale Mountains National Park was drawn up after a 9 month survey between April 1979 and May 1980.

The Mahale Mountains area was not originally part of the protected areas system of Tanzania. However, the Wildlife Department had responsibility for the protection and control of game, and has monitored activities in the region since 1965. Isolated on a peninsular-like outcrop about halfway down the eastern margin of Lake Tanganyika, it is 1,613 km² of mountainous country with considerable tracts of broken terrain. Mount Nkungwe is the tallest peak at 2,462 metres and is located in the northeast of the region. Vegetation is primarily secondary forest although small pockets of primary forest still exist.

The Mahale Mountains are best known for their large population of chimpanzees (possibly the largest population density in East Africa) which are mostly found along the western edge of the mountains. It also has eight other primate species including the vervet monkey, yellow baboon, blue monkey, white-nosed monkey, red colobus, and Senegalese galagos, making it one of the richest areas in Africa for primate diversity. Other large mammal species include roan antelope, bushbuck, buffalo and elephant. Over 200 bird species have been recorded.

The vegetation of the region is also very distinctive, and like other mountainous areas in East Africa, the Mahale Mountains have a characteristic island ecology with a significant number of endemic plant species.

Japanese primatologists, mainly from the University of Kyoto, have been working in Mahale since 1965 studying the chimpanzee population. Their research station is at Kasoge in the west of the region. The Government of Japan has provided considerable support to the scientists since that time. Scientists from the University of Michigan in the United States, and Stirling University in the United Kingdom, have also carried out research in the Park.

A small number of people live in the vicinity of the park. The remoteness, with associated communication and transportation difficulties, the villagisation programme of the 1970's, and the large number of tsetse fly has meant that the region has never been highly populated. The main occupation of the inhabitants of the area is shifting cultivation and fishing; poaching of wildlife is not considered a problem. The greater threat has been from the extraction of timber.

However, in recent years, due to the political instability in Zaire, there has been a considerable increase in numbers of refugees coming across the lake from Zaire. In the last three years, considerable damage has occurred forest resources have been depleted along the lakes edge. A mounting political pressure is developing.

Three major impacts were expected from the implementation of the master plan:

- establishment of the 11th National Park in Tanzania;
- protection of the wildlife and environment through control of illegal infringement (eg: poaching, timber extraction);
- development of tourism potential.

Short description of project

The master plan drew up a management plan to establish the area around the Mahale Mountains (1,633 sq.km.), Kigoma Region, as Tanzania's 11th National Park. The master plan identified 6 major project areas for development:

- facilities for park operations (eg: patrol posts): 7 locations;
- traffic routes: 3 routes on Lake Tanganyika
 4 routes on land;
- 3 communication systems;
- establishment of National Park Headquarters in Kigoma;

- establishment of a local administrative base at Bilenge;
- improved survey and research facilities.

Detailed design

The Master Plan outlined extensive and sophisticated development of the Mahale Mountains region. Development features included:

- large Park headquarters at Kigoma for centralised park operation and management;
- a Field Station at Bilenge incorporating office, research laboratory, staff quarters, museum, and camping ground;
- a substation at Sinsiba;
- large modern laboratory facilities at Kansyana, Myako and Nganja to supplement the main one at Bilenge;
- large cruiser to bring tourists (up to 30) from Kigoma to Bilenge;
- eight patrol posts with an office and house at each;
- resettlement of villages to outside of the Park boundaries;
- mountain huts at Nkungwe, Muhensabatu and Pasagulu;
- surveying and gazettelement.

Funding

The Wildlife Division submitted the JICA master plan to the Tanzanian Government in the early 1980s for consideration of grant aid funding. The estimated cost for survey, design, and construction was US\$3.9 million, divided into two phases:

- Phase I US\$ 2.08 million;
- Phase II US\$ 1.85 million.

There was an annual required recurrent expenditure of US\$113,000.

However, at that time (the early 1980's), Tanzania was suffering greatly from drought and famine, and the government felt that food aid was a greater priority for the country.

After the initial application to government for the grant aid assistance no further effort has been made to attract overseas funding, and development of the National Park has progressed slowly using local funds and small project grants.

The Government of Japan, however, has continued to support development and research in the Mahale Mountains as the Tanzanian Government proceeded to develop the region into a National Park. Small project support grants and other forms of aid were used to assist this development in key areas, including:

- support of the resettlement of villages to outside of the, now, National Park;
- purchase of a vehicle;
- purchase of two speedboats;
- purchase of outboard motors;
- support of research facilities;
- purchase and supply of spare parts.

Recently, the Zoological Society of Frankfurt (FZS) has provided assistance in the repair of the airstrip and ranger posts. This has been a part of FZS and Tanzanian National Parks (TANAPA) essential or rescue funding and not a part of any long term policy of assistance to the Mahale Mountains National Park by the FZS.

Critique of project design

The project design was elaborate and ambitious. Although the basic premise of development was sound, each area identified for development was inappropriately expansive and sophisticated for the period. In addition to being relatively expensive, it would also have been inconsistent with other development in Tanzanian National Parks.

To have four research stations, an office with each ranger post, extensive electrification, medical facilities, and yet no provision for education of staff children is one example that suggests that the design was not adequately thought through. The desire to build an ideal centre appears to have succeeded over the practicalities and realities of maintenance, movement of supplies, support to isolated ranger posts.

3 Results of survey: Project Implementation

Implementation and monitoring

The study was instrumental in the gazettelement and creation of the Mahale Mountains National Park in 1985.

The proposals of the master plan were partly incorporated into the 3rd Five Year Development Plan, and the studied area became the 11th National Park in 1985, although it was not handed over to TANAPA, until 1990. TANAPA is a parastatal corporate body owned by treasury, it reports to Government via the Ministry of Natural Resources and Tourism. TANAPA is responsible for the conservation, development and management of the 12 National Parks in Tanzania.

Development to date

The development of the Mahale Mountains region has progressed slowly since 1980.

Resettlement of villages out of the area continued throughout the early 1980s. The last chief came out of the mountains in 1984, and only one fishing village remains on the northwestern edge of the Park. This village has a negotiated arrangement of access and presence with the National Parks Service. For most of the year this village is small (less than 500 people), but it can swell to up to a 2,000 people during a good fishing season, many coming from as far away as Kigoma to the north and Zaire across the lake. Illegal infringement from this source is believed to be considerable, particularly in the form of fuelwood collection.

Surveying of the area was completed in 1984, and it was gazetted as a National Park in 1985. The National Park Service assumed responsibility for the Park management from the Wildlife Division in 1990.

The National Park now has a single room Park headquarters in Kigoma, a number of ranger stations, vehicle, speed boats, and other basic equipment. Some basic facilities for a small number of tourists are also now available.

The work of Japanese and other primatologists is now into its 30th year, and the Mahale Mountains is now being recognised as a conservation area of international importance.

Sustainability

It is highly unlikely that the 1980 proposed management plan would have been sustainable at that time, and possibly not even in today's eco-tourism climate. It was significantly over-elaborate and the status of tourism and supporting infrastructure in the region at the time would have had great difficulty supporting, let alone warranting such an extensive development.

4 Results of survey: Conclusions

General comments on development

The management plan and associated implementation programme would have been ambitious by any country's standards. Although the basic premise of development was sound, ie:

- improved facilities for park operations (eg: patrol posts, administrative base, etc);
- improved communication and access;
- improved survey and research facilities.

Each area identified for development was unnecessarily over-elaborate, and therefore, expensive. It would be difficult at almost any time to justify expenditure of nearly 4 million US dollars on a park in a region which is difficult to access and part of a western tourist circuit which was (and still is) fledgling.

The development plan should have been simpler in design, with an appraisal of the market for visitors included, and a clear-cut development programme over a number of years to match the growth in visitor interest and associated generated revenue.

In many ways, this has been the manner in which at first the Wildlife Division, and then TANAPA, have approached the development of Mahale Mountains National Park. However, with the need to prioritise the development of all the National parks, Mahale has had a low ranking and basic infrastructure and other facilities are still limited. Further development is required to upgrade the trails, airstrip, accommodation, ranger stations, communications, and transportation to and from Kigoma. Recent contributions and assistance by the Frankfurt Zoological Society can only be considered as stopgap measures. A more comprehensive programme is required to ensure that a consistent and effective management and development of the national park occurs.

One private operator, now based out of Mpanda to the southeast of the park, is presently bringing visitors into Mahale from Arusha and Nairobi, and interest has been expressed by other operators if access could be improved. As a consequence, TANAPA is looking into the possibility of constructing a road between Mpanda (which is a railhead) and Ikola on the shore of Lake Tanganyika to the south of the park.

Both TANAPA and Wildlife Division officials believe that the management plan produced by JICA in 1980 was basically sound but perhaps not in tune with the country's needs of the time. However, before it could be considered for adoption or resubmission it should be rewritten to reflect today's attitudes, beliefs, and practices in protected area management.

Any management plan should meet the guidelines outlined in the National Policies for National Parks in Tanzania produced by TANAPA in 1993, and be reworked in collaboration with TANAPA's planning unit. The management plan should particularly attend to community development around the park (the population of the region has increased dramatically since 1980) and should also deal with issues such as conservation education, the development of buffer zone management strategies, research programme development, and a full appraisal of the potential tourist market.

Specific comments on JICA's role

Although JICA, and the Japanese government in general, has contributed significantly to research and development in the Mahale Mountains National Park (and its various other previous incarnations) over the last 30 years, it has not always been to the advantage of Tanzania. Research facilities have been made available to other researchers, but there has been little counterpart or any other form of training above sub-technician level. In thirty years JICA has supported three Tanzanian ecologists in Mahale. This has been primarily due to the lack of appropriate Tanzanian candidates. Greater efforts must be made by both the Japanese and Tanzanians involved to remedy this. If this is not achieved, and as Japanese research funds and other support to Mahale falls away, there will be a serious danger of loss of continuity of research and a problem over the ability of local researchers to reproduce or build on past work.

JICA should examine the possibility of revisiting the management plan for Mahale Mountains National Park in association with TANAPA. It should also reappraise the manner it supports wildlife research, not only in Mahale, but throughout Tanzania. In association with the Serengeti Wildlife Research Institute (SWRI), JICA could, particularly through its work in Mahale, assist in building a more sustainable indigenous research system in Tanzania.

Requests for further surveys

TANAPA has no request in for surveys in relation to Mahale at present, as they now have their own planning unit for the production of management plans for the national parks. However, they would still be very interested to look into the possibility of revisiting Mahale in association with JICA, as they have always considered Mahale as a 'Japanese project'. They have, however, recently submitted the General Management Plan for Kilimanjaro National Park to the Japanese Embassy for consideration for funding.

Annex A: Interview

Interviewees

Mr L. Melamari, Director General
Tanzania National Parks (TANAPA)

Mr Mbano, Director of Wildlife
Mr E. Tarimo, Senior Wildlife Officer
Wildlife Division of the Ministry of Natural Resources and
Tourism:

Dr Sabuni, Acting Director
Mr Tomita, JICA Expert
Serengeti Wildlife Research Institute:

Interview questions from Mr L. Melamari, Director General of Tanzania National Parks (TANAPA), Mr Mbano, Director of Wildlife, and Mr E. Tarimo, Senior Wildlife Officer, Wildlife Division of the Ministry of Natural Resources and Tourism.

(Note: Questions in Italics)

Could you give some background on the Parks development?
Probably has the largest population of chimpanzees in East Africa. These have been the focus of 30 years research by Japanese primatologists (mainly from University of Kyoto). Also another eight species of primate, making Mahale one of the richest areas for primate diversity. Over 200 spp of bird have been identified, and wide range of other large mammals.

It is isolated on a peninsular-like outcrop about halfway down the eastern edge of Lake Tanganyika and only accessible by boat, although there is an airstrip on the eastern side of the park. Quite mountainous, with considerable areas of broken country, it consists mainly of secondary forest although a few pockets of primary forest exist. Chimpanzees are mainly along the western side of the park. There are no roads, and only a few tracks. One research station at Kasoge.

Not originally a game reserve or any other form of protected area, but Wildlife service involved since 1965. There are not

many people living in the region - communications and tsetse fly problem, particularly to the east of the park. There was a gradual resettlement programme, with the final evacuation in the mid 1980's. One fishing village remains on the north-western corner of the park, but the only infringement problem from there is fuelwood collection. Fishing village size varies from very few up to a 1000, according to fish availability in Tanganyika. Gazetted a national park in 1984 but up to 1990 was administered by the wildlife division, then handed over to National Parks Service.

How was the management plan received?

The proposal was very grandiose with

- large modern research laboratory facilities at Kansiyana
- new tourist camp at Kangawena
- a number of patrol posts
- large park headquarters at Milange Pt
- large cruiser to bring tourists from Kigoma
- piers

The proposal was considered very grand, and the Wildlife Service and the National Parks have developed at a much slower rate. Feeling that even if further investment was to occur it should be less expansive and concentrate on getting tourists there and accommodation on a smaller scale (20/visit). Possibly a boat, but again not so large or expensive.

What has been the relationship with JICA?

The Government of Japan have continuously supported the Park with small grants of equipment, including speedboats, outboard motors, spares and a prefabricated office.

What inputs to training has JICA made?

4 ecologists sent to local institute to work on ecological survey of chimpanzees

What happened to the management plan after it was produced?

The JICA master plan was submitted to government in the early 1980s. At that time the country had suffered a drought and famine. The country was seeking food aid, and the then Director of Wildlife, Mr Msuya, could not persuade the Presidency to promote the plan with Japan. The proposal was not re-submitted.

What is the position of communities around the Park?

Some JICA money was also used to resettle villagers on the lake. Around 1,000 people were moved over a long period, and a limited-use management scenario worked out with them.

Since then the Community Conservation Service have been bought in to work with villagers on the periphery of the park.

Where to from here?

The JICA report was unrealistic, very glossy and many ambitious ideas. It needs re-working, and bringing up to date. Conservation has changed very much towards community concepts. But we still really require a dedicated transport system for the park.

What role does the Wildlife Division play in wildlife management in Tanzania?

The Wildlife Division is a government department. It is responsible for all wildlife management outside the 12 National Parks and the Ngorogoro Crater Conservation Area Authority. Tanzanian National Parks (TANAPA) is a Parastatal, a corporate body owned by treasury who report to Government via the parent ministry, the Ministry of Natural Resources and Tourism. They are responsible for the conservation, development and management of those areas.

Annex B: 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 C: 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

Wednesday, November 15th

Meeting with Wildlife Division of the Ministry of Natural Resources and Tourism:

Mr Mbanjo, Director of Wildlife
Mr E. Tarimo, Senior Wildlife Officer

Friday, November 24th

Meeting with Tanzania National Parks (TANAPA):

Mr L. Melamari, Director General
Mr Tomita, JICA Expert

Meeting with Serengeti Wildlife Research Institute:

Dr Sabuni, Acting Director

Monday, December 4th

Mahale Mountains Seminar

Tuesday, December 5th

Mahale Mountains Seminar and Reception

Wednesday, December 6th

Mahale Mountains Seminar Plenary Session

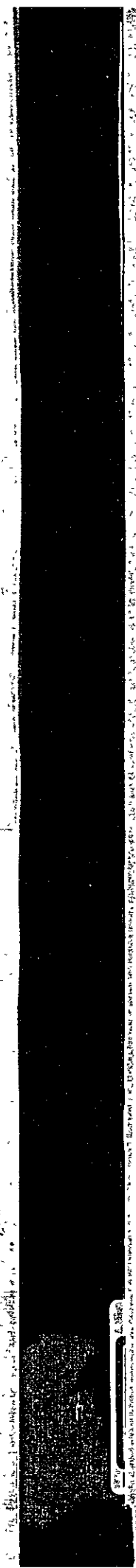
Annex D: References & reports used in survey

JICA, (1980) Mahale Mountains National Park Management Plan, July 1980

TANAPA, (1994) National Parks Policy, October 1994

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