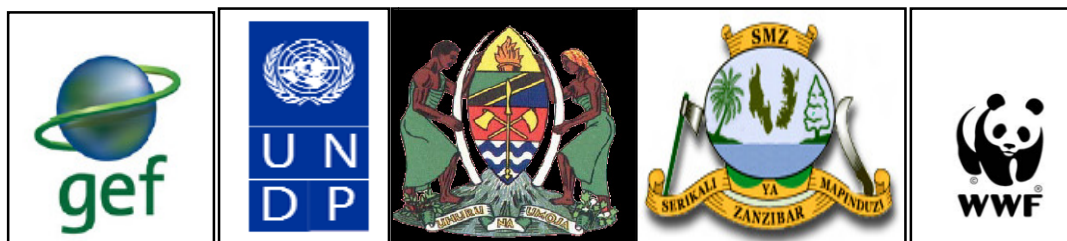


# Extending the Coastal Forest Protected Area Sub-system in Tanzania

UNDP PIMS No: 2760  
GEF ID (PMIS) 3428  
Proposal ID: 00049523, Award ID 00058855;  
Project Number 00073328  
Programme Component: Biodiversity

GEF Operational Program/Strategic Program:

## Mid-Term Review Report



# Final

Date: 17 April 2013

## Tanzania

**Partners: Government of Tanzania, Government of Zanzibar, GEF, UNDP & WWF**

### Acknowledgement

We would like to thank all partners in the project; the Government of Tanzania (TFS), the Government of Zanzibar (DFNRNR), the UNDP Country Office (CO) in Tanzania and WWF Tanzania Country Office (WWF TCO) for making all the arrangements for the Assessment Mission.

Edward Russell

MkabwaManoko

## Contents

EXECUTIVE SUMMARY .....	4
Project Summary Table.....	4
Project Description.....	4
Evaluation Rating Table .....	5
Project Performance Rating.....	<b>Error! Bookmark not defined.</b>
Summary of conclusions, recommendations and lessons .....	8
ACRONYMS & ABBREVIATIONS.....	10
1. INTRODUCTION .....	15
1.1 Purpose of the Evaluation.....	15
1.2 Scope & Methodology: .....	15
1.2.1 Project design & formulation .....	17
1.2.2 Project Implementation .....	17
1.2.3 Project Results .....	17
1.3 Structure of the Evaluation (Assessment) Report .....	18
1.4 Project Description & Development Context .....	18
1.4.1 Project Start and Duration: .....	18
1.4.2 Problems that the Project sought to Address:.....	19
1.4.3 Immediate and Development Objectives .....	21
1.4.4 Baseline Indicators Established.....	21
1.4.5 Main Stakeholders .....	21
1.4.6 Expected Results .....	23
2. FINDINGS.....	23
2.1 Project Design/Formulation.....	23
2.1.1 Analysis of LFA/Results Framework (Project logic/strategy; Indicators):.....	23
2.1.2 Assumptions and Risks:.....	25
2.1.3 Lessons from other relevant projects (e.g., same focal area) incorporated into project design.....	27
2.1.4 Planned stakeholder participation.....	28
2.1.5 Replication approach .....	29
2.1.6 UNDP comparative advantage.....	29
2.1.7 Linkages between project and other interventions within the sector .....	29
2.1.8 Management arrangements .....	30
2.1.9 In summary .....	31

2.2 Project Implementation .....	32
2.2.1 Adaptive Management .....	32
2.2.2 Partnership arrangements (with relevant stakeholders involved in the country/region)...	32
2.2.3 Feedback from M&E activities used for adaptive management .....	33
2.2.4 Project Finance.....	34
2.2.5 Monitoring and evaluation: .....	35
2.2.6 UNDP and Implementing Partner implementation/execution (*) coordination, and operational issues .....	35
2.3 Project Results .....	36
2.3.1 Overall results (attainment of objectives) .....	36
2.3.2 Relevance .....	48
2.3.3 Effectiveness & Efficiency .....	49
2.3.4 Country ownership.....	51
2.3.5 Mainstreaming.....	51
2.3.6 Sustainability.....	51
2.3.7 Impact .....	52
3. CONCLUSIONS, RECOMMENDATIONS & LESSONS .....	56
3.1 Corrective actions for the design, implementation, monitoring and evaluation of the project	56
3.2 Actions to follow up or reinforce initial benefits from the project: .....	57
3.3 Proposals for future directions underlining main objectives: .....	57
3.4 Best and worst practices in addressing issues relating to relevance, performance and success .....	57
4. ANNEXES .....	59
ANNEX 4.1: TERMS OF REFERENCE .....	59
ANNEX 4.2: ITINERARY .....	69
ANNEX 4.3: LIST OF PERSONS INTERVIEWED.....	71
ANNEX 4.4: SUMMARY OF FIELD VISITS .....	73
ANNEX 4.5: LIST OF DOCUMENTS REVIEWED.....	74
ANNEX 4.6: INTERVIEW SCHEDULE .....	76
ANNEX 4.7 DETAILED METT ANALYSIS.....	77
ANNEX 4.8: EVALUATION CONSULTANT FORM.....	81

## EXECUTIVE SUMMARY

### Project Summary Table

Project Title	Extending the Coastal Forest Sub-system in Tanzania			
Review Date	2-15 December 2012			
GEF Project ID	00058855 PMIS 3428		At endorsement	At Mid-Term
UNDP Project ID	00073328 PIMS 2760	GEF Financing available	3,550,000	1,290,000
Country	Tanzania	IA/EA own	0,400,000	??
Region	Africa	Government	3,674,666	??
Focal area	Biodiversity	Other	2,947,500	??
Operational Programme	OP IV	Total Co-financing	7,022,166	??
		Total project cost	10,572,166	???
Executing Agency	Govt. of Tanzania, Govt of Zanzibar with MOA with WWF.			
		Prodoc Signature date: 12 March 2010		
		Proposed closing date: December 2014		
Date of MTE: Field Work: 2-14 December 2012 Report: March 2013		Duration between Project Document signature date and planned closing (in months):	57	
Mid-Term Evaluators	Edward Russell		MkabwaManoko	

### Project Description

The Eastern African Coastal Forests (Kenya, Tanzania and Mozambique) have been recognized as a distinct Global Hotspot for the Conservation of Biodiversity on account of high levels of both endemism (plants and several animal taxa) and species richness, both within and between the many constituent small forest patches. This fragmentation into many (>100) distinctive (in terms of substrate, moisture and diversity) patches, averaging <500 ha compounds the conservation challenge for this region. The lack of timber, distance from tourism routes, and limited water catchment function, prevents the use of most existing PES mechanisms (although carbon via REDD and payment for water for hotels on Ungujado offer some opportunity). Forest patches support soil development and hence there is conversion pressure to cultivate forest soils instead of the sandy low clay and low fertility soils elsewhere in the coastal area. Government and WWF in the region have prioritized the Coastal Forest Eco-Region, developed an approved Conservation Strategy at national level, and created a functional Coastal Forest Task Force to oversee the Strategy. GEF supports this Conservation Strategy in Kenya and has funded the development of this FSP, covering both mainland Tanzania and Zanzibar (note they have totally different forest institutions with separate and different legal frameworks). Coastal closed forest patches are surrounded by a matrix of different woodland, wooded grassland and cultivation areas. Woodlands (eastern dry miombo/coastal savanna) have valuable timber trees which led to massive external logging pressure earlier this decade. This problem led to strengthening forest management, and especially local community involvement through Participatory Forest Management (PFM). Woodlands offer connectivity and buffer zone functions

within forest landscapes. Historically Coastal Forests with little or no timber or water values have been a low priority for government investment, and reserve management, which was transferred to district mandates in the 1970s, is grossly underfunded and understaffed. Despite the large number of reserves, several large forest patches with important biodiversity values remain unprotected. This project works with Government, largely through the forest sector, WWF and other NGOs; to strengthen overall conservation and management of the Coastal Forests of Tanzania, focusing on Zanzibar, three priority landscapes in south-eastern Tanzania and the northern coast around Tanga. The project is designed to run for four years through National Execution Modalities, with government sub-contracting WWF to undertake some specific functions. The project will increase the extent of Protected Areas, upgrade key areas to higher status and seek innovative funding mechanisms for the Hot-Spot.

## Evaluation Rating Table

Overall rating of progress towards objective/outcomes is Marginally Satisfactory (MS) and Marginally Satisfactory (MS) on Project Implementation. This is despite a considerable degree of targeted implementation effort. Poor progress in the implementation of four important elements has limited the ratings of project implementation: The confusion around the METTs which has limited their use as a management tool; the limited progress on the surveys on the Annual Status of the PA network (using the “State-Pressure-Response models”) that has now been changed to an inception report and a terminal report on the status of the PA network; the project staff instability issue; and the financial reporting and timely release of funding issue. Many of these have or are being addressed and could see the rating rise to “Satisfactory” by Terminal Evaluation.

Project performance rating		
Criteria	Rating	Comment
<b>Monitoring and Evaluation:</b> Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory, (MU), Unsatisfactory (U), Highly Unsatisfactory (HU)		
Overall quality of M&E	MS	More attention to the development of a framework to learn lessons from the field reports and experience would have resulted in a S rating as the M&E Plan is in place & is being used.
M&E design at project start	S	All elements in place, except the point on instituting a structured framework for distilling & recording field lessons.
M&E Plan Implementation	MS	Rating depressed because of the poor financial accounting over from the beginning of 2012, but the rest of the plan was largely followed.
<b>IA &amp; EA Execution:</b> Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory (U), Highly Unsatisfactory (HU).		
Overall Quality of Project Implementation/Execution	MS	There were some significant shortcomings in project execution, most of which have related to the management of the finances and the instability of personnel in the project team. This was partly balanced by the good quality of support provided by the PMU to the executing partners, notably on Zanzibar and the sound support and oversight provided by UNDP.
Implementing Agency Execution	S	On the whole, UNDP has provided good support that has been appreciated by all the partners. It is suggested that UNDP more directly assist WWF to address the financial reporting challenges.
Executing Agency Execution	MU	The loss of key staff, the failure by WWF to discuss staff changes in a timely fashion with the key project partners, as well as the opaque accounting for project funds by WWF have proved very disruptive. However, this has been partly

		compensated for by the good quality support that the PMU has provided to the government partners. While the narrative quarterly reports were produced on time, the financial reports were very frequently late and confused.
<b>Outcomes</b> Highly Satisfactory (HS), Satisfactory (S) Moderately Satisfactory (MS), Moderately Unsatisfactory (MU), Unsatisfactory, (U), Highly Unsatisfactory (HU).		
Overall Quality of Project Outcomes	MS	There are still some shortcomings that limit the rating of project outcomes to “Moderately Satisfactory” at the Mid-Term stage. These include the low METT scores, despite some improvement, the less than optimal benefit from the potential lessons learnt and the low financial scorecard results. These indicate that there is still some way to go before a higher rating is justified.
Relevance: relevant (R) or not relevant (NR)	R	The project addresses both global and national priorities and the project design, in placing emphasis upon the role of local authorities and the provision of benefits to local communities has remained relevant.
Effectiveness	MS	Project progress has been largely sound and several of the targets have been reached or the progress made indicates that these will be reached before project closure. The challenge really lies in effectively using the METTs for PA management and the effective completion and use of the Financial Scorecard.
Efficiency	MS	The project has generally been efficiently run, but the financial reporting challenges and the personnel disruptions have had a negative impact on efficiency.
<b>Sustainability:</b> Likely (L); Moderately Likely (ML); Moderately Unlikely (MU); Unlikely (U).		
Overall likelihood of risks to Sustainability	MU	There are significant risks to the sustainability of the project. These include the shortage of government finance for managing the PAs, agriculture incursions on the forest edges, the threat posed by pressure on the forests from charcoal production, uncontrolled hard wood(timber) harvesting as well as livestock incursions. These are all elements that the project is seeking to address, but success depends on the active level of support from the national, district and local authorities and the goodwill and active support of local communities. There is considerable doubt whether all these elements can be brought into line and remain committed and supportive of project objectives. The growing pressures related to the increasing population, increasing urbanisation and the use of biomass for fuel, as well as the significantly higher value being realised for forest resources in a globalised world pose a significant threat as well as an opportunity. The active commitment of the authorities to enforce regulations and the active participation of local communities in co-management will prove crucial, but something of a tall order.  With the establishment of TFS it may become possible to direct funds to these areas for conservation from the Tanzania Forest Fund (TFF). Currently, a number of training and awareness raising programmes are being undertaken. These will enable the communities to continue with the implementation of the activities without much external assistance. This should contribute to future sustainability.
Financial resources	MU	While the general level of commitment by the authorities is high, the funding available for sound PA management is very limited. The project needs to both assist the forest authorities to lobby their treasury as well as to explore, more vigorously, alternative income generating approaches. Some of these are outlined under recommendations and include PES, notably

		for water, and community-based tourism models that involve local communities and local authorities in partnership.
Socio-economic	MU	Most of the project initiatives aimed at alternative income generation (AIG) for local communities still have to really take off. These AIGs need to deliver strong benefits to a large number of people if they are to contribute to lessening the pressure on the forests and safeguarding biodiversity. There is still considerable doubt as to whether the current project supported AIG initiatives can deliver on the scale required. It is suggested that the project concentrate upon those that are proving effective and explore a range of other activities – like community-based tourism – and perhaps with a range of possible partners. The opening of new and better roads in the south of the country because of the gas finds, poses both a threat and an opportunity. It increases the accessibility for tourists to the area and better access to markets for locally produced goods, but it will also provide easier transport for illegally harvested hardwoods and other forest goods, unless an effective local intelligence network is established in conjunction with road block systems.
Institutional framework and governance	ML	The institutional frameworks for managing the PAs are now fairly well established. These should be strengthened with further support from the project. There are a number of challenges with regard to governance. Firstly, the fact that responsibility for many of the PAs has been devolved to local government level, without the concomitant financial resources to manage the PAs effectively, is reflected in the low METT scores for many of these PAs. Another challenge lies in the willingness of the authorities to deal with the frequent flouting of regulations with regard to timber extraction, and permit manipulation by powerful individuals with political connections. Unless there is clear political will to address this matter, the forests will remain under severe threat. Local government also have an important role to play in addressing the threat posed by livestock incursions into the forests. Some recently voiced commitment to tackling the matter in the Tanga Region provides some comfort that this matter, at least will be dealt with in a constructive fashion.
Environmental	ML	One of the most obvious environmental threats to sustainability lies in Climate Change. The effects of the current drought that has resulted in the displacement of livestock from their traditional grazing areas and their incursions into the coastal forests, is a clear example of what a future affected by Climate Change induced variability could look like. The project should also confirm that the issue of invasive alien plants does not constitute a threat to the integrity of the coastal forests.
<b>Impact:</b> Significant (S), Minimal (M), Negligible (N)		
Environmental Status Improvement	M	This is difficult to judge effectively, as the project does not have an indicator that addresses environmental status directly. Based upon the METT results, there appears to be some, limited progress. The PAs in Zanzibar have shown some encouraging progress, though this is not really applicable to all areas.
Environmental Stress Reduction	M	The project is only at the half-way stage and impacts generally take considerable time to become apparent. One needs to ask oneself what the situation would be without the project. Here, one can readily assume that the situation would be worse than it is. The project is yet another holding activity that is slowing the rate of loss of biodiversity, and

		hopefully, will do so effectively. Many of the necessary elements are being addressed by the project, as reflected in the table above, but the impacts at this stage are still minimal. They are expected to at least show signs of significant increase by the Terminal Evaluation stage.
Progress towards stress/status change	M	Many of the elements are in place but the effects, or lack thereof, are only likely to become apparent in the future. The project is now undertaking work that should lead to a reduction in stress, however, the efficacy of this will only start to emerge later. The rating is more a reflection of the project stage than on project performance.
<b>Overall Project Results</b>	MS	The project has performed fairly well. Many significant achievements have been realised – the increase in the PA estate as well as the arrangements for community and co-management of forests. The partnerships that have been built through the project provide the most significant achievement. Challenges have been associated with the implementation – the financial management, the instability of the project team and the limitations of some of the alternative income generating initiatives started by the project, like the nursery.

## Summary of conclusions, recommendations and lessons

Considerable effort has gone into the project and some notable achievements have been made. These have included the partnerships developed, the increase in areas of high biodiversity importance under improved management, the strengthening of key institutions responsible for coastal forest management, the number of plans developed for alternative income generating activities in the communities, the support to the process of upgrading the Rondo Forest area and the development of conservation plans in the priority landscapes.

However, there are still major shortcomings in the project. Some of these related to the financial and staff management. Financial transparency is required as a matter of urgency and the project cannot afford more personnel disruptions in the limited remaining project time. The damage resulting from the staff changes is likely to be considerable. The project also needs to ensure that the plans developed for Integrating Landscape Conservation Plans into District Development Plans in southern Tanzanian Coastal Forests are specific enough, with clear zonation, to adequately guide the development decisions at a local level. These also need to be practical.

The project also needs to concentrate on addressing the challenges that are keeping the METT scores low. These need to be analysed and targeted and specific measures taken to address them. The MTE Team has made a start on this as presented in Annex 4.7

Specific recommendations include:

- The project logframe requires revision dropping the indicators that are not likely to be met. The indicators referring to the “State-Pressure-Response models” should be adjusted to an inception and terminal assessment of the state of the forests. The project should also consider the development of an additional indicator covering biological or forest status elements.
- Project finances require clarification as a matter of urgency. Specifically, clarity is needed on the available funding to complete the project. This must be clarified and understood by all.
- Financial flows and accounting processes need to be more transparent and efficient. This includes the timely release of funding as well as the financial accounting and a project specific audit.
- The project cannot afford more staffing convulsions and every effort must be made to ensure that the staff compliment continue until the end of the project. The damage done from the earlier changes is likely to be severe. Established relationships have been broken and the project, the partners and WWF need to invest energy in re-establishing and building effective relationships.



- Design and implement an effective system for deriving the lessons learnt from the project's field experience and develop and implement a more effective communication strategy for lessons learnt.
- Review allocation of project resources against the scope of work for each of the project outcomes. The current allocation does not appear entirely equitable. This should be undertaken by a consultant under the supervision of the Project Steering Committee (PSC).
- Seek mechanisms (with UNDP support) to address the issue of delays for all if one implementing partner is slow in making payments and accounting for these. This might involve mentoring support, further training, or the temporary re-allocation of funds from one partner to another.
- Provide support to the PA managers in how to use the METTs as management tools.
- Undertake a detailed analysis of the METTs (start made by the MTE Team) and concentrate efforts on the elements that are depressing the METT scores, like the "Monitoring research & evaluation are used to update management plans", the adequacy of visitor facilities and the contribution of tour operators to protected area management, etc. For details of this, please see Annex 4.7
- Provide assistance for the completion of the Financial Scorecards. These are poorly addressed.
- Payment for EcosystemServices (PES) could also be further explored, notably on Unguja where hotel operations are not contributing to the maintenance of the watershed and sources.
- Explore a community-based tourism model that will directly involve and benefit local community members.

We suggest that the project might require a further 'no-cost extension' of the project duration to allow for the completion of the gazetting processes and other bureaucratic procedures and addressing the lag in the learning element, if the funding available allows this.

The partnerships that have been built represent one of the major achievements of the project. The project should seek ways to insure that the partnerships continue after the project closure. This can be done through seeking support for on-going coordination around the project objectives from external and internal sources. The important element is to ensure that the coordination continues and that momentum around coastal forest management is not lost.

## ACRONYMS & ABBREVIATIONS

ABS	Access and Benefit Sharing
AG	Attorney General
APR	Annual Project Report
ASCA	Accumulated Savings and Credit Association
CARE	CARE International (Tanzania Office), an international NGO
CBD	Convention on Biological Diversity
CBFM	Community Based Forest Management
CBNRM	Community Based Natural Resource Management
CBO	Community Based Organization
CEPF	Critical Ecosystem Partnership Fund
CF	Coastal Forests
CIA	Central Intelligence Agency
CITES	Convention on International Trade in Endangered Species
CoFMA	Community Forest Management Agreements/ Areas
COP	Conference of the Parties
CPB	Cartagena Protocol on Biosafety
CSO	Civil Society Organization
CoT	Commission of Tourism
DANIDA	Danish International Development Agency
DCCFF	Department of Commercial Crops, Fruits and Forestry
DED	District Executive Directors
DoE	Department of Environment
DFMR	Department of Fisheries and Marine Resources
DFO	District Forest Officer
DFNNR	Department of Forestry and Non-Renewable Resources
DoLR	Department of Lands and Registration
DNRO	District Natural Resource Officer
DPSC	District Project Steering Committees
EAME	East Africa Marine Ecoregion

EAMCEF	Eastern Arc Mountains Conservation Endowment Fund
EAP	Executive Agencies Programme
EIA	Environmental Impact Assessment
EMA	Environmental Management Act
FANNIDA	Finnish International Development Agency
FBD	Forestry and Beekeeping Division
FR	Forest Reserve
FSP	Full-Sized Proposal
FSU	Forest Surveillance Unit
FT	Frontier-Tanzania
GEF	Global Environment Facility
HBS	Household Budget Survey
IAs	Implementing Agencies
IBAs	Important Bird Areas
ICZM	Integrated Coastal Zone Management
ICD	Integrated Conservation and Development
IGA	Income Generating Activities
IUCN	International Union for the Conservation of Nature and Natural Resources
IUCN-EARO	IUCN East Africa Regional Office
JCBCP	Jozani-Chwaka Bay Conservation Project
JFM	Joint Forest Management
JUMMUMI	JumuiyayaUpandajiMikokoMicheweni (Micheweni Mangrove Planting Society)
JCBNP	Jozani-Chwaka Bay National Park
JFM	Joint Forest Management
KVTC	Kilombero Valley Teak Company
LAFR	Local AuthorityForest Reserve
LGAs	Local Government Authorities
LPG	Liquefied Petroleum Gas
LNG	Liquefied Natural Gas
MAI	Mean Annual Increment

M&E	Monitoring and Evaluation
m <sup>3</sup>	Cubic Metre
MACEMP	Marine and Coastal Environment Management Project
MALE	Ministry of Agriculture, Livestock and Environment
MANREC	Ministry of Agriculture Natural Resources, Environment and Co-operatives
MCP	Mpingo Conservation Project
MDAs	Ministries, Departments and Agencies
METT	Management and Effectiveness Tracking Tool
MICA	Misali Island Conservation Association
MKUKUTA	MkakatiwaKukuzaanKupunguzaUmaskini Tanzania (National Strategy for Growth and Reduction of Poverty)
MKUZA	MakakatiwaKukuzaUchumi Zanzibar (Strategy for Growth and the Reduction of Poverty)
MoFEA	Ministry of Finance and Economic Affairs
MOU	Memorandum of Understanding
MJUMITA	MitandaoyaJamiiyaUsimamiziwaMisitu Tanzania (Community Network in Forest Conservation in Tanzania)
MNRT	Ministry of Natural Resources and Tourism
MNRT/FBD	Ministry of Natural Resources and Tourism/Forestry and Beekeeping Division
MS (RASU)	Ministry of State, Regional Administration and Special Units
MSP	Medium-Sized Proposal
MWECL	Ministry of Water, Construction and Lands
NAFOBEDA	National Forestry and Beekeeping Database
NEAP	National Environmental Action Plan
NEMC	National Environmental Management Council
NGERANECO	Ngezi Natural Resources Conservation Organisation
NORAD	Norwegian Agency for Development Co-operation
NPAB	National Protected Areas Board
NPAN	National protected Areas Network
NPSC	Natural Project Steering Committee
NSGRP	National Strategy for Growth and Reduction of Poverty

OECD	Organisation for Economic Cooperation & Development
PAs	Protected Areas
PES	Payment for Ecosystem Services
PFM	Participatory Forest Management
PSRP	Public Sector Reform Programme
REDD	Reduced Emissions from Deforestation and Forest Degradation
RGoZ	Revolutionary Government of Zanzibar
SE	Southeast
SEE	Society for Environmental Exploration
SMOLE	Sustainable Management of Land and Environment
TANAPA	Tanzania National Parks
TFCG	Tanzania Forest Conservation Group
TFCMP	Tanzania Forest Conservation and Management Programme
TFS	Tanzania Forest Service
TPR	Tripartite Review
TZS	Tanzanian Shillings
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework Convention on Climate Change
UNEP WCMC	United Nations Environment Programme World Conservation Monitoring Centre
USD	US Dollars
UTUMI	Umoja wa Utunzaji wa Misitu (Danish Forest Management Program)
UWAMBALI	Umoja wa Wavuna Mbaao Kilwa (Kilwa Timber Harvester Association)
VECC	Vitongoji Environmental Conservation Club
VEO	Village Executive Officer
VICOBA	Village Community Bank
VLFR	Village Land Forest Reserve
VLUC	Village Land use Committee
VNRC	Village Natural Resource Committee

VPO ODoE	Vice Presidents Office, Department of Environment
WCST	Wildlife Conservation Society of Tanzania
WWF TCO	World Wide Fund for Nature Tanzania Country Office
WWF-EARPO	World Wide Fund for Nature - East Africa Regional Programme Office
ZABA	Zanzibar Beekeeping Association
ZIPA	Zanzibar Investment Promotion Authority

# 1. INTRODUCTION

## 1.1 Purpose of the Evaluation

This is the independent Mid-Term Evaluation/Assessment (MTE) of the project carried out under a contract issued by the UNDP Tanzania Country Office.

In line with UNDP guidelines, the overall objective of this MTE is to review progress towards the project's objective and outcomes, identify strengths and weaknesses in implementation including adaptive management and the use of project resources, validate initial project assumptions and look at critical changes since project design, assess the likelihood of the project achieving its desired impact (and early signs of this), its objective, delivering its intended outcomes and outputs, and provide recommendations on modifications to be introduced (including project restructuring and funding allocation, governance structure, coordination and management, etc.) to increase the likelihood of success. It will also outline an initial lessons learnt that can strengthen the organisational and development learning around the project.

This being a mid-term evaluation/assessment, as different from a terminal evaluation, it was conducted for the benefit of the project and this was reflected in the approach adopted which was a participatory one involving the PMU staff, as well as the key partners and other stakeholders.

## 1.2 Scope & Methodology:

The evaluation/assessment was conducted by an international consultant, Edward Russell and a national consultant, Dr. Mkabwa Manoko. The field work mission occurred between the 3<sup>rd</sup> and 15<sup>th</sup> December 2012.

The GEF/UNDP "Extending the Coastal Forest Protected Area Subsystem in Tanzania Project" is being implemented in the United Republic of Tanzania, both on the mainland and on Zanzibar. On the mainland the project is being implemented in all coastal regions namely Lindi, Rufiji, Kilwa and Tanga. In Tanga the project is implemented in 4 districts namely Handeni, Pangani, Muheza and Mkinga.

In Zanzibar the project is implemented on both Unguja and Pemba islands. Zanzibar constitutes what is referred to as the Zanzibar landscape.

In line with the UNDP and GEF policies, this evaluation was guided by the following principles:

Independence; the evaluators are independent and have not been engaged in the Project activities, nor the design, implementation or supervision of the project.

Impartiality; the evaluators endeavoured to provide a comprehensive and balanced presentation of strengths and weaknesses of the project. The evaluation process has been impartial in all stages and has taken into account all the views received from stakeholders.

Transparency; the Evaluators communicated, in as open a manner as possible, the purpose of the evaluation, the criteria applied and the intended use of the findings. This evaluation report aims to provide transparent information on its sources, methodologies and approach.

Disclosure; this report serves as a mechanism through which the findings and lessons identified in the evaluation are disseminated to policymakers, operational staff, beneficiaries, the general public and other stakeholders.

Ethical; the evaluators have respected the right of institutions and individuals to provide information in confidence and the sources of specific information and opinions in this report are not disclosed except where necessary and then only after confirmation with those quoted.

Credibility; this evaluation has been based on data and observations which are considered reliable and dependable with reference to the quality of instruments and procedures and analysis used to collect and interpret information.

Utility; the Evaluators strived to be as well-informed as possible and this report is considered as relevant, timely and as concise as possible. In an attempt to be of maximum benefit to stakeholders, the report presents in a complete and balanced way the evidence, findings and issues, conclusions and recommendations.

The evaluation covers the design of the project, its inception and operation up to the time of the Mid-Term Evaluation in December 2012.

The evaluation process comprised three phases. The first phase was one of data and information gathering. It started with a review of relevant documents. Documents reviewed included those listed in the ToRs and further documentation was sought by the evaluators to provide the background to the project, gain insights into project implementation and management, obtain a record of project outputs, etc.

The national consultant, MkabwaManoko, held an inception meeting with the PMU and some key partners on 30 November 2012. The international consultant evaluator, Edward Russell, travelled to Dar-es-Salaam, Tanzania on 2 December 2012 and held preliminary meetings with the Technical Adviser, Neil Burgess, on the evening of 2 December. A detailed mission briefing and orientation meeting involving the evaluation team (international consultant and national consultant) and the key project partners was held on 3 December 2012 at the offices of Tanzania Forest Services. The full list of persons consulted is in Annex 5.3

Four basic tools were used in the search for primary data and information – firstly documents review, secondly face-to-face consultations, thirdly field visits and discussions with groups and fourthly, written comments. Face-to-face consultations were the preferred method of data and information gathering and were carried out with a wide catchment of stakeholders. Triangulation was used to ensure that empirical evidence collected from one source, for example documentation such as reports, was validated from other sources, for example through interviews. Sometimes, the information was not available in document form and only available from consultations. In this situation, the evaluators sought to corroborate opinions expressed and information given, by posing the same questions to more than one informant. Anecdotal evidence was taken into account if the information was deemed important and the source was considered reliable. In such cases, the possible limitations of this information are noted.

The greater majority of stakeholders and beneficiaries were consulted in person and the evaluators met with and/or consulted 44 individuals, 7 village level meetings and 4 district level meetings (see Annexes 4.3 & 4.4). Confidentiality of individual interviewees has been maintained to the extent possible. It is felt that in general, the specific sources of specific comments do not add anything to the



argument. However, it is sometimes necessary to quote the organization or the institution. This is done with sensitivity to the situation.

The second phase focused on analysis, discussion and drafting of the mission feedback presentation. Towards the end of the field mission, which ended on 15 December 2012, the evaluator spent two days in Tanga preparing the 'End of Mission' presentation to present preliminary emerging issues and receive feedback from key project partners and PSC members. The meeting procedures were recorded and have informed the preparation of the draft MTE Report, which constitutes the third phase of the MTE process. This will be subject to review by project principals and will then be amended in line with comments received. The final version of the report, the fourth phase of the process, will then be produced.

Guidance provided by GEF and UNDP, was adhered to by the evaluators in undertaking this evaluation. As noted in the Acknowledgements, the evaluators benefited greatly from the wide spectrum of views, opinions and advice received during the course of the work. However, the conclusions reached and the recommendations made, represent the independent views of the evaluators alone. Finally, as this is a mid-term evaluation and as the project continues to make progress with its evolution and implementation, the situation is changing continuously. Under these circumstances, the evaluators have had to determine boundaries for the assessment, and this was set at 14 December 2012. This was the date when Preliminary Findings were presented to the PSC members in Dar-es-Salaam. However, missing information continued to be provided way after this date and the METT updates and Landscape Financial Sustainability Scorecards were only received in late February 2013.

The Terms of Reference identified the following project elements which needed to be analysed and rated (those with \*):

### **1.2.1 Project design & formulation**

- Analysis of Logframe/Results Framework (Project logic /strategy; Indicators)
- Assumptions and Risks
- Lessons from other relevant projects (e.g., same focal area) incorporated into project design
- Planned stakeholder participation
- Replication approach
- UNDP comparative advantage
- Linkages between project and other interventions within the sector
- Management arrangements.

### **1.2.2 Project Implementation**

- Adaptive management (changes to the project design and project outputs during implementation)
- Partnership arrangements (with relevant stakeholders involved in the country/region)
- Feedback from M&E activities used for adaptive management
- Project Finance
- Monitoring and evaluation: Design at entry and implementation (\*)
- UNDP and Implementing Partner implementation / execution (\*) coordination, and operational issues.

### **1.2.3 Project Results**

- Overall results (attainment of objectives) (\*)
- Relevance(\*)
- Effectiveness & Efficiency (\*)
- Country ownership

Mainstreaming  
Sustainability (\*)  
Impact.

These elements formed the framework for the Evaluation augmented as necessary to reflect other issues arising. Each of the aspects has been rated separately with brief justifications based on findings. In addition, the project as a whole has also been rated.

The evaluators have adopted the 6-point UNDP/GEF rating system, see Annex 4.9 Rating Scales.

### **1.3 Structure of the Evaluation (Assessment) Report**

The evaluators have made an effort to keep this report brief, to the point and easy to understand. It follows the report outline presented in the TORs and standard UNDP/GEF report structure and is made up of four substantive parts. Following the executive summary that encapsulates the essence of the information contained in the report, the first part provides the introduction and the background to the assignment. It starts with a brief introduction to the project and it then explains the purpose of the evaluation, what was evaluated and the methods used.

The next part is the main substantive part of this report and comprises four inter-related sections. It presents the findings of the evaluation exercise in terms of the basic project concept and design, its implementation, administration and management, its achievements and limitations, and the potential for sustainability of the products and services that it produced.

The third part is the conclusions section which gathers together a summary of the ratings given and presents conclusions arising from the findings. This section in turn leads to the final section comprising the recommendations.

A number of annexes provide supplementary information.

### **1.4 Project Description & Development Context**

#### **1.4.1 Project Start and Duration:**

Not only did the project have a long gestation period, being conceived early in the new millennium, but there were considerable delays in operationally starting the project. The Project Document was signed in March 2010 (official project start) but, the first distribution of funds only occurred in October 2010, seven months later. The Project Manager only started work in April 2011. While there were several reasons for some of the delays, the project was impacted upon. One effect of the delays was on the realisation of the co-financing pledges, as these were linked to other complementary projects and programmes that operated more swiftly. This is discussed in more detail under the financial section.

Once the Project Manager and team were in place, implementation proceeded at a good pace. Because of the delays, a 'no-cost' project extension was requested and granted. The project is now

scheduled to close in December 2014, so the Mid-Term Assessment has been conducted at the appropriate time.

#### **1.4.2 Problems that the Project sought to Address:**

Coastal forests of Africa constitute one of the 34 global biodiversity hotspots that is shared between Tanzania, Kenya and Mozambique with 40% in Tanzania. These forests are characterized by high level of endemism and diversity of plants and animals. However, the Coastal Forests Hotspot is perceived as one of the most threatened of all such hotspots on earth (Mittermeier 1998). It is therefore one of the most important areas in African area that requires conservation. The most important threats to coastal forests are agricultural conversion, charcoal burning and fuel wood, uncontrolled fires, unsustainable logging and unplanned settlement. Poverty is a root cause behind many of these pressures and situation has not improved because of dwindling allocations of funding and other crucial resources to institutions charged with management of forests in Tanzania. Many conservationists still feel that Protected Areas remain the principal method for protecting areas of significant biodiversity and PAs are widely utilized in Tanzania (See For example, National Forest Policy 1998; Tanzania Forestry Act 2002). Although FBD considers the Coastal Forests priority areas for conservation and Tanzania's PA domain is huge, relatively little of the Coastal Forest (CF) resource is adequately protected. Due to meagre resources, first priority has been given to forests that are perceived to contribute more significantly to income generating services, while paying little attention to forests that are thought to contribute little to such services. In many instances the situation have been rescued by the involvement of development partners namely, foreign governments or International NGOs. The coastal forest reserves of Tanzania fall in this category. These forest reserves are characterized by having little funding from the government and are under-staffed and thus poorly managed. Other problems were that traditionally, PA management tended to be focused *in situ* at the PA site with little consideration of landscape level fundamentals which has resulted in the exclusion of local communities from the management process and limited buffer zone development. The Coastal Forest Project was thus formulated to address three specific problems:

- Weak and poorly functioning enabling environment required for the conservation of CF in mainland Tanzania, resulting in insufficient funding, staffing and oversight.
- The lack of a strengthened Protected Area System for Zanzibar in terms of representativeness, connectivity, financing and managerial skills capacity.
- The lack of effective PA Management Systems in priority landscapes to allow co-management between central, local and village government partners as a way of improving the conservation of biodiversity values.

The project addresses the protection and management of threatened, globally important biodiversity in East Africa. Specifically, the fragmentation of areas of high global biodiversity importance into many (>100) distinctive (in terms of substrate, moisture and so diversity) patches, averaging <500 ha provides a major conservation challenge for the region. Forest patches support soil development and hence there is conversion pressure to cultivate forest soils instead of the sandy low clay and low fertility soils elsewhere in the coastal area. Despite a large number of reserves, several large forest patches with important biodiversity values have remained unprotected. Connectivity between areas of biodiversity importance and the consolidation of PAs were recognised as important challenges by the project.

In addition, a systemic lack of capacity for conservation planning, management coordination, and monitoring; weak institutional/individual capacity for protected areas management; and a limited focus on the broader landscape and local communities are problems that the project sought to address.

The limited capacity of the overall conservation and management of the Coastal Forests of Tanzania was a further challenge.

The Coastal Forest Project in relation to local and regional Conservation Priorities:

Based on the composition of plant species, the vegetation of Africa has been classified into 18 (White, 1983) or 19 (Clarke, 1998) phytochoria. The Coastal Forests of East Africa that extend from a riverine forest along the Jubba and Shabelle rivers in Southern Somalia to the Limpopo River in the South is one of them. The Coastal Forests of East Africa fall in the Zanzibar-Inhambane regional mosaic phytochorion one of the most diverse in terms of habitat types and higher levels of taxa endemism. Coastal forests of East Africa constitute one of the 34 global biodiversity hotspots one of the 9 found in Africa). In the south this hotspot borders the Maputaland-Pondoland-Albany Hotspot. The Coastal Forests of East Africa biodiversity hotspots also include the offshore islands of Pemba, Unguja, Mafia and the Bazarruto Archipelago off Mozambique. The large part of the EACF lies in Kenya, Tanzania and Mozambique.

In East Africa, concern about threats to and the need to conserve Coastal Forests of EA was first initiated by WWF through a regional meeting on the Eastern Africa Coastal Forest Programme. In 2002 WWF Eastern African Regional Programme Office (WWF-EARPO) organized a regional meeting in Nairobi in which threats to the Coastal Forests of East Africa and possible solutions to reverse the situation were discussed. Tanzania attended this meeting with Kenya and Mozambique. In the light of the importance of coastal forests, the region workshop developed 7 regional conservation targets, but a working group in each country also defined conservation targets for that country. It was also agreed that the Tanzanian and Kenyan protected area institutions, in collaboration with WWF, apply for GEF-PDF Block B funding for developing their National Coastal Forest Strategic Action Plans.

Tanzania is a signatory of several global and regional conventions, agreements, resolutions and recommendations of international organizations related to the management and development of forestry in Tanzania, one of which is the Marine and Coastal Environment of the Eastern African Region and related Protocols. The Coastal Forest Project fits in with the obligations of this initiative as listed the Tanzania National Forest Programme of 2001-2010. They include: **i)** Management of protected areas and wild fauna and flora **ii)** Implementation of projects related to Coastal and Marine zone Management **iii)** Partnership development for trans-boundary issues and **iv)** Development of rational utilization of the coastal zone resources.

According to TNFP the coastal forests of Tanzania is one of the two most important ecozones/eco-regions requiring immediate consideration and protective measures due to the high biodiversity level and endemism and poor management due to a lack of human capacity and resources. The Coastal Forest Project is operating in areas that were mentioned under TNFP as needing immediate intervention - e.g. Matumbi, and the Rondo and Litipo areas of Southern Tanzania. The importance of coastal forests as a conservation priority to FBD is also given prominence in the 1988 Tanzania Forest Action Plan (TFAP 1988) produced by the FBD. The TFAP caught the interest of many players, to the extent that by the year 2002, although the FBD continued to work under stringent budget and staff conditions, the coastal forests had attracted the interest of several NGOs and Donors. The earlier players were WWF, WCST, TFCG, CARE Tanzania, DANIDA and IUCN.

The Coastal Forests Project approach is also in line with the National Forest Policy (NFP 1998). The NFP raised four sectoral problems and opportunities in relation to conservation of forests in Tanzania. One of them is “conservation of the countries unique ecosystems and biological diversity considering the needs of local population and appropriate management and utilization methods”. Among the unique ecosystems that were listed under this chapter were the Eastern Arc Mountains and the coastal forests on the understanding that these areas were threatened mostly by human actions. The policy provided a statement along the lines that; (1) new forest reserve for biodiversity conservation will be established in areas of high biodiversity value. Forest reserves that warranted protection in terms of being of national strategic importance, may be declared as nature reserves (Policy statement No. 15) (2) Biodiversity conservation and management will be included in the management plans for all protected forests. The involvement of local communities and other stakeholders in the conservation and management of forests will be encouraged through joint management agreements (Policy statement No. 16).

In 2002 the Tanzania National Coastal Forest Task Force formed after the Nairobi workshop systematically identified and ranked eight CFs hotspots areas requiring critical attention in the coming decade. The Coastal Forest Project areas of operation are selected from the eight hotspots.

### **1.4.3 Immediate and Development Objectives**

The immediate objective is “The spatial coverage and management effectiveness of the Coastal Forest PA sub system is expanded and strengthened.”

The development objective of the project is “The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels.” At a global level, the objective is “conservation of coastal forest biodiversity within mainland Tanzania and Zanzibar”.

### **1.4.4 Baseline Indicators Established**

Global objective performance indicator 1. “Increase in extent (ha) of PA network that includes Coastal Forests, and a network with increased legal protection and management of biodiversity values, including Forest Nature Reserves”. The baseline established for this was “19,570 ha is under improved management of which none is Forest Nature Reserve (FNR).”

The Global objective indicator 2. “Increase in area under landscape conservation, with functional corridors and buffer-zones, managed under detailed landscape conservation plans”. The baseline was established as “nil” at the start of the project.

Global objective indicator 3 “Business plans show improved Financial Scorecard for national system of CF protected areas and target landscapes (Rufiji, Kilwa, Lindi, and Zanzibar)” established a baseline of “an average for financial scorecard of 22.2%”.

Global objective indicator 4 “METT scores for PAs and PA landscapes show improvement in targeted landscapes” did establish a baseline indicator of “The average METT score for PAs is 44.2%”, though there has been some confusion about the METT scores that was outlined under the evaluation rating table for goal, objective & outcomes and is discussed in more detail later under results.

Baseline indicators, largely quantified indicators, were established for the three project outcomes, though there was confusion around the baseline for METT score baselines and the “Number of reports produced synthesizing the Annual Status of the PA network (using the “State-Pressure-Response models”). A decision was made to undertake an initial report synthesizing the Status of the PA network (using the “State-Pressure-Response models”) and to follow this up with another report at the end of the project. It is therefore recommended that the indicator be changed accordingly.

The detailed comments about the logframe and indicators are provided in the results section below.

### **1.4.5 Main Stakeholders**

The main project stakeholders include:

The main project stakeholders were; TFS, DFNNR, the districts and WWF. WWF played an important role in the project development process but was supposed to work in close cooperation with the respective governmental bodies on mainland Tanzania (TFS) and Zanzibar (DFNRR), who were to manage the project in association with the UNDP CO through WWF. However the project

identified other stakeholders to be involved in the process that included government departments, academic institutions and NGOs.

The table below summarizes the main stakeholders and their responsibilities.

<b>Stakeholder Type</b>	<b>Roles and Responsibilities</b>
Individual Households	Day to day monitoring of VLFRs, maintaining support to VNRCs, benefitting from harvests of forest products, taking personal responsibility for forests.
Village Natural Resources Committees	Management and maintenance of VLFRs, monitoring of quotas, management of harvests, provision of forest product benefits to communities.
Village Councils	Overall management of VNRCs, accountability of CLFR management to wider rural communities, coordination with District Authorities and outsiders.
District Government	Collection of forest revenues from district managed forests, monitor forest health and harvest quotas, monitor extraction levels, provide licenses, support local communities in the development of VLFRs and their proper management.
Regional Secretariat	Coordinate between District and Central Government on policy and management issues, across sectors of government.
Forest Product Dealers (private sector)	Support development of markets and economic growth. Provide financial incentives for best management of forests, work with government and VNRC to support good practice in forest management and forest product extraction.
Community Based Organisations	Develop civil society capacity on a local level to support land rights, social development, economic growth and sustainable forest management.
National nongovernmental organisations	Develop civil society capacity on a national level to support land rights, social development, economic growth and sustainable forest management, support supply chains and forest management processes.
International nongovernmental organisations	Develop civil society capacity on a regional level to support land rights, social development, economic growth and sustainable forest management, support supply chains and forest management processes. International advocacy.
Government Departments (primarily TFS)	Manage the processes of forest management on a national level, implementing forest management policies, linkages with other government departments.
Government Ministries	Support forest management and economic growth through sound policy guidance and implementation, linkages and overlap with other ministries.

### 1.4.6 Expected Results

The expected results are:

Outcome 1: Strengthened Enabling Environment is functioning for conservation of Coastal Forests in mainland Tanzania, leading to increased funding, staffing and oversight.

Outcome 2: The Protected Area System for Zanzibar is strengthened in terms of both representativeness, connectivity, financing and managerial capacity.

Outcome 3: Effective PA Management Systems in place at four project priority landscapes, with co-management between central, local and village government partners, leading to improved conservation of biodiversity values.

## 2. FINDINGS

### 2.1 Project Design/Formulation

#### 2.1.1 Analysis of LFA/Results Framework (Project logic/strategy; Indicators):

The overall project logic and internal consistency of the project is seen as sound. However, the project logframe recorded in the UNDP/GEF PIMS and the logframe that the PMU is using in their project implementation work are slightly different. Specifically, the changes include:

Objective Indicator 1 baseline is “16,000 ha is under effective management of which none is Forest Nature Reserve (FNR)”, in the original signed Project Document to “19,570 ha is under improved management of which none is Forest Nature Reserve (FNR)” in the revised logframe. The End of Project target in the original logframe in the Project Document is “12, 000 as FNR” and in the revised logframe it has been amended to “12,570 ha as new FNR and 100,000 ha as VLFRs (VillageLandForest Reserves)”.

Outcome 1, Indicator 1 in the signed Project Document reads “Central Government Forestry Agency has dedicated Coastal Forest section, which enters into MOUs with Districts for oversight of Coastal Forests and co-management of Forest Reserves.” While in the revised logframe, it reads “Institutional collaboration for management effectiveness of coastal forests between FBD/TFS and Districts strengthened”. However, the baseline, End of Project (EOP) Targets, sources of verification and assumptions are the same in both versions.

The EOP target for Outcome 1, Indicator 2 in the Project Document logframe is “Average staff increased to >10 in 6 districts. Funding exceeds 30,000\$ pa in **each of 6 districts**” whereas the version in the revised logframe is “Average staff increased to >10 in **four (4) districts**. Funding exceeds 30,000\$ pa in each of 6 districts.” Outcome 1, Indicator 3, EOP target is not mentioned whereas in the revised logframe this is specified as “Competence level increased by 20%”.

Outcome 1, Indicator 4, baseline is nil in the ProDoc and 48.5% in the revised logframe. We suggest that 48.5% is adopted as the baseline. The report will need to be completed again at the end of the project. However, we suggest that the wording of the indicator is changed from “Number of reports produced synthesizing the Annual Status of the PA network (using the “State-Pressure-Response models)” to read “a baseline and terminal report produced synthesizing the Annual Status of the PA network (using the “State-Pressure-Response models)”.

Outcome 1, Indicator 5 in the ProDoc reads “Number of VLFR – District Forestry collaborations on Management Plans, improved logging and on certification processes”, whereas Outcome 1, Indicator 5 in the revised logframe reads “Number of villages and households benefiting from IGAs (Income Generating Activities)”. These are very different and we recommend that the project stick to the use of “Number of villages and households benefiting from IGAs (Income Generating Activities)” be used as the indicator.

Outcome 2, Indicator 3 baseline for the ProDoclogframe version reads “PAs totalling 14,205 ha” (for the area of the terrestrial PA network). In the revised logframe this reads “Six PAs totaling 12,241ha”. We suggest the baseline of “Six PAs totaling 12,241ha” be adopted.

Outcome 2, Indicator 5, baseline for the ProDoclogframe reads “Two forest PAs with plans; but limited implementation. METT averages 36”. The revised logframe baseline reads “METT averages for six PA is 51%”. This latter figure was based upon the 2011 METT, the quality and reliability of which has been questioned, we therefore suggest that the baseline “METT averages for six PA is 36%” is adopted with a METT baseline score of 36 and a target of “All seven PAs with management plans under implementation and an average METT increase of greater than 20%.”

The baseline for Outcome 2, Indicator 6 in the ProDoclogframe version reads “Average is provided” whereas in the revised logframe it reads “Average is 51%”. We suggest that this baseline be altered to read “Average METT score is 36”. This is in line with the comments made above about using the 2009 METT score as the baseline rather than the controversial 2011 “baseline”.

The EOP target for Outcome 2, Indicator 7, “4 by EOP (annual reports for each of the 4 years that the project will run)” is included as an EOP target for project outcomes 1 and 2 will not be met because it was decided (without any formal record of the decisions) that only a baseline report and an end of project report would be completed. We therefore suggest that the indicator is changed accordingly.

The METT scores are the best proxies for the actual improvement in forest condition. Outcome 3, Indicator 2 “Number of protected areas with up-to-date and approved management and business plans”, EOP target for the ProDoclogframe version reads “All FRs, and FNRs plus VFRs. (total area 303,242.2 ha) { will have up-to-date and approved management and business plans}. In the revised logframe this reads as “One FNRs, 20 VFRs with management plans and 3 pilot business plans.” We propose that the EOP target should be “One FNRs, 20 VFRs with management plans and 3 pilot business plans.” in line with the revised logframe.

We also recommend that the “Output – Activity Detail to Achieve Outcomes” table from the revised logframe be used as the standard version for the remainder of the project.

The changes are apparently as a result of changes made during the inception workshop. The altered and approved final project logframe should be posted in the UNDP/GEF PIMS system. The original logframe (as posted in PIMS) had many shortcomings, but we will concentrate comments on the amended logframe.

The objective indicator 1; “Increase in extent (ha) of PA network that includes Coastal Forests, and a network with increased legal protection and management of biodiversity values, including four Forest Nature Reserves” (Rondo {Lindi}, Masingini, {Unguja}, Jozani {Unguja} and Ngezi {Pemba}) is clearly quantified as is the EOP target “12,000ha as Forest Nature reserve and 100,000 ha as VLFRs”. This meets all the SMART (Specific, Measureable, Achievable & Attributable, Relevant, Time bound) indicator criteria.



The objective indicator 2; “Increase in area under landscape conservation, with functional corridors and buffer-zones, managed under detailed landscape conservations plans” is not really clearly specific. The planned EOP target of 1.277 million ha cannot refer to PA land only, but includes all land in districts where landscape level conservation planning has been completed, not just the forest areas. We suggest that the wording of this indicator is changed to “increase in extent (ha) of land where PA network is established and that includes Coastal Forests, and a network with increased legal protection and management of biodiversity values, including three Forest Nature Reserves.” This then will indicate the coverage of land that is properly planned with regard to its biodiversity and conservation value rather than the forests themselves.

Objective indicators 3 and 4 are clear but the issue relating to which METT scores to use needs to be clarified and agreed, see discussion below, under 3.2 Project Implementation.

The project logframe would benefit from a forest status (biological, biodiversity, forest) indicator reflecting the natural status of the forest. The logical assumption implicit in the project logframe is that; if the forest protected area network is increased, if there are more and better trained staff in the forest-supporting institutions, if there is better institutional collaboration between the national and district authorities responsible for managing the forests, if there are more financial resources available for managing the forests, if there are more Village Land Forest Reserve agreements concluded, if village CBOs and NGOs are involved in PA conservation and if there are good PA management plans, then there will be an improvement in the management effectiveness of the PAs and the forests will be successfully protected. While these would be strong indicators of an improvement on the management effectiveness of PAs and the potential for successful protection of the forests, they are not really clear impact indicators and even with most of these indicators being met, the forest integrity could still be undermined by a lack of compliance with, or enforcement of, the rules. Within the ProDoc logframe, the METT scores provide the best potential impact indicator of the actual status of the forests. The level of canopy cover and other natural biological or forest status indicators would be useful additional outcome indicators. This was perhaps omitted because the project was seen as complementary to the REDD initiative where these are the performance indicators that determine the payment for carbon sequestration. However, delays in the full implementation of REDD, have meant that this type of impact indicator would be a useful addition to the project.

The management ‘outcome’, “Management: Ensure Effective project administration, M&E and coordination have enabled timely and efficient implementation of project activities” was reportedly added during the Inception Workshop and essentially consisted of planned activities and proposed time lines. This is deemed adequate as is and the project management should not be elevated to a full project outcome.

### 2.1.2 Assumptions and Risks:

Eight risks were identified in the Project Document. None of these was rated more than of moderate likelihood and four were perceived as low risks. The identified risks included:

- Significant increases in externally driven pressure on forest and protected areas resources – e.g. logging pressures (Asia’s demand for logs continues), mining – an environmental risk.
- The planned Tanzania Forest Service may receive little public support and not attract core funding. (Same for reforms in Zanzibar) – an institutional risk.
- Government will not want to build upon the strategic planning work already completed by WWF – an institutional risk.
- Government will not be willing to apply IUCN protected area codes to CF Forest Reserves – an institutional risk.

- The District – Central government partnership on managing Coastal Forests is not practical, leaving us in past state of uncertain mandates an institutional/political risk.
- The Governments of Zanzibar and mainland Tanzania are unwilling to declare proposed Forest Reserves and village forest reserves – a political risk.
- Village communities do not benefit from the VLFR process and use CF and Woodlands as a source of easy income (logs, charcoal), with less conservation support – socio-economic risk.
- Climate change could lead to both changed distributions of biodiversity components, and changes in village demands on forest resources –an environmental risk.

Thus far the Project Document risk assessment has been proven largely correct in that these risks have not been realised in a way detrimental to the project objectives, or have been successfully mitigated. There are ever-increasing pressures associated with logging and prices are rising. However, to date this has been managed by the authorities and has not yet proved fundamentally damaging to the sustainable management of the forests. It remains a potential risk and should continue to be monitored, though the project has limited scope to address this risk and would need to rely on the government authorities like TFS. TFS has not yet received sufficient funding to substantially increase and deploy the number of staff that they would like to. However, staff members have been re-deployed to the identified hotspots where the threats are the highest. The rest of the initially identified risks have not been realised to date, and the partnership that is emerging between the project and TFS is a commendable element that owes a lot to the TFS and project personnel involved as well as to the UNDP Environment Team.

There are two emerging issues that could become risks to the sustainability of the project. One is an institutional risk that was not anticipated. WWF play a central role in project implementation. They have a long history in the region and have generally displayed good capacity in implementing projects for government and others. Their local capacity and existing network on the ground were seen as crucial to rapid project implementation and the Governments of Tanzania and Zanzibar signed MOUs with them to support the execution of the project. Unfortunately, personnel disruptions within WWF Tanzania have resulted in the exodus of several project staff. This has had a disruptive and unsettling effect on some of the project partners. Some community partners were not adequately informed about the changes and feared that the project had stopped. It has also resulted in a gap at project implementation level over several months. WWF has now hired new staff, but this institutional risk was not identified at the time of project development and has posed a considerable challenge to project implementation since June 2012.

Another emerging issue that is being spoken of as a potential risk is the discovery of hydrocarbon deposits off-shore of the Tanzanian coastline. These could result in coastal forest management and conservation in general, dropping down the agenda for the Government of Tanzania. Increased road and other infrastructure could also have a detrimental effect on the coastal forests. An alternative view holds that the discovery of hydrocarbon resources – primarily gas, has the potential to prove beneficial to the conservation of coastal forests. This view maintains that the demand for charcoal poses one of the major threats to the integrity of the forests and that, if the Government of Tanzania reticulates subsidised gas into the urban centres, this will have a significant effect on the demand for charcoal. This contention is based upon a number of assumptions. Firstly, that the Government of Tanzania will be willing to build a reticulation system for gas into the urban centres and that they will approve a subsidy for the gas that will make it attractive for the vast majority of urban energy users – primarily for cooking. Currently, urban households find the purchase of charcoal for cooking purposes far more cost-effective than paying for the expensive grid power. The contention that the hydrocarbon discoveries could also result in a decrease in the demand for charcoal and thus lower the threat to the coastal forests, also assumes that the charcoal producers will not simply seek other markets in neighbouring countries. It has recently been reported that people in Zanzibar have been exporting charcoal to the Comoros and elsewhere. This charcoal, has apparently originated in the area around and to the south of Tanga, though some of it has also been reported to come from as far afield as the coastal areas of the south of the country (Rufiji and Kilwa). It should also be remembered that the charcoal producers, as opposed to the charcoal traders, are generally very poor people who will need some form of income replacement if charcoal production ceases.

The project assumed that the governments would have the commitment and resources to invest significantly in forest support services. While the governments do appear to have the commitment, the demands on available government funding have meant that the hoped for resource allocation for the new TFS for instance, has not been fully realised and has certainly fallen short of expectations. Another central assumption relates to the incentives for local communities to actively participate in a responsible and positive way with regard to natural resource management. The assumption was, and remains, that any form of benefit to local communities from forest resources will be sufficient to incentivise them to form local management structures that will be able to discipline local community members to abide by the forest product utilisation rules and to oppose any corrupt local politicians and authorities when they are party to breaking these sustainability rules. While the structures have been formed, their relative strength varies across areas. Some of the structures do appear able to discipline local people who break the rules and to embarrass the powerful politically-connected individuals who abuse their office, but others are not able to do this. Hardwood is still being illegally harvested and removed from the area by road. This could be stopped but the local communities, in most cases, do not have the power to achieve this. The whole issue of incentives and the legitimacy of rule enforcement still requires additional focus. Individuals, acting in contravention of the community rules can derive very significant individual benefit (at the expense of the community) if the disincentives associated with the enforcement of the community management rules are not significant and properly enforced. This reaches to the heart of the communal versus individual benefit matter that is a part of all natural resource management.

The project also made an assumption about the level of competence and stability of WWF TCO. This was based upon the WWF track record in Tanzania and elsewhere. This was not an unreasonable assumption. Unfortunately, WWF TCO experienced fairly serious staffing convulsions during the project. While the matter has now been addressed, it certainly had a negative impact upon the project.

### **2.1.3 Lessons from other relevant projects (e.g., same focal area) incorporated into project design**

Very careful attention was paid to incorporating lessons from other similar projects and to linking with other initiatives. The project was designed based on thematic and geographical priorities established by the Tanzanian National Coastal Forests Task Force. The project design has benefited from input from a multidisciplinary team of government, NGO, community organization representatives, donor project staff and academics, with guidance from an international consultant. The project design was based on the lessons learnt over more than a decade by WWF and its partners in implementing participatory methods of forest management within the Coastal Forests. It also builds upon the experience of developing a conservation strategy for the Coastal Forests of Eastern Africa. Finally, the project builds on the experience collected by the GEF/CARE interventions on Jozani in Zanzibar and the UNDP/GEF/FAO project “Reducing Biodiversity Loss at Cross-Border Sites in East Africa.

In summary the project design and operation was informed by the following lessons:

- Strategy development needs to involve multiple stakeholders over a period of years;
- Projects should focus on a limited number of actions and deliver these well;
- Establishing participatory management requires work at all levels from community/village to district to national authorities. A site-based planning process entailing evaluation of forest resources and identification of specific threats to these resources is important for development of social contracts that are acceptable to all parties (villages, district authorities, FBD and any other partners). The planning process should also include an assessment of the socio-economic setting in the respective communities in order to determine the most appropriate intervention approaches;
- Forest protection elements need to be built into field level interventions to ensure that there are mechanisms to control resource exploitation. These can be government controls, community controls or a combination of these;
- Networking and sharing of information enriches the knowledge base and experience among participating stakeholders, contributing to application of innovative and more effective approaches to biodiversity conservation;
- Initial goals must focus on building partnerships and developing sustainable use regimes that satisfy the aspirations of multiple stakeholders;
- It takes time to develop trust between implementation partners and project interventions need to be undertaken over a considerable period to have a lasting effect;
- An enabling policy environment needs to be in place to support project interventions;
- Given sufficient awareness and incentives in terms of socio-economic benefits, communities can and will manage forest and woodland resources for biodiversity, in addition to other recognized benefits. This in turn contributes to empower communities and stimulates socio-economic development; and
- Conservation interventions require active support from political institutions, local communities and forest management authorities. Sustainable management requires an integrated approach involving partnership building between local and central government, community groups, the private sector and donor institutions through both short-term interventions and long-term landscape level planning and sustained implementation.

These insights were generally well-incorporated into project design and implementation and the partnership element has been particularly successful in the project implementation up to the Mid-Term Assessment. However, effective mechanisms to control forest resource exploitation and/or forest encroachment still provide a challenge. It is therefore crucial that the mechanisms adopted in the different geographic areas are carefully monitored with regard to their efficacy over the remaining project period and these control mechanisms should be weighed against the changes in METT scores for the areas. Another important insight that still resonates with the project is the time that it takes to build trust with communities, establish acceptable procedures and effect behavioural change. This element, together with the time taken to promulgate new legislation and procedures and take these through all the requisite processes, might require a further ‘no-cost’ extension of the project duration if the funding is sufficient.

#### **2.1.4 Planned stakeholder participation**

Generally, the stakeholder participation approach was well planned and an effective network of partners who could ‘add-value’ to the project was identified and enlisted to support the project. This has largely been realised by the project. The delays in starting the project activities has had a mildly negative impact upon the plans as some of the anticipated stakeholders are reported to have initially been somewhat sceptical about engaging after the delays.

The formulation of the project insightfully recognised that “the projects primary stakeholders are organized groups of rural residents and District government authorities within the landscape sites” (ProDoc page 295 on page 70). The importance of the local community and local authorities in the efforts to sustainably manage the coastal forests cannot be over-emphasized. They are absolutely central to the chances of success.

### **2.1.5 Replication approach**

The project is being implemented both at the national level with the development of an agreed conservation strategy for the Coastal Forests and on looking strategically at the protected area system for these forests.

Work is also being undertaken at the landscape level to deliver tangible improvements in the protected area system at that level. It was envisaged that lessons learned at the field level would inform the development of the national strategy and would help build the protected area system for Coastal Forests. These lessons, and the agreed strategy, it was planned, would provide a basis for actions at other key landscapes within the Tanzanian Coastal Forests. This was well conceived, but in practise, this requires an effective system to gather and distil the lessons learnt from the field and to translate these into policy and strategic implications. This is something that the M&E Officer requires assistance with (see discussion under 3.2.3 below). While this will ensure the ‘in principle’ prospect of replicating the project lessons learnt, it will only be successful in reality if a sound and effective communication strategy is put into practise. Within the short project time-frame, the project itself cannot directly address replication and this is why documentation and effective communication of lessons learnt is so important.

### **2.1.6 UNDP comparative advantage**

The project is well matched with the UNDP approach and UNDP as the GEF Implementing Agency, provides distinct advantages. UNDP has an established track record of related project implementation in the region. It has developed effective partnerships with many of the project partners over a period of time, including government and WWF. The important role of local communities in determining the sustainability and potential success of the project fits well with UNDPs developmental approach and the organisations emphasis upon gender equality, capacity-building and a human rights-based approach.

In this regard UNDP is clearly an appropriate GEF Implementing Agency for this project and the technical support provided by the UNDP CO in Tanzania, and the UNDP Regional Technical Adviser are crucial elements of the support provided to the project.

### **2.1.7 Linkages between project and other interventions within the sector**

Substantively, the project is benefitting from UNDP-GEF’s past work in the Eastern Arc Mountains, Tanzania, on Selous-Niassa Game Reserve connectivity, the World Bank Marine and Coastal programme and new support to Tanzania National Parks and from the UN-REDD programme – though the delays with the latter project are limiting the potential synergies. Lessons are also being drawn from other forest conservation activities in the area and further afield, including the WB/DANIDA supported Community Forest Programme and the UNDP-GEF Coastal Forests Project in Indonesia.

The project is highly complementary with a number of national and regional GEF projects. The Project development team worked in close collaboration with other project teams to avoid any duplication and overlap between the initiatives, and in an attempt to optimise synergies.

One priority is the WB-GEF led Marine and Coastal Programme in both the mainland and on Zanzibar. The WB project focuses on mangroves, and this project on dry Coastal Forest. There are potential synergies in the development of tourism networks and efforts to strengthen district management capacity. Further priorities were the World Bank DANIDA supported Community Forest Programme; and the WWF Eastern Africa Coastal Forests Eco-regionProgram which has now evolved into the Coast of East Africa Network Initiative (CEANI). There is an effort to maintain close

linkages with the appropriate initiatives, though this often proves more difficult than initially anticipated.

Extending the Coastal Forest Protected Area Subsystem in Tanzania project was also planned to contribute to meeting UNDP country programme objectives for 2007. It is in line with UNDP country programme an approach that encourages coordinated and collaborative UN support to Tanzania. The project is also in line with the Millennium Development Goals (MDGs) MDG-7 on Environmental Sustainability.

On the ground, the project links with WWF and CEPF conservation efforts under WWF in the Matumbi-Rufiji landscape, WWF and Mpingo Conservation Programme (MCP) in Kilwa and the REDD pilot projects under Norwegian Embassy funding being implemented by MCP in Kilwa and TFCG in Lindi districts. Some additional work on forest governance in the protected areas in the region is also being funded by WWF and other partners.

For Zanzibar DCCF (now DFNRR) has been receiving support from CARE and the Wildlife Conservation Society but also CARE is receiving REDD project funding from the Norwegian Embassy and WCS has moved their Tanzanian operational headquarters to Zanzibar.

### **2.1.8 Management arrangements**

The project is managed under a National Execution modality (NEX) and executed by the governments of Tanzania (Mainland and Zanzibar). WWF has been appointed on contract as a sub-executing agency by the government partners (MNRT and DCFF).

In Tanzania mainland the project is executed by TFS under the MNRT but day-to-day activities are coordinated by WWF Tanzania through a MoU with the MNRT. WWF's duty is to ensure effective implementation of field activities, assuming first line accountability for financial management. At field level the District Natural Resources Officers (DNRO) and the DED through DFOs are responsible for support to villages through their village natural resources committees. A District level District Natural Resources Advisory Body, assures linkages between sectors that include wildlife, agriculture, forestry, and land. The chair of this body is the District Commissioner although in some districts this responsibility has been vested in DNRO.

In Zanzibar project implementation has been under the DFNRR that has the responsibility of ensuring forest conservation in Zanzibar. There is a linkage between the Coastal Forests Project and projects being executed by CARE. The PMU has rendered considerable assistance to DFNRR. The project is being overseen by the National Task force/Project Steering Committee, co-chaired by directors of FBD and DFNRR.

The daily activities at national level are carried out by the PMU composed of the project coordinator, M&E officer, an accountant and a driver. During the MTE it emerged that the dedicated accountant had been placed in the WWF pool of accountants and had subsequently left the organisation. At the moment the project is being served by a forest programme accountant who is new to WWF and the project. The project M&E officer also left in January 2013. The PMU is supported by a Technical Advisor.

PSC member composition is listed below and the project governance organogram is presented in the Annexes.

- Director, FBD (now Chief Executive of TFS)
- Director, DFNRR

- GEF Operational Focal Point (VPO)
- A representative of the Ministry of Finance
- National Environment Management Council
- Representative from the Ministry for Local Government
- Tanzania Forest Conservation Group (CSO)
- Wildlife Conservation Society of Tanzania (CSO)
- UNDP Country Office
- RAS – Coast region
- RAS - Lindi
- WWF - Tanzania
- CARE - Tanzania
- Others may be co-opted as need arises

MNRT, DCCFF signed an MOU with WWF on 9th April 2010 in which WWF would act as a sub-executing agency for the project responsible for; executing the priority landscapes component of the project as well as providing the PMU, the secretariat to the PSC, receiving the funding from UNDP and transferring funding to the partners against quarterly financial and progress reports.

At a landscape level the project is being managed by WWF officers in collaboration with DFOs in the relevant districts, through a MoU with the government. During the MTE however the Evaluation Team discovered that during its restructuring, WWF unilaterally laid off all of the three landscape coordinators (executants). This event brought a halt to all the project activities in the areas. At the site level the project has been working with VNRC and village leadership.

### 2.1.9 In summary

The project was generally well conceived. The project's objectives and components were generally clear, practicable and feasible. However, given the required institutional and community behavioural change required to make the project a success, an additional year for project implementation would have been advisable. The capacities of the executing agencies were assessed and generally the support of WWF was seen as crucial in bolstering the capacity to an acceptable level. This was a reasonable approach at the time of project formulation in the light of WWF's track record in the region. The project clearly incorporated the experience derived from other similar initiatives and these were generally well integrated into the project formulation. Partnerships were well considered at the time of project formulation and the roles and responsibilities were clearly allocated. However, some of the new staff within WWF do not appear to have been clear about the nature of their relationship with the primary government partners. This has led to some confusion with regard to the position of project staff on WWF contracts. Changes in the staff were not discussed with the government partners and this has caused considerable confusion and unhappiness. Challenges that WWF Tanzania has been experiencing with staff turnover were difficult to anticipate and really did not have a precedent that could have served as a warning to the project designers. This is a generic type of risk for all projects that is usually not articulated.

On the whole, the project mobilised the requisite resources for the successful initiation of the project under challenging conditions. The project was well-founded on a considerable history of intervention in the field and based upon the experience of several development partners. The delay in project implementation certainly caused complications and, as has been noted for the pledges of co-financing,



some of the resources were difficult to realise. The project assumptions and risks were well articulated and clear, though a few new risks have emerged since the project formulation.

The project outcomes are clear and generally specific, measurable, achievable/attributional and reliable. The linked outcome indicators have been discussed above but are generally SMART.

## 2.2 Project Implementation

### 2.2.1 Adaptive Management

The project indicators were altered during the Inception Workshop. On the whole these were made more specific and more easily measurable. Changes are outlined above in 2.1.1 Analysis of LFA/Results Framework (Project logic/strategy; Indicators).

The project has generally been managed in an adaptive and responsive fashion. An element that requires attention relates to the use of the 'State-Pressure-Response Models' to produce annual status of the PA network reports. This was completed at inception and another report will be completed at the end of the project. This means that the target of 4 synthesised annual PA network reports, using the State-Pressure-Response Models, will not be met and the MTE Team have recommended (above) that the indicator is changed to reflect the change. The State-Pressure-Response Models, developed by the OECD, provide a useful approach and would be a helpful addition to the capacity of the authorities responsible for PA management. The confusion around the METT process, see discussion below, has also limited the success of project implementation. This element has now been rectified, but there remains some doubt about whether the METTs are being effectively used as PA management tools. A METT assessment was completed in 2009 for the forests and included in the submission to the GEF. A further METT assessment was undertaken in 2011 soon after the start of the project. This process was not seen as inclusive of key personnel by the Zanzibar partners, and the scores were regarded as unrealistically high. We suggest that the METT scores obtained in 2009 be utilised as the baseline. The METT exercise was repeated in January-February 2013 by one of the members involved in the initial METT baseline study. METTs were completed for a range of new PAs in 2012. However, some of these PAs were not those that had formed the baseline METTs supplied to the GEF. This was rectified early in 2013 as the purpose of the METT instrument is to track changes in management effectiveness over time. This means that repeat measures of the same PAs is what is required. While it is useful to undertake METT exercises for all PAs, and this has provided some interesting information – that the village managed areas have higher METT scores than the District managed areas and are largely close to par with the National Parks, the requirement is to track changes in the management effectiveness (from the established base-line) of those areas identified at project inception. The completion of the follow-up, Mid-Term METT assessment for the original baseline selected areas is welcomed.

The project has experienced procurement delays with regard to vehicles and some other equipment. While this does not really appear to have had a major impact upon project implementation, it has slowed processes down somewhat.

### 2.2.2 Partnership arrangements (with relevant stakeholders involved in the country/region)

The project partnership arrangements have proved largely successful. The government agencies have generally worked well together on the PSC and the project has linked the REDD initiative. Unfortunately, the delay in the start of the Coastal Forests project did limit some of the anticipated synergy with other projects. The project has built on the legacy of some of these projects rather than working in unison with them.



The relationship with the REDD project in the southern coastal forest area has not yet realised as much synergy as the potential indicated. Implementation delays and other factors have been responsible for this, but this element will require additional attention during the remainder of the project.

Partnerships not only assist project implementation, but can contribute to the chances of project sustainability.

Under the terms of an MOU, WWF Tanzania is implementing the element of the project that deals with the priority landscapes of Lindi, Kilwa and Rufiji, providing staff for the PMU and the Secretariat for the PSC. In the field in southern Tanzania (Kilwa) the project team (WWF, TFS, District government) are also collaborating with the NGO/CSO - Mpingo Conservation Development Initiatives - which is focused on the establishment of FSC certified and sustainable harvesting of African blackwood (*Dalbergiamelanoxylon*) and other high value timber species. There are a number of linked activities on awareness raising and on compiling data on the coastal forests that are funded by CEPF through the local NGO Tanzania Forest Conservation Group (awareness) and the Wildlife Conservation Society of Tanzania (databases).

One important project implementation issue that has emerged relates to the WWF role. The WWF is a sub-executing agency (responsible party) on behalf of the government entities. They provide the staff for the PMU, the field staff in the priority landscapes and the secretariat for the PSC. However, there have been indications that some WWF personnel have not fully understood their role and have seen the project as 'owned' by WWF and therefore felt that WWF procedures enjoy primacy with regard to project management. This has primarily emerged through the challenges that WWF Tanzania has experienced with regard to changes of project staff. There have been considerable changes in project personnel. Some of these appear to have been occasioned by what WWF perceives as breaches of its procedures and processes and some because of relationship and the challenges with regard to the timely release of funds. This latter point appears to have caused frustration during 2012. Whatever the reasons, the project partners in government and UNDP do not feel that they were adequately consulted about, or informed of, the changes. They obtained information informally from individual contacts. In addition, local community partner structures were also not informed in a timely fashion of the changes. WWF appear committed to filling the gaps that have developed, but have not appeared sensitive to the fact that close and effective working relationships had been established between the project staff with partners in government and local communities. Further anticipated staff changes are set to provide more dislocation at a time when the project is needed to accelerate implementation (see number of activities scheduled for 1<sup>st</sup> quarter of 2013). It is suggested that the Project Steering Committee discuss this matter in an open way with WWF and that an acceptable approach to dealing with the challenge is found. A failure to do this could result in a situation where WWF's role in the project is seen to compromise the chances of project success. The basis for the PSC discussion of this matter should be the MOU that has been signed and the most functional approach with regard to the successful future operation of the project.

### **2.2.3 Feedback from M&E activities used for adaptive management**

The M&E Officer requires assistance to design and operate a system to capture, distil and interpret field experience in a way that can inform both project management and broader policy and strategy development. This is an urgent requirement that needs to be addressed by the Technical Adviser or a hired consultant. Only in this way will the project derive the appropriate benefit from the field experience and successfully adapt management activities to the reality in the field. We propose that this element is vital to the success of the project and suggest that the PSC should monitor progress on the initiation and operation of the capture and analysis system at PSC meetings. The matter is particularly urgent in the light of the departure of the M&E Officer and the recruitment of a new officer. The recommendation is essentially to set-up a framework that will assist the M&E Officer to abstract information from reports of field experience, that can then be distilled into a 'lessons learnt' document.

This element is rated as Marginally Unsatisfactory (MU).

#### 2.2.4 Project Finance

The project finances were generally well managed until 2012. However there are a few important challenges. The Mid-Term Assessment Team has not been provided with project-specific annual audit reports, as this is not a requirement with NIM (National Implementation) projects in Tanzania that fall under the HACT audit approach. However, this makes assessment of financial performance difficult. The financial statements received from the WWF(Tanzania)/PMU in February 2013 and headed “UNDP Funding Expenditure 3”, has not proved very helpful and the assessment team has had to attempt to piece information together from several sources. By adding the financial information in the 2012 PIR, where cumulative expenditure of GEF funds of US\$1.987 million was reflected, and that in the UNDP Funding Expenditure 3 spread sheet supplied by WWF in February 2013 where approximate (because of exchange rate fluctuations) expenditure of \$997,000 for the period between July 2012 and January 2013 was reflected, it appears that a total of US\$2.984 million of the GEF total allocation of US\$ 3.55 million had been spent or allocated as of the end of January 2013. This leaves a small balance of under US\$ 600,000 from the GEF funding for the remaining two years of the project! This does not include the co-financing. It is not clear whether the UNDP \$400,000 is still available. This would at least boost the figure to approximately US\$ 1 million. These figures are approximate as the WWF accounting section only reflect expenditure in Tanzanian Shillings without any US\$ equivalent amounts and no exchange rates are quoted in the supplied financial reports. The accounting figures received from the UNDP ATLAS system reflect a different picture, that \$20,341 was spent in 2010, \$1,194,711 in 2011 and \$1,086,896 in 2012. A budget of \$1.1 million has been approved for 2013 which would leave approximately \$190,000 of the GEF funding for 2014. If this can be supplemented by the balance of the \$400,000 from UNDP Tanzania Country Office funds, then there should be sufficient for the project to manage until the scheduled project close in December 2014. However, this issue deserves further attention and clarification from WWF, with the assistance of UNDP. No decision on any project extension, which would be a ‘no-cost extension’, can be made until the matter is clarified. It is helpful that UNDP is commissioning an independent project audit. This should clarify the financial position for all parties.

While the narrative operational reports have generally been produced on time, the financial reports have usually been delayed. This has a ‘knock-on’ effect in that delayed reports result in delayed disbursements. In fairness to WWF who have produced the reports, they report that they have frequently faced challenges with the information of the reports that they have received from partners. Clarifying issues can take time and it is not helpful to blame any individual institution. The system needs some overhaul. Late submissions of reports from partners should be noted and discussed at PSC meetings as they affect all partners. Reasons for delays and report quality challenges should be discussed and assistance provided to improve matters. This might involve mentorship and/or further training in financial proceedings. UNDP might be able to assist with this. Acceptable time lines for queries to submitted reports should be agreed. This should generally not be longer than 10 days. The time taken for reaction by partners to queries (by WWF) should be noted as this will also affect the time for the whole process and impact upon the release of funding to all partners. The fact that all partners are in effect tied to the pace of the slowest member is an issue that requires further attention. Partners have complained that, under UNDP rules, the funding for a subsequent quarter is only released once 80 % of the advanced collective funding to all partners has been satisfactorily accounted for. This is causing frustration and it is suggested that a system for re-allocation of funding between partners be investigated so that those that are spending in line with the agreed workplan timetable are not held back by others who are slower. This matter should be investigated with UNDP’s assistance. It is a separate issue from the need to rationally re-look at the scope of work for the various partners and the allocation of resources thereto. This latter point is likely to be more contentious and partners might be unwilling to change the existing allocation. However, the MTE makes the recommendation that this exercise should be performed in an open and non-partisan way, as the current allocation does not, on the face of it, appear equitable against the relative field challenges and scope of work of the 3 outcomes.

Partners and field staff have complained that WWF has not been releasing funding rapidly and that they have experienced considerable delays. Some of this relates to the issues outlined above with regard to problems in the reports, but field activities are being jeopardised by, for example, delays in advancing subsistence and travel funding for the WWF field staff themselves.

The late payment of consultants for work completed for the project is also causing embarrassment. The MTE team has received a list of service providers who have not been paid for work that was completed up to 8 months earlier. This matter needs to be rectified as a matter of urgency as it reflects badly on the project and could limit the future involvement of good consultants. It should form a part of the focus of an independent audit of the project.

Considerable co-financing was pledged at the project inception (just over \$7 million). Much of this is being realised, but the delay in project inception certainly had an impact upon the co-financing. It did not mean that the co-financing was not realised, but it did mean that the project built upon the implementation of the projects that formed part of the co-financing rather than directly working with them. Many of the projects have now closed. This should not be seen as something necessarily negative and the Mid-Term Evaluation Team regard this as 'realised' co-financing. This is a common experience with many GEF projects and it must be realised that much of the co-financing occurs through related projects which cannot wait for the GEF-supported project. This said, the project has not really tracked the co-financing in a systematic way. This omission gives rise to an additional complication. It is an issue that does relate to the co-financing and that requires attention. It is the need to maintain discrete accountability for funding from different funding sources so as to preclude 'double-dipping'. Despite assurances that the workplans allow for the clear distinction of funding expenditure and the fact that the MTE Team could not find any evidence of this, it is an element that requires constant attention.

#### **2.2.5 Monitoring and evaluation:**

##### *Design at entry and implementation*

The M&E Plan as outlined in the ProDoc is comprehensive and certainly adequate. It generally covers most of the required elements. However, given the nature and objective of the project, the addition of a more clearly expressed process to extract, integrate and learn from the project field experience would have been useful. This has not happened in practice and now urgently requires action.

A detailed M&E Plan was developed by the M&E Officer in April 2011 and this has largely been followed and there is a good record of most of the elements of project implementation and progress. The big omission here is the element of learning from the field experience in a systematic way referred to above. The 'Back-to-Office' reports and field notes have generally been well prepared and provide useful information. They could form a part of the information base for learning from the field experience, though are not adequate on their own.

The M&E Plan at entry is rated as "Satisfactory" (S) and at implementation as "Moderately Satisfactory" (MS).

#### **2.2.6 UNDP and Implementing Partner implementation/execution (\*) coordination, and operational issues**

Generally, there were few complaints about the services and support received from UNDP. UNDP itself acknowledged that it did, on occasion, experience internal delays in releasing funding. However, most of the partners did not perceive UNDP as the bottleneck and were positive about the technical backstopping and other support received from UNDP. The Implementing Agency & Partner (UNDP) performance is rated as "Satisfactory" (S).

The project partners had issues with WWF's operation over the last year. These are referred to above, under financial management. Other support received from the PMU was generally very positively regarded by the partners. The delays in the release of funds for all partners if one partner is slow in

implementing, is an issue that has been referred to above and is deserving of attention by UNDP with the PMU and the government partners. The Executing Agency/Partner (WWF TCO) performance is rated as “Moderately Unsuccessful” (MU), but with the newly recruited staff and the commitment to address the financial reporting challenges, it is hoped that this will soon improve.

## 2.3 Project Results

### 2.3.1 Overall results (attainment of objectives) Table

<b>Project Goal:</b> <i>The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels</i>						
Global Objective	Performance Indicator	Baseline	End of Project target.	Status at MTE	MTE Comments	Rating
The spatial coverage and management effectiveness of the Coastal Forest PA sub system is expanded and strengthened	1. Increase in extent (ha) of PA network that includes Coastal Forests, and a network with increased legal protection and management of biodiversity values, including Forest Nature Reserves.	19,570 ha is under improved management of which none is Forest Nature Reserve (FNR)	12, 570 ha as new FNR. 100,000 ha as VLFRs.	Upgrading of Rondo Forest to Nature Reserve (12,000ha) has been approved by communities and Regional Government. More than 100,000ha of forest reserve have been demarcated and mapped as new forest reserve. Ngezi (on Pemba), Rondo (Lindi) and Masingini on Unguja, are in the process of being upgraded to Nature Reserve status.	Good progress has been made and the target should easily be reached before the end of the project. However, maintaining the integrity of the PAs into the future will prove to be the real challenge. In this regard the capacity and performance of the central and local authorities, together with the goodwill and active support of local communities will be crucial.	S
	2. Increase in area under landscape conservation, with functional corridors and buffer-zones, managed under detailed landscape conservation plans.	Nil.	1,277 million ha	The “Integrating Conservation Plans into District Development Plans in Southern Tanzania Coastal Forests” Report identifies 1,078,000 ha of PA forests in the Kilwa, Matumbi-Kichi and Lindi landscapes of Southern Tanzania. The landscape conservation plans are broadly outlined for these landscapes & important issues related to the plans are outlined, but the	The end of project target includes all land in districts where landscape level conservation planning has been completed, not just the forest area. This indicator is poorly worded and should be changed to “Increase in extent (ha) of land where PA network mosaic is established and that includes	MS

<b>Project Goal:</b> <i>The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels</i>						
Global Objective	Performance Indicator	Baseline	End of Project target.	Status at MTE	MTE Comments	Rating
				detailed plans have not yet been developed and require attention. The development of corridors and buffer zones is being addressed, but is a 'work in progress' that requires concerted attention during 2013.	Coastal Forests, and constitutes a network with increased legal protection and management of biodiversity values." The detailed plans for the priority landscapes in Southern Tanzania still require attention, to enable informed decision-making, effective zonation and management.	
	3. Business plans show improved Financial Scorecard for national system of CF protected areas and target landscapes (Rufiji, Kilwa, Lindi, and Zanzibar).	Average for financial scorecard is 22.2%	By EOP, an increase of over 40% in finance score card scores.	Partially updated in 2012 after baseline in 2009. Rufiji data missing. The financial scorecard for the Lindi&Kilwa landscapes show no significant improvement over the baseline of 22.2% and the Lindi score is below this baseline at 20%! Zanzibar has shown a distinct improvement and, while 44% is not a good result it does show improvement. In most instances the funding available to the PAs appears to have dropped and the financial requirements for managing the PAs has increased. This is not encouraging! However, the poor quality of completion of the financial scorecards makes a detailed analysis problematic.	It is regrettable that the Financial Scorecard for the national system of CF protected areas and target landscapes were not completed in 2012. This has now been completed, but requires additional attention as many elements have been omitted in the version supplied to the MTE Team. The quality of the financial scorecards does not inspire confidence. Furthermore the scores have only really improved in Zanzibar. This indicates that an MU rating is appropriate.	MU
	4. METT scores for PAs and PA landscapes show	The average METT score for PAs is	By EOP an all over increase of	METT score updates have been completed for the PAs in the	Initially, the METTs were completed in	MU

<b>Project Goal:</b> <i>The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels</i>						
Global Objective	Performance Indicator	Baseline	End of Project target.	Status at MTE	MTE Comments	Rating
	improvement in targeted landscapes.	33.1%.	20% in the METT score.	<p>targeted landscapes and generally show an improvement of 7% on average. This is a clear improvement but not a startling one. The fact that many of the VLFRs reflect METT scores that are at similar levels to the national park scores and considerably higher than the average for local authority and national forest reserves is notably. It is probably indicative of the poor level of management of the local authority reserves where management responsibility was transferred without concomitant funding resources.</p> <p>The updated METT scores for Zanzibar for 2013 have now been made available to the review team. They show a good improvement, up more than 20% and now stand at an average of 63.5%.</p> <p>The METT scores for the Kilwa Landscape have improved from 31.5% to 43%. In Rufiji, the METT scores have gone from 37% to 39%, while in the Lindi landscape the scores have gone from 21% to 38%.</p>	<p>2011 for areas that were not targeted as baseline at the inception of the project. The METT scores for the PAs identified in the GEF baseline have now been re-assessed as part of the mid-term evaluation associated process. The 7% increase in METT scores indicates that considerable effort will be required to reach the 20% target improvement level. It is recommended that a detailed analysis of the METTs is undertaken &amp; that elements where most PAs perform badly – like the like “Monitoring research &amp; evaluation are used to update management plans” be addressed by the project in the remaining time. A start has been made by the MTE Team and is included as Annex 4.7. With attention to the elements identified in Annex 4.7 and the use of METTs as a management tool, the performance rating for performance indicator 4 and</p>	

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					the METT scores throughout as well as the overall project rating could rise to “Satisfactory” by the time of the TE. Currently there is no evidence that the METTs are being effectively used as management tools.	
<b>Outcome 1:</b> Strengthened Enabling Environment is functioning for conservation of Coastal Forests in mainland Tanzania, leading to increased funding, staffing and oversight.	1. Central Government Forestry Agency has dedicated Coastal Forest section, which enters into MOUs with Districts for oversight of Coastal Forests and co-management of Forest Reserves.	No section No MOUs.	Section in place with >2 staff, and at least 6 MOUs with Districts signed.	9 Memoranda of Understanding (MoU) agreements over joint responsibilities in conservation of coastal forests were signed between TFS and Districts of Mkinga, Handeni, Muheza, Pangani, Bagamoyo, Mkuranga, Kisarawe, Rufiji, and Kibaha. 3 staff members in place in the dedicated Coastal Forest section, (one on study leave, due to return beginning 2013).	This target has already been completely met, though the MOUs will require on-going effort and maintenance & the specific support to the Coastal Forest section within TFS remains an open question. The position of the director is encouraging, but resources are limited.	HS
	2. Increase in staffing levels and funding levels for CF in all four landscapes. Better articulated PA financing needs lead to improved local government budgetary subvention for PAs in 6 districts.	Average staff per District on mainland is <5. Funding < 10,000\$ pa	Average staff increased to >10 in 6 districts. Funding exceeds 30,000\$ pa in each of 6 districts.	Average number of TFS staff in the districts has not increased due to the current employment procedures under which all issues of recruitment are under a separate umbrella. Dedicated forest staff numbers in the districts has also not really increased. Therefore TFS has re-deployed staff to coastal forest areas of most pressing need and hope that they will be able to employ additional	While the number of TFS staff in the districts has not increased, the commitment of additional money and the strategy to re-deploy staff to critically important forests indicates the level of commitment to addressing the challenges. Effort should also be directed at convincing districts to invest more in supporting	MS

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				staff soon. Tanzania Forest Services has started to inject money into coastal forest with a sum of US\$33,000 for 3 districts which is an indicator of their commitment.	forestry-support services in their areas. However, it needs to be remembered that funding is very limited & that local government has a very limited tax/revenue base.	
	3. Significant % increase in competence levels of protected area institutions for PA including co-management partners; using UNDP-GEF PA Scorecard.	Average is 48.5%.	Average increases by 20%.	The up-dated METTs for the PAs in the baseline were completed in Jan-Feb 2013. These show an average of 7% improvement & the TFS appears to have greater capacity to deal with coastal forests than in the past.	The METTs warrant further investigation. They are crucial indicators of forest condition. A specific management capacity assessment of the TFS & key co-management partners would be an important element in addressing a major challenge to maintaining the integrity of the forests.	MS
	4. Number of reports produced synthesizing the Annual Status of the PA network (using the “State-Pressure-Response models”).	Nil	4 by EOP (annual reports for each of the 4 years that the project will run).	Conducted a forests assessment baseline study in 2011. The forest assessment study will be repeated at end of project.	This target will not be met as, the project decided to change the target to an assessment at the beginning and end of the project, though this was not formally recorded anywhere or agreed to by UNDP. It is recommended that this indicator be adjusted accordingly. This could result in a strong improvement of rating to “Satisfactory” by the TE.	MU.
	5. Number of villages and	Nil	4 By EOP (annual	VLFRs and associated IGAs	This target has been met in	HS



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	households benefiting from IGAs.		reports from the project).	established as follows: 2 in Mkinga, 1 in Pangani, 2 in Handeni. Also 3 in Bagamoyo, i.e. 8 in total.	principle. What remains is to ensure that the VLFRs perform according to expectations and continue to do so. For this to succeed the IGAs will need to remain sustainable & deliver significant benefits to the local communities This will take some doing!	
<b>Outcome 2:</b> The Protected Area System for Zanzibar is strengthened in terms of both representativeness, connectivity, financing and managerial capacity.	1 The Protected Area Authority is reconstituted, with viable TOR and meets frequently.	Defunct, has not met in over two years.	Reconstituted PAA, with updated ToR, and meets twice annually.	The National Protected Area Board was reviewed and cabinet paper presented to respective ministries. The Board have been reconstituted with new members and ToRs. 13 members will now sit on the Board.	This target has partially been achieved, but the PA Board will need to convene regularly & address challenges systematically before the target could be said to have been met.	S
	2. DCCF has a conservation section in place that is staffed and functional.	No distinct section in place.	Section with sufficient staff and resources to implement mandate.	Conservation (Biodiversity) section has been established and staff appointed. The section has a mandate to oversee and manage protected areas and sufficient resources and facilities to support the implementation of activities.	This target has been met. Good staff members are in place. The ongoing commitment of government (via the provision of resources) to the conservation section will be crucial to the long-term sustainability of the forests in Zanzibar.	HS
	3 The Terrestrial PA network increases in area and connectivity.	6 PAs totalling 12,241 ha.	System increased by at least 3 gazetted PAs (at least 5,000 ha), with improved connectivity	One protected area, Jambian- Muyuni and the UfufumaPongwe Corridor with a total area of 10,200ha have been demarcated and mapped. Final gazettement process is underway. The study	Good progress towards this target. This target should be met well before the end of the project. The challenge will lie in maintaining the	S

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			y between existing sites.	on biodiversity corridors for Unguja& Pemba was completed & is guiding the corridor development process.	sustainability of the PAs and the corridors. This will be linked to incentives for local communities and the level of government commitment. The on-going support for the corridor work will prove crucial, but good progress is being made. The study report on biodiversity corridors for Unguja& Pemba is particularly useful & of good quality.	
	4 Village partners and CBOs/NGOs involved in, and benefitting from, forest conservation through VLFRs, with technical support from Government.	Community Forest Areas in 12 sites.	Community Forest Areas provide buffer functions around ALL Forest PAs.	Two (2) Community Forest Management Areas (COFMA/VFRs- Pagali and Uroa) have been formulated and seven old COFMA reviewed (Pwani, Mchangani, Pongwe, Kandwe, Pangeni, Konde). Documents (agreements) available.	Fairly good progress. The project has developed good relationships with communities on Unguja and, apparently, with some on Pemba. The work with the bee-keeping groups is impressive and holds much promise to supply sustainable benefits for local community members. The message that these benefits are linked to the integrity of the forests needs constant reinforcement..	S
	5 Protected Areas with management plans approved and under implementation leading to	METT averages for 6 PAs is 36%.	All PAs with management plans under implementation.	Two Management plans have been developed, approved and are being used, covering Kiwengwa-Pongwe and Masingini Forest	At mid-term the level of achievement is nearly half of the target with regard to the management	S

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	improved METT scores.		METT > 20% increase.	Reserve. Also JozaniChwaka Bay National Park regulations have been reviewed. For METTs see below, but 20% improvement has been exceeded for 4 PAs, Mtende, Jozani-Chwaka, Ngezi and Muyuni& average is now 63%.	plans. The METTs are showing very good progress.	
	6. Significant % increase in competence levels of protected area institutions for PA including co-management partners; using UNDP-GEF PA Scorecard.	Average is 51% METT in the 2011 METT review, but should use the original 2009 baseline of 36%.	20% increase in METT scores.	Average was 63.5% as at February 2013 for 4 PAs on Zanzibar.	The suggestion is that the 2009 figure of 36% should be regarded as the baseline, in which case progress is very good. The one hesitation relates to the fact that those who undertook the 2013 METT assessment were not the same people who undertook the baseline assessment.	S On progress on original baseline METT.
	7. Number of reports produced synthesizing the Annual Status of the PA network (using the “State-Pressure-Response models”).	Nil	4 by EOP (annual reports for each of the 4 years that the project will run)	Conducted a forests assessment baseline study in 2011. The forest assessment study will be repeated at end of project.	This target will not be met as, the project decided to change the target to an assessment at the beginning and end of the project, though this was not formally recorded anywhere or agreed to by UNDP. It is recommended that this indicator be adjusted accordingly.	MS
	8. No of VLFR – Government Forestry collaborations on Management Plans.	Nil.	4 By EOP (annual reports from the project).	Two new Community Forest Management Agreements (COFMAs) and seven old CoFMAs are agreed and under	Well on track to exceed target. The maintenance of agreements, as opposed to concluding	S

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				operation.	agreements will determine the sustainability of the forests.	
<b>Outcome 3:</b> Effective PA Management Systems in place at four project priority landscapes, with co-management between central, local and village government partners, leading to improved conservation of biodiversity values and enhanced benefits for communities .	1. Number of Landscapes with broad conservation plans in place, approved and implemented.	Nil	All target Project Areas (and – at EOP An additional 10,000 ha of village Forest reserves established within the Kilwa and Lindi landscapes.	Development of conservation plans in Matumbi (Rufiji), Kilwa, and Lindi landscapes completed but not yet approved or implemented. This will start early in 2013.	Good progress with the development of the plans. Progress in Rondo is particularly impressive, but the implementation & sustainability of the areas will provide the real challenge to the project. There was some confusion in some of the VLFRs where local resource committee members felt that they would be able to ‘harvest’ elephants from the ‘corridor’ through their VLFR.	S
	2. Number of protected areas with up-to-date and approved management and business plans.	Nil.	One FNR, 20 VFRs with managment plans and 3 pilot business plans.	Draft management plans for 13 villages were developed. Utunge VFLR (UtungeVillage), Kikobo VFLR (TawiVillage), Mayungumwina VLFR (TawiVillage),Mpingo VLFR (Tawi village), Zumbi VLFR (KipoVillage), ZumbiVFLR (KipugiraVillage),Zumbi VLFR (NyaminywiliVillage), Lung’ou VFLR (LikawageVillage), Hotelitatu VFLR (HotelitatuVillage), Kiwawa VLFR (KiwawaVillage), Liganga VFLR	This is good progress. Despite the fact that there are only <b>draft</b> plans for 65% of the target this process should now speed-up and the plans should become formally accepted. If the plans were formally accepted or the number of draft plans were over 80%, then progress on this element would have been rated as “Satisfactory”. If progress continues, then this element could be easily warrant a	S

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				(Liganga Village), Ntene A (Ntene A Village), Namtamba VLFR (Namtamba Village)	“Highly Satisfactory” (HS) rating by the time of the Terminal Evaluation.	
	3. Village governments involved in, and benefitting from CF conservation through creation of VLFRs where they control exploitation and use. VLFRs will be placed strategically as buffers and corridors, and will also help prevent land alienation for biofuels in key biodiversity sites.	Nil (apart from stand-alone VLFRs).	At least 15 villages participate actively in Forest conservation process (>5 per landscape).	25 villages are actively participating in forest conservation, 7 in Lindi; Ndawa, Mihima, Muungano II, Liganga, Ntene, Mnara and Namtamba. 6 in Kilwa; Hotelitatu, Likawage, Nakiu, Kiwawa, Nanjirinji and Kranjeranje; and 12 in Rufiji; Tawi, Kungulwe, Utunge, Kipo, Kipugira, Ngulakula, Shela, Chumbi C, Nyaminywili, Nyamwage, Mbwara and Nambunju.	Good progress against this indicator and, in principle, this target has been met. The results, in terms of benefits and the related attitude towards forest management and behaviour within the forest, are what will be critical.	S
	4. Management effectiveness of PAs improved as a result of co-management, using GEF METT Score Card.	Average is 31.9%.	Average improved by 20%	Mid-Term METTs completed for the Kilwa, Rufiji and Lindi landscapes. These show an improvement from 31.9% to 40.8%.	The improvement in METT scores is still modest, but what is more worrying is that the utility of the METT as a PA management tool has not been recognised. If this changes and the METTs are used to target management interventions, the METT rating could easily improve to “Satisfactory” as could the overall project rating. The METT is a longitudinal assessment tool that looks for improvement in management effectiveness of the same PAs	MU

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					over time and is concerned with trends over time and not only the particular scores for individual PAs.	
<b>Outcome 4:</b> Management : Ensure Effective project administration, M&E and coordination , have enabled timely and efficient implementation of project activities.	4.1.1 Recruitment of PMU Staff			Coordinator, M&E Officer, Accountant and driver recruited and in place.	Management target achieved.	HS
	4.1.2 Ensure all necessary facilities and communication channels for effective project management are in place.			Implementing partners have been assisted by the PMU to obtain necessary computers, vehicles, software, ICT equipment, mobile phones and to use them effectively.	Management target achieved.	HS
	4.1.3 Produce annual work plans for the timely achievement of project objectives.			These have been produced on time.	Management target achieved.	HS
	4.1.4 Implement detailed project M&E Plan, based on the shortened version articulated in the Pro Doc.			M&E Plan developed. M&E and planning training provided to all IPs. Plan is being implemented.	Management target achieved.	HS
	4.1.5 Produce quarterly and annual technical and financial reports for UNDP/GEF and Government of Tanzania.			All these elements have been produced on time, but financial reports have frequently been submitted late. This problem has become worse over time. This has caused delays in the release of project funds. WWF system appears laborious.	Largely achieved, but late availability of financial reports is cause for concern. This needs to be addressed.	MS
	4.1.6 Develop a communication and awareness strategy for the Coastal Forest Project.			Strategy in place (November 2012).	Management target achieved.	HS

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Global Objective	Performance Indicator	Baseline	End of Project target.	Status at MTE	MTE Comments	Rating
	4.1.7 Implement communication and awareness strategy for the Coastal Forest Project.			Implementation is scheduled for early 2013. Implementation is scheduled for early 2013.	The strategy is in place but the implementation has not yet really begun. This element requires urgent attention.	MU
	4.1.8 Develop knowledge sharing systems, capture lessons learnt, package for appropriate audience (especially policy makers) and disseminate accordingly.			Lessons learnt have not yet been distilled. M&E Officer needs assistance to conceptualise process for capturing the lessons from the field experience.	Recommend that the TA or a hired consultant urgently works with the M&E Officer to clarify the process for lessons learnt.	MU
	4.1.9 Using existing networks – e.g. UNDP, WWF Coastal Forest, Birdlife, WCST, MCP CEPF and the Village PFM processes to share information and develop knowledge exchange facilities (universities) so as to disseminate project lessons elsewhere in Tanzania and abroad			At present the project does share information through the Tanzania Forest Conservation Group website for coastal forests and the UNDP website. This activity deserves more attention.	The use of communication platforms of other institutions appears to be working fairly well. This could be developed further, and we do not recommend the establishment of a separate website.	S
	4.1.10 Conduct Project Steering Committee meetings.			These have been held regularly (twice per year) and minutes are available.	The PSC is working fairly well, though the PMU needs to be aware that PSC members carry equal weight and the PMU and WWF serve the PSC.	S
	4.1.11 Conduct Mid-Term Assessment and Terminal Evaluation.			Mid-Term Assessment under way in December 2012 and Terminal Evaluation planned	The processes around the Mid-Term Assessment were somewhat rushed but the	S

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				for 2014.	evaluation process appears on-track.	

The Financial Scorecard for the national system of CF protected areas and target landscapes were not completed in November 2012. This has now been completed, though there are several missing elements (both within the completed scorecards as well as for the Rufiji Landscape) and the quality of the score cards is cause for concern. Only Zanzibar has shown any significant improvement, though, even here, the overall score of 44% is still low.

METT scores were not completed for the same areas as in the official baseline that was supplied to GEF. METT assessments were undertaken for a range of different PAs. While this provided some interesting information about the level of management effectiveness of different areas, notably the Village Land Forest Reserves, the District Reserves and the National Parks, the METT is a tracking tool for changes in management effectiveness of protected areas over time and this purpose was undermined by assessing new areas, rather than re-assessing areas that had been assessed at inception – i.e. a ‘before-after’ assessment. The situation has now been corrected and the new results were made available in February 2013. METT scores generally correlate well with the status of forests, as measured by forest status assessment measures like the level of canopy cover. As the project logframe does not currently have any indicators reflecting the forest status, the METT scores assume additional importance in providing hard evidence of an improvement or decrease in the conservation status of the forests. The updated METT data is valuable, and the progress in METT scores in Zanzibar PAs is particularly notable (40.4% to 63.5%), though in the other areas it is limited. The progress on this indicator is rated as Moderately Satisfactory (MS) because of the overall 7% improvement in METTs against the 20% improvement target.

The project was expected to produce four synthesised reports on the annual status of the PA network using the “State-Pressure-Response models”. A baseline report was produced and a terminal report will be produced. It is therefore recommended that the indicator be changed accordingly. This is rated as “Moderately Unsatisfactory” because there is no record of the decision to change the indicator target.

An element which requires particular attention is the extraction of lessons learnt from the field experience and its integration into a knowledge creation system. This can readily be achieved with the development of an appropriate framework and guidelines for doing this. Given the high stakes associated with the sustainable management of the vulnerable coastal forests in Tanzania, this is a particularly important aspect of the project.

The project also needs to improve both internal and external communication. The external communication relates closely to the knowledge creation system discussed above. Gaining valuable lessons during the project is of little benefit, unless this is effectively communicated to key decision-makers. There are efforts underway by the project and the MTE Team would like to recommend that additional effort be concentrated upon this element.

The rating for the overall result of the project is “Moderately Satisfactory” (MS). With sufficient attention to the recommendations the overall rating could rise to satisfactory by the end of the project.

### 2.3.2 Relevance

Despite the delays associated with the project inception, it clearly still addresses local and national environmental and development priorities as well as global biodiversity priorities.

The Coastal Forests of Tanzania, along with those in neighbouring Kenya and Mozambique, were and remain one of the most threatened of all Conservation International’s endangered forest-based global “hotspots for biodiversity”.

The coastal forests remain threatened and poor members of local communities are very dependent upon the goods and services provided by the forests. The national regulatory environment, with



regard to natural resources, has not changed in any way that diminishes the relevance of the project. The project is directly supportive of the core activities of the newly-established Tanzania Forest Services (TFS). The REDD initiative was and should be seen as complementary to the Coastal Forests Project.

The increasing pressure for forest-related resources like the hardwoods, charcoal and human pressure from agriculture, mean that the project's objectives remain topical and important. The project was started during a transitional institutional phase for forest management in both the Tanzanian mainland and Zanzibar. It has played an important role in giving focus to the emergence and operations of these new institutions and continues to do so. The project has also provided the resources for supporting the 'on-the-ground' operations of the different tiers of authorities dealing with forest management. This support filled a gap in the reach of the institutions and was a sound investment by the GEF to address the threats to the integrity of the forests and the establishment of approaches to address the threats. The issue of the sustainability of the initiatives should now provide the focus of activities within the project. A major determinant of the sustainability of the initiatives will rely on local development links to the management of the forests and the active support of local communities. This clearly relates to the domain of UNDP and the agency will need to support the project and the government structures to ensure the successful implementation of the alternative income generating activities that are sustainable. The Tanzanian authorities will need to be firm in addressing issues related to the threats to the forests, particularly issues like the re-location of cattle from further afield into the coastal forests.

With the above in mind, the project is rated as "Relevant".

### **2.3.3 Effectiveness & Efficiency**

The effectiveness of the project to date still raises some questions. The project global objective, "The spatial coverage and management effectiveness of the Coastal Forest Protected Area sub-system is expanded and strengthened" is likely to be met and this constitutes the primary measure of effectiveness. For this the project deserves credit. However, there is a high degree of uncertainty as to whether this will translate into meeting the overall project goal "The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels". This is because many of the threats to the forests go beyond the institutional arrangements, are complex in nature and will require a concerted effort over many years to address properly. This is why the Tanzanian authorities must be assisted to recognise the value of the forests and then to support the sustainable management of them through providing resources for the requisite management capacity and the injection of resources to maintain a long-term support and monitoring and enforcement role. However, the efforts will not be successful unless the active goodwill of local people is mobilised and their active participation in the management and usage of the forest natural resources is obtained. This will require powerful local incentives and a local education process. The current situation in most of the mainland coastal forests still leaves considerable doubt as to whether the coastal forests biodiversity and ecosystems values can be protected in the short to medium term. This will require a concerted effort over time, involving both the Tanzanian authorities as well as the international community.

Generally, the risks were well identified and have been fairly well managed. However, the emerging risks relating to the WWF project management and the impact of re-located livestock on the forests have not yet been well addressed. The project needs to assist the communities and local authorities to design and implement measures to deal with the livestock relocation issue in an equitable and sustainable way. The project management issues relating to WWF must be urgently addressed by WWF and overseen by the Project Steering Committee.

To ensure project effectiveness requires constant assessment. Because of the dynamic nature of projects on the ground and the development process, new risks, like the relocated livestock, can emerge rapidly and require constant attention through adaptive management. One such might be the increasing land speculation. External investment in land is increasing and this might be increasingly driven by the oil and gas finds off the coastal areas. The impacts of these will require careful monitoring as they are likely to 'fuel' the construction of more infrastructure including hotels. This

could provide positive opportunities or result in negative impacts. At this stage the matter is still uncertain.

The project has not been implemented as efficiently as it possibly could have been. The project did adapt to the changing situation and the logframe was changed in response to changes that had occurred in the project environment in the period between the project formulation and the inception. However, the management of the funding flows and accounting have been cause for concern. Specifically, financial reports have been produced late and have disrupted the flow of funds to the project. This has caused implementation delays. There have been several causes of this that have included challenges within WWF as well as problems with the financial reports submitted by the implementing partners. However, this has definitely affected project delivery and requires attention. In addition, there have been no project specific audits performed. While this is not required under the HACT audit approach for this NEX project, it would have helped to ensure greater financial transparency. The system that delays the release of funds to all implementing partners until 75% of earlier disbursement has been accounted for is at times delaying the partners who are implementing and reporting as per the work plan. A system for re-allocating unspent funding between partners should be considered.

The allocation of project funding between the three outcomes should be re-assessed to ensure that the funding is commensurate with the level of work per outcome. This is not something that can be readily done by the Mid-Term Evaluation. It is recommended that the PSC appoint an independent consultant to assess the resource allocation and make recommendations for consideration by the PSC who will have to agree with any changes.

In terms of progress reports, the project has generally been efficient and performed well. The actual use of the funds, in terms of efficiency of deployment, has been good. However, the concentration of efforts on the areas outlined in the recommendations will provide the best return, in terms of impact for funds expended, over the remaining project duration. The delays in project implementation meant that much of the anticipated co-financing had already been spent. The project also needs to track the expenditure of co-financing more rigorously and seek to address project gaps with this funding.

The project has gained in efficiency from the partnerships. The partnerships developed have constituted one of the most positive performance elements of the project. However, the partnership with the REDD project could have been further developed. The delays in implementing the REDD project have provided a limiting factor for this envisaged partnership, but the PMU and the implementing partners could investigate the potential synergies more vigorously.

The project has attempted to work closely with local institutions. However, local capacity and resources have provided a challenge. Except for further capacity-building support and encouraging the government authorities to commit greater resources to forest management and protection through the demonstration of the benefits that can be realised from doing this, there is little that the project (PMU) itself can do. The primary responsibility for influencing government decisions lies with the implementing government partners themselves.

Most of the reports produced for the project have been of good quality. The corridor research report produced for Unguja and Pemba has provided clear information that can guide policy formulation and management interventions. However, the report on Integrating Landscape Conservation Plans in Southern Tanzanian Coastal Forests, while providing interesting information, has not provided the specific guidance for landscape level activity zoning that is required by local authorities and local communities.

The staff turnover in the project is impacting negatively on the cost efficiency of project delivery. Delays are inevitable when new staff members are introduced. This has a cost implication and is detracting from the efficiency of implementation.

For effectiveness and efficiency, the project is rated as Moderately Satisfactory (MS).

### 2.3.4 Country ownership

Government and WWF in the region have prioritized the Coastal Forest Eco-Region, developed an approved Conservation Strategy at national level, and created a functional Coastal Forest Task Force to oversee the Strategy. The project is seen as an integral part of the strategy and, from the government officials with whom the MTE Team interacted, the project appears to enjoy a high level of commitment. It needs to be borne in mind that funding is pretty tight within the Tanzanian Government and there are many competing needs in health, education and other sectors that require transfers from the central fiscus. On the whole, the government structures, at all levels, appear to have seriously invested in the project and see it as their own. It is certainly not seen as an externally imposed or 'parachuted-in' project.

The project concept is clearly linked to a history of interventions and is serving to support Tanzanian institutions to incrementally build on the support that has gone before.

The project was initiated by the Government of The United Republic of Tanzania (TZ mainland and Zanzibar) which wanted to build on the experience of WWF and other NGOs working in the Coastal Forest of Tanzania to conserve biodiversity. The project is implemented by DFNNR and TFS in Zanzibar and the mainland, respectively. Involvement of WWF was through a MoU and was because the government wanted to benefit from the long experience of WWF in the project areas. The project is also rooted within local authority planning processes at district level where DFOs operate under MoU with TFS. Tanzania is eligible for GEF funding. Tanzania ratified the CBD in March 1996 alongside the UNFCCC. The CBD considers protected areas the cornerstone of conservation and as an important means to reduce the current trend of biodiversity loss in different ecosystems. This is not a new approach to Tanzania as PAs in Tanzania cover about 28% of the terrestrial area, which is clear evidence that Tanzania values PAs. Conservation of CFs is a priority in Tanzania, as outlined in the Tanzania National Forest Programme. The TNFP 2001- 2010 reflects the inadequacy in management of CFs and highlights the areas of highest importance, including Matumbi Hills, and the Rondo and Litipo areas of Southern Tanzania.

### 2.3.5 Mainstreaming

The project is being effectively incorporated into the activities of the partner organisations. The challenge with this has been the limited resources available to partners from their own sources. Thus, while increasing capacity through hiring and deploying additional staff members into the districts and at national level has been a central pillar of the project, the TFS has not itself received the resources to significantly add to the numbers.

While the project clearly addresses the UNDP development priorities in Tanzania, it does not specifically mainstream HIV/AIDS and gender issues into activities. This is not to say that women have been side-lined in any way. The TFS Project Coordinator is a woman, as is her assistant. During the field mission, the MTE Team saw clear evidence of a high level of participation by women. However, this should be more consciously addressed and ways should be sought with UNDP and national institutions to optimise the synergies between the project and these two important cross-cutting issues.

### 2.3.6 Sustainability

Social sustainability is probably where the biggest risk to the maintenance of the integrity of the Coastal Forests of Tanzania lies. The increasing population and globalised trading networks has placed very severe pressure on forest resources. An increasing number of people are dependent upon the forest and other natural resources and there is a growing market for hardwoods and charcoal and other forest products. Sustainable alternative income-generating opportunities and the provision of services are important in reducing some of the pressure on the forests and ensuring their sustainability as providers of resources for the poor on an on-going basis. The social sustainability is currently rated as "Moderately Unlikely" (MU), but concerted work on the Alternative Income Generating Activities and conceptually linking these in people's minds to forest integrity, might raise the chances of sustainability.

The changes in the environment are also having an impact upon the condition of the coastal forests. As a result of drought in the traditional livestock areas of the country, an increasing number of herders have moved their animals into the coastal forest areas. This is placing considerable pressure on the forests as well as on local relationships and is leading to a fairly tense situation that could prove very destructive to the stability of the coastal communities as well as the forests. This threat needs to be addressed through a participative local process led by local authorities and community structures to insist on certain rules with regard to livestock and the forest areas. Climate Change impacts could exacerbate the situation in the future, so the matter needs to be systematically addressed now, before major crises emerge. Forest management plans must take account of this pressure in their Climate Change resilience preparations. It is also an issue that the REDD initiative needs to address. Environmental sustainability is rated as Moderately Unlikely (MU). However, here again the appropriate interventions to support the implementation of sound forest management rules could dramatically improve the sustainability of initiatives undertaken by the project. The other threat to sustainability of the forests and the work of the project lies in the uncertainty about the level of resources (mostly personnel) that the new TFS institution and the district and local authorities will be able to commit to the management and maintenance of the coastal forests and their on-going commitment to supporting local-level management of the forests. This is very uncertain in the current context. In certain areas, like Unguja, the forests serve as vital watersheds in a situation of water shortage. This makes the forests vital to the national interest and is likely to ensure an on-going commitment of resources to maintain them for the ecological services – most notably, water for domestic use and in industries like tourism. However, this is not the case with all coastal forests and, given the heavy demands on government resources for health, education and other services, the commitment of sufficient resources to the forest sector is far from assured. However, there does seem to be considerable commitment by the authorities at all levels to maintaining the coastal forests. In addition, the Tanzanian regulatory environment does present an enabling context for the sustainable management of the forests and the vital participation of the forest users. The institutional and financial sustainability is thus rated as Moderately Likely (ML). The chance of overall sustainability is therefore rated as “Moderately Unlikely” (MU).

### 2.3.7 Impact

Review of Outcomes to Impact pathways (Theory of Change Model (ROtI)).

The Outcome - Impact analysis examines the process by which project outcomes are converted to ultimate impacts through intermediate states and into expected global environmental benefits (GEBs). Since this analysis requires the understanding of the outcome it is also important to understand which outputs are converted into what outcomes. Analysis of the Output – Outcome process suggests that the CFP project implementation has followed the revised project logic agreed during the project Inception Workshop. In the revised document the project strategies are essentially still the same with those proposed in the original but with some minor changes:

- The revised document clarifies details of how the project was to be managed.
- The revised project dropped what was outcome 4 in the original document i.e. Increased institutional capacity to implement range of PA management functions effectively and added the three of its planned outputs and activities to outcome 1 and 2.
- Three outputs have been added to outcome 1 making a total of 8 outputs. These are:
  - ✓ Training and staffing needs assessment at all levels of conservation practice directs capacity building interventions
  - ✓ In service training courses developed and implemented at all levels within both forestry and associated sectors and within NGOs, Civil Society Organizations (CSOs) and Government.
  - ✓ Built capacities evaluated and monitored, identifying weak points for further intervention.

Therefore the Outcome –Impacts analysis is done based on the later scenario. Based on field observation and document review, it is evident that this project will go through intermediate stages.

The logic of the project indicates that the project is using four main strategies to achieve its goal. These are: **1)** Creation of PAS through involvement of the local communities. **2).** Starting and sustaining IGAs e.g. beekeeping, Village Community Banks (VICOBA) **3)** Capacity building through training, increased staffing and local funding and **4.** Reduction of fuelwood consumption by introduction of improved stoves (a strategy used only in Zanzibar).

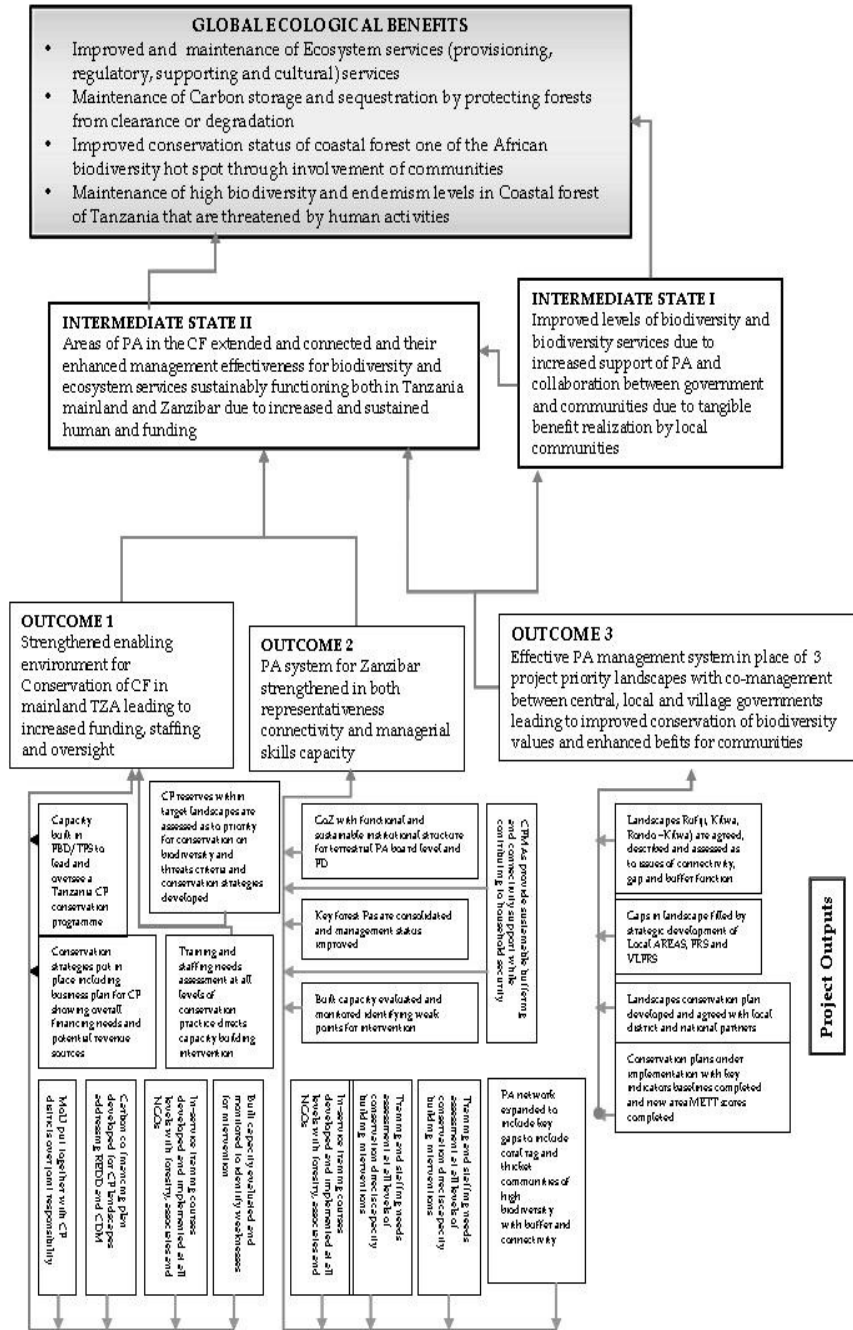
Evidence on the ground indicates that concrete foundations towards achieving the expected impacts at local and global level (GEB) through the four strategies have been firmly built, but this is not without reservations. For example, in Zanzibar women groups at Mfulumatemwa (Matemwe village) and PwaniMchanganiVillage are involved in making improved stoves in order to reduce the use of firewood that they collect from the Kiwengwa – Pongwe proposed FR. However, as of now, not all of them are using these stoves. Though they know by heart the advantage of this approach and they thrust the project team in Zanzibar, some of the very people who have made these stoves don't use them most of the time. They still frequently use the old cooking approach and have not entirely adopted the 'new' technology. Sustainability of the Kiwengwa – Pongwe proposed FR and thus its chance to contribute to the intended GEB is dependent on the success of this strategy in the targeted villages and neighbouring villages. Beekeeping seemed the best income generating activity in almost all CF project areas we visited in the mainland and Zanzibar. Whereas the Zanzibar Beekeeping Association (ZABA) is taking a lead in training local beginners in Zanzibar, on the mainland, beekeeping groups e.g. in Liganga and Nndawa villages in LindiDistrict showed that limited training and beekeeping equipment were stiflingthe success of beekeeping activities. Selling honey is a lucrative business, both on the Tanzanian mainland and on Zanzibar.The average price for honey is TZS 15,000 and 30,000 per litre (USD. 10 – 20) in mainland and Zanzibar respectively.

In the three project landscapes Kashaigili et al. (2012) has mapped 40 local and central government FRs, 50 VLFR plus 13 proposed, 9 WMA (plus 3 proposed) and 19 existing corridors plus 6 proposed and priorities based on biodiversity value of all corridors have been set. In Zanzibar the creation of Kiwengwa–Pongwe FR and the creation of Ufufuma–Pongwe corridor that connects the proposed Kiwengwa–Pongwe FR to Jozani Forest Nature Reserve were noted. All these suggest that at the end of the project there will be an additional number of PAs and good connectivity among them. It is also likely that Rondo FR will by then be a Nature Reserve as the ground work has been completed. It can be noted, proportionally the number of VLFRs - those existing plus proposed - is larger than the other types of FRs.This taken together with the observation that VLFR may be better managed than District and National FRs (Brockington (2007; Kashaigili, 2012; Persha, et al. 2011), suggests that if they are consolidated, they may indicate the path towards the intended impacts. In fact, although some VLFRS such as KwakibuyuVillage (PanganiDistrict) have just started and are struggling with livestock incursions from displaced herders from the drought in the ArushaRegion and evidence of overgrazing is evident, in other Villages e.g. Nndawa (LindiDistrict) they have started selling timber from their VLFR and the METT scores are fairly good. In addition, transforming the Rondo FR to a Nature Reserve was supported by all the six villages surrounding Rondo and by the LindiDistrict Administration. A discussion with ZawadiMwambo, a former TFS Coastal Forest Coordinator (now TFS's Director of Resources Managements), revealed that charcoal making in the 8 districts where TFS is operating is no longer attracting local people, but rather business people from the Southern highlands e.g. MbeyaRegion which a far away from CF. He also pointed out that DFB has started increasing disbursement to CF reserves, albeit at a low rate at present, and also is transferring foresters to the most important areas. Several studies have provided an economic analysis likethe "Economic Valuation and Business plans for selected Nature reserves in Zanzibar" but also Landscape management plans (Shemdoe et al. 2012; WEMA 2012; Jozani FNR 2012; NFNR 2012;

Kashaigili et al. 2012). Taken together they indicate that there are enough drivers to generate impact in the form of Global Ecological Benefits. In short however, success of the project depends on how TFS and DFNNR fulfil their responsibilities. This will also depend on how WWF quickly recovers from its internal turmoil. This risk was not anticipated at the beginning of the project. Furthermore, climate change is also likely to influence project impact. The unexpected pressure on the coastal forests from livestock herds from Arusha, displaced by the drought in the north, might be a taste of things to come. The figure below presents the summary of the Outcome Impact pathway but it should be noted that the ‘Outcome to Impact’ system (ROtI) is more appropriately used at the end of, or well after project closure.

# Overall project Progress towards achieving Global Ecological Benefits

## Outcomes – Impact pathways analysis



### 3. CONCLUSIONS, RECOMMENDATIONS & LESSONS

Considerable effort has gone into the project and some notable achievements have been made. These have included the partnerships developed, the increase in extent of areas of high biodiversity importance under improved management, the strengthening of key institutions responsible for coastal forest management, the number of plans developed for alternative income generating activities in the communities, the support to the process of upgrading the Rondo Forest area and the development of conservation plans in the priority landscapes.

However, there are still major shortcomings in the project. Some of these are related to financial and staff management. Financial transparency is required as a matter of urgency and the project cannot afford more personnel disruptions in the limited remaining project time. The damage resulting from the staff changes is likely to be considerable. The project also needs to ensure that the plans developed for Integrating Landscape Conservation Plans into District Development Plans in southern Tanzanian Coastal Forests are specific enough, with clear zonation, to adequately guide the development decisions at a local level. These need to be practical.

The project also needs to concentrate on addressing the challenges that are keeping the METT scores low. These need to be analysed and targeted and specific measures taken to address them. (Please see a start for this in Annex 4.7).

#### 3.1 Corrective actions for the design, implementation, monitoring and evaluation of the project

(i) The project logframe requires revision dropping the indicators that are not likely to be met. The indicators referring to the “State-Pressure-Response models” should be omitted. The project should also consider the development of an additional indicator covering biological or forest status elements.

(ii) Project finances require clarification as a matter of urgency. Specifically, clarity is needed on the available funding to complete the project. This must be clarified by March 2013.

(iii) Financial flows and accounting processes need to be more transparent and efficient. This includes the timely release of funding as well as the financial accounting and a project specific audit.

(iv) The project cannot afford more staffing convulsions and every effort must be made to ensure that the staff compliment continue until the end of the project. The damage done from the earlier changes is likely to be severe. Established relationships have been compromised and the project, the partners and WWF need to invest energy in re-establishing and building effective relationships. In this regard, the newly appointed WWF staff should be supported by senior management and the project partners.

(v) Design and implement an effective system for deriving the lessons learnt from the project’s field experience and develop and implement a more effective communication strategy for lessons learnt.

(vi) Review allocation of project resources against the scope of work for each of the project outcomes. The current allocation does not appear entirely equitable. This should be undertaken by a consultant under the supervision of the Project Board (PSC).

(vii) Seek mechanisms (with UNDP support) to address the issue of delays for all if one implementing partner is slow in making payments and accounting for these. This might involve mentoring support, further training, or the temporary re-allocation of funds from one partner to another.

(viii) We suggest that the project might require a further ‘no-cost extension’ of the project duration to allow for the completion of the gazetting processes and other bureaucratic procedures. The learning element is also lagging and will require additional project time if the potential benefits therefrom are to be realised. This suggestion is clearly only possible if the remaining funding allows for this.

Therefore recommendation (ii) above is a crucial first step.

(ix) Undertake a detailed analysis of the METTs and concentrate efforts on the elements that are depressing the METT scores, like the “Monitoring research & evaluation are used to update management plans”, the “adequacy of visitor facilities” and “the contribution of tour operators to protected area management”.

(x) Payment for ecological services (PES) could also be further explored, notably on Unguja where hotel operations are not contributing to the maintenance of the watershed and sources.



(xi) Explore a community-based tourism model that will directly involve and benefit local community members.

### **3.2 Actions to follow up or reinforce initial benefits from the project:**

The partnerships that have been built represent one of the major achievements of the project. The project should seek ways to insure that the partnerships continue after the project closure. This can be done through seeking support for on-going coordination around the project objectives from external and internal sources. The important element is to ensure that the coordination continues and that momentum around coastal forest management is not lost. The coastal forests cannot be seen as isolated entities. Issues emerging in one forest will have impacts further afield. A good example of this is the 'export' of charcoal from Zanzibar to the Comoros. Much of this charcoal comes from the mainland and the inter-connected nature of the different areas requires broad coordination that will remain necessary after the project. The established partnerships are vital in addressing issues like this and the partnerships need to be protected into the future as a matter of urgency.

### **3.3 Proposals for future directions underlining main objectives:**

Observations and interviews with key project personnel suggest that, though the project is proceeding well, there are some of the threats still require careful watching. Most of these are cross-cutting issues. For example, it was said that the export of charcoal from coastal forests through Zanzibar is of concern. It is not disputed that Zanzibar is the major market of charcoal. This is beyond the current project's control, but the relationship built between the forest services of the mainland and Zanzibar, could be used to tackle this issue, and, particularly, the 'on-exporting' of charcoal from Zanzibar to Comoros and elsewhere. Another issue that the project might need to look at is the grazing that is taking place in the Tanga Region. Livestock that are now found in the Pangani area come from the Arusha Region. Signs of overgrazing are evident in Pangani. The project should seek to assist the local communities and local authorities to seek an inclusive and fair approach to the challenge. The project consider further ties with REDD initiatives. Funds are sorely needed, and if they originate from the t is said that without these funds, and the more limited alternatives provided by GEF, the baseline inadequate funding for conservation of forests will continue. It is now evident that prospects of REDD is dwindling. This was unexpected and the project may be preservation of the forests themselves, so much the better. The project should also assist authorities to explore alternative, community-based tourism models in the coastal areas. Although Rondo has been proposed to becoming a nature reserve it has been agreed that villagers surrounding it will continue harvesting *Dioscorea* sp. and Mushrooms. It might be necessary to carry out a study on the propagation of the *Dioscorea* species but also villagers can be trained to grow mushroom at their homestead for food and as an income generating activity.

In Zanzibar, several hotels around Pwani Mchangani collect water from the proposed Kiwengwa Pongwe FR. The team recommends that the DFNNR should explore a PES system with these hotels for the use of the water from the caves in the PA. The same PES (for water) should be explored for Masingi FNR.

### **3.4 Best and worst practices in addressing issues relating to relevance, performance and success**

The project has not been as flexible as it could have been in responding to changing situations on the ground. This appears to have only really emerged over the last ten months of project operation. For the first year of operation, from reports from several sources, there appeared to have been a high degree of flexibility and a ready response to changes in the field. This changed some time over the last ten months and the loss of flexibility is limiting project implementation. Much of this change relates to changes in financial management. The lack of transparency and flexibility within the project is not a good practice.

The network of authorities, NGOs, local community structures that the project has developed is a very good practice. The high-level partnership has been most effective. This can serve the project well going forward and is a key resource that should be nourished. The level of involvement and commitment seen in some of the VLFR committees was impressive. WWF needs to appreciate the value of the asset and not allow another situation where communities and district authorities were not informed about project staff changes until well after the changes had occurred. This even led to some communities assuming that the project had been suspended or stopped.

While some of the alternative income-generating activities are of doubtful sustainability, notably the nursery projects, the honey bee project on Unguja (under ZABA) provides a very good practice example. The prices for honey products are very good and income from the activity is considerable and is making a substantial difference in people's lives. Many women are involved in the activities and the support of the project for equipment and institutional support has resulted in a capacitated and vibrant cooperative group who are well aware of the importance of the integrity of the forest environment for their business.

The UNDP Tanzania Country Office TRAC funding contribution of \$400,000 has certainly been a very good practice. Some of this has supported the project in vital gap areas and has done so in a way that enhances UNDP's particular strengths as a development agency. A good example of this is the support for local community production of improved stoves on Unguja. This assists in addressing many of UNDP's and Tanzania's development priorities and has specifically targeted providing benefits for local women while also reducing the pressure for fuel wood collection. This is a genuine win-win solution though more effort will need to be invested in the promotion and use of the stoves.

## 4. ANNEXES

### ANNEX 4.1: TERMS OF REFERENCE

TOR for MTE Coastal Forests – International Consultant

1

#### UNDP-GEF: TERMS OF REFERENCE FOR MID-TERM EVALUATION

PIMS No: 2760 Proposal ID: 00049523, Award ID 00058855; Project Number 00073328

Project Title: Extending the Coastal Forest Protected Area Subsystem in Tanzania

Programme Component: Biodiversity

Project Duration: 4 years

Management Arrangement: NIM (National Implementation Modality)

#### BRIEF PROJECT DESCRIPTION

The Eastern African Coastal Forests (Kenya, Tanzania and Mozambique) have been recognized as a distinct Global Hotspot for the Conservation of Biodiversity on account of high levels of both endemism (plants and several animal taxa) and species richness, both within and between the many constituent small forest patches. This fragmentation into many (>100) distinctive (in terms of substrate, moisture and so diversity) patches, averaging <500 ha compounds the conservation challenge for this region. The lack of timber, distance from tourism routes, and limited water catchment function, prevents the use of most existing PES mechanisms (although carbon via REDD does offer some opportunity). Forest patches support soil development and hence there is conversion pressure to cultivate forest soils instead of the sandy low clay and low fertility soils elsewhere in the coastal area. Government and WWF in the region have prioritized the Coastal Forest Eco-Region, developed an approved Conservation Strategy at national levels, and created a functional Coastal Forest Task Force to oversee the Strategy. GEF supports this Conservation Strategy in Kenya (PIMS) and has funded the development of this FSP, covering both mainland Tanzania and Zanzibar (note they have totally different forest institutions with separate and different legal frameworks). Coastal closed forest patches are surrounded by a matrix of different woodland, wooded grassland and cultivation areas. Woodlands (eastern dry miombo / coastal savanna) have valuable timber trees which led to massive external logging pressure earlier this decade. This problem led to strengthening forest management, and especially local community involvement through Participatory Forest Management (PFM). Woodlands offer connectivity and buffer zone functions within forest landscapes. Historically Coastal Forests with little or no timber or water values have been low priority for government investment, and reserve management, which was transferred to district mandates in the 1970s, is grossly underfunded and understaffed. Despite the large number of reserves, several large forest patches with important biodiversity values remain unprotected. This project works with Government, largely through the forest sector, WWF and other NGOs; to strengthen overall conservation and management of the Coastal Forests of Tanzania, focusing on both Zanzibar and three priority landscapes in south-eastern Tanzania. The project is designed to run for four years through National Execution Modalities, with government subcontracting WWF to undertake some specific functions. The project

will increase the extent of Protected Areas, upgrade key areas to higher status and seek innovative funding mechanisms for the Hot-Spot. Carbon offers some opportunity for such funding.

#### INTRODUCTION

The GEF Coastal Forest project document was endorsed in March 2010. The inception period started with negotiations on implementation arrangement culminating to the signing of MOU between MNRT, DCCFF and WWF on 9<sup>th</sup> April 2010 followed by recruitment of project staff including the appointment of the National Project Manager. Due to anticipated changes as a result of General elections in October 2010, it was agreed to delay official project launching until early 2011. Separate launching events were conducted in the Mainland on 25<sup>th</sup> May 2011 and Zanzibar 31<sup>st</sup> May 2011. The project started its effective implementation from January 2011. In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP supported GEF financed projects are required to undergo a midterm evaluation at approximately half way through the project implementation phase.

These terms of reference (TOR) sets out the expectations for the Mid Term Evaluation (MTE) of the Extending the Coastal Forest Protected Area Subsystem in Tanzania project. The objectives for Project Evaluation at the Mid-Term level are:

- To monitor and evaluate results and any early indication of impact from project implementation;

- To strengthen the adaptive management and monitoring functions of the project, so as to provide a basis for decision making on necessary amendments and improvements;

- To ensure accountability of resource use; and

- To document, provide feedback on, and disseminate lessons learned, so as to enhance organizational and development learning around the project.

A Mid Term Evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, national government staff and the project team, UNDP GEF Technical Adviser based in the region and key stakeholders. The evaluator is expected to conduct a field mission to Tanzania, including project sites in Rufiji, Kilwa and Lindi in southern Tanzania; and Unguja and Pemba (Zanzibar) offshore islands. Interviews will be held with key organizations implementing the project (Ministry of Natural Resources and Tourism (Tanzania Forest Service, Tanzanian Mainland)), Department of Non-Renewable Natural Resources (Zanzibar), WWF Tanzania Country Office staff, Districts and Local communities in the implementation area, relevant consultants and project partners; more details if the key people is provided in Annex C.

The evaluator will review all relevant sources of information, such as the project document, project reports – including Annual APR/PIR, project budget revisions, progress reports, GEF focal area tracking tools, project files, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in Annex C of this Terms of Reference.

#### SUMMARY OF THE NEED FOR MTE

To address the current weaknesses in the protected area system in the coastal forests, provide an overview of the values and management needs, and put in place more economically sustainable management regimes, UNDP GEF has committed

\$3.5 million (2011 – 2014) for improving the conservation of the coastal forests of Tanzania mainland and Zanzibar. Field action will focus on Zanzibar (Unguja and Pemba) and southern Tanzania (Lindi, Kilwa and Rufiji districts). However, the project will consider all coastal forest patches in every coastal District on the mainland and also all forest patches on Pemba and Unguja. The project activities are coordinated by a Project management Unit (PMU) hosted by WWF. This four year project started in 2010, and has proceeded more or less on track according to the timescale. Some delays have been caused by the somewhat complicated arrangements of project implementation and funding transfers between UNDP, Government of Tanzania, Government of Unguja and WWF. If one of the partners fails to complete its required reporting on time, then this causes delays for funding release and hence delays for the whole project implementation structure. This means that by this mid term period, somewhat less than 50% of the funding has been utilized. However, a midterm evaluation at this point was considered relevant because of the need to address some of the implementation issues and work on how to deliver the most sustainable outcomes in terms of forest conservation and livelihood support, especially in the focal implementation areas in southern Tanzania and on the offshore islands of Unguja and Pemba (Zanzibar collectively).

#### OBJECTIVE AND SCOPE

Deforestation and forest degradation are occurring in many parts of coastal Tanzania. The remaining forest areas in the coastal region of the country, known as Eastern African Coastal Forests, contain high levels of species diversity and richness, with numerous endemic and threatened species being present. A network of Forest Reserves managed by a poorly articulated arrangement between the central and local government provides the bulk of the protected extent of forest in the area. However, management of these reserves is often extremely weak and considerable utilisation of the forest resource for logging and charcoal production, and even farming in some reserves, has taken place over several decades. This has left some of the reserves almost bereft of trees, especially those reserves close to Dar es Salaam. In more remote areas, such as southern and northern Tanzania, however, larger areas of forest and woodland in mosaic habitats remain. This includes significant areas of natural habitat outside the formal network of reserves. In these areas, but especially in southern Tanzania, efforts have been made over around a decade to put resources under the management of local communities through the form of Village Land Forest Reserves and to see ways that these VLFRR can benefit local communities through income generation mechanism, while also keeping the forests broadly intact and still supporting the important assemblages of plants and animals for which they are globally important. Over recent years significant progress has been made to develop systems whereby Village Land Forest Reserves and the communities that own and manage them can start to gain tangible benefits from logging of high value timber, including with the global 'FSC' certification. The area of land that is being harvested for the benefit of communities in southern Tanzania is expanding and there is a high demand from communities for this kind of approach to be expanded to other parts of the coast (and throughout Tanzania). A number of barriers to effective implementation of this form on local income generation from forests have been discovered in the past year or two, which include the lack of some of the paperwork and systems to allow communities to legally log, transport, and gain benefits from logging on their own lands. Solving these challenges, putting in place solid business plans, assessing and using the economic potential of these village forests has this become an important element of all forest conservation work

in the country, and seems likely to be a major thrust for the coming next few years. On Zanzibar and Pemba the issues are somewhat different and income generation from forests is mainly coming, and envisaged to come, from the large numbers of international tourists who visit the area, and from smaller income flows from water catchment functions, and the provision of firewood and other essential materials for local livelihoods. This project has the following goal, objective and outcomes:

**Goal:** The Coastal Forest Biodiversity and Ecosystem Values are Conserved and Provide Sustainable Benefit Flows at Local, National and Global Levels.

**Objective:** The spatial coverage and management effectiveness of the Coastal Forest PA subsystem is expanded and strengthened.

**Outcomes:**

**Outcome 1:** Strengthened Enabling Environment is functioning for conservation of Coastal Forests in mainland Tanzania, leading to increased funding, staffing and oversight.

**Outcome 2:** The Protected Area System for Zanzibar is strengthened in terms of both representativeness, connectivity, financing and managerial capacity.

**Outcome 3:** Effective PA Management Systems in place at four project priority landscapes, with co-management between central, local and village government partners, leading to improved conservation of biodiversity values.

#### EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based against expectations set out in the Project Logical Framework/Results Framework, which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: relevance, effectiveness, efficiency, sustainability and impact. Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in Annex C PROJECT FINANCE / CO-FINANCE ACTUALS. The Evaluation team will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data on co-financing which will be included in the terminal evaluation report.

#### MAINSTREAMING

UNDP supported GEF financed projects are key components in UNDP country programming, as well as regional and global programmes. The evaluation will assess the extent to which the project was successfully mainstreamed within other UNDP priorities, including poverty alleviation, improved governance, the prevention and recovery from natural disasters, and gender IMPACT.

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.<sup>1</sup>

#### CONCLUSIONS, RECOMMENDATIONS & LESSONS

The evaluation report must include a chapter providing a set of conclusions, recommendations and lessons.

#### IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation exercise resides with the UNDP CO in Tanzania in collaboration with the RCU. The UNDP CO will contract the evaluators and ensure the logistical arrangements are in place.

The evaluation exercise will be conducted by two consultants one lead international consultant backed up by a national consultant who will be recruited at the same time in a parallel process. The international consultant will serve as overall Team Leader and responsible for the final quality of report submitted to UNDP. The two consultants will form a team making a joint presentation to a project Steering Committee planned to take place early December 2012 in Tanga. The project team in consultation with UNDP CO will be responsible for logistical arrangements for the field visits including setting up meetings and organizing in country travel. The Project Team will be responsible for liaising with the Evaluators to set up stakeholder interviews, arrange field visits, coordinate with the Government etc.

The evaluation will commence when formalities are completed ideally by early November 2012, and the Evaluation Team will present preliminary findings to Project Steering Committee planned for late November or early December 2012. A draft Mid Term Evaluation Report for comments will be submitted to UNDP within 5 days following the de-briefing. UNDP will coordinate comments from partners and share consolidated written comments with the consultants within 14 days after receiving the draft MTE report. A final Draft MTE report with comments from partners incorporated will be submitted to UNDP no later than Mid January 2013.

#### EVALUATION TIMEFRAME

The Evaluation is expected to start early November 2012 and have an estimated total duration of 25 working days. The final work plan will be agreed jointly by the Evaluation Team and UNDP upon submission of a draft work plan and methodology for discussion.

#### Indicative Work Requirement

<u>Activity</u>	<u>Indicative# days</u>
Orientation to the assignment, initial document review, and preparation/discussion of the Evaluation Plan	2 days
Detailed document review, interviews with key project personnel, stakeholder consultations, preparation of surveys etc.	12 days
Analysis and preparation of draft evaluation report highlighting initial findings	2 days
Debriefings	1 day
Preparation of Draft Evaluation Report including comments provided during the debriefing meeting	2 days
Preparation of Final Evaluation Report, including addressing comments from stakeholders on the first draft	4 days
Travel days	<u>2 days</u>
Total	25 working days

## EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following:

Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission	Evaluator to UNDP CO
Presentation	Initial Findings	End of evaluation mission	PSC
MTE Draft	Full report, (per annexed template) Report with annexes	Within 3 weeks of the evaluation mission	Sent to CO reviewed RTA, PCU, GEF OFPs
Final Draft MTE Report*	Revised report	Within 1 week of receiving UNDP comments on draft	Sent to CO for uploading to UNDP ERC.

\*When submitting the final evaluation report, the consultants are also required to provide an 'audit trail', detailing how all received comments have (and have not) been addressed in the final evaluation report.

### TEAM COMPOSITION/ COMPETENCIES

Specifically, the team will be constituted by two members i.e. National and International consultants to be recruited in parallel. The International consultant who will also perform the role of a Team Leader will have the following profile. The incumbent requires vast experience in working with government staff, semi-autonomous organizations and private sector. In addition to extensive experience with project development, implementation and management the consultant should have the following competencies:

- Strong research and analysis skills

- Proven ability to plan, organize and effectively implement activities.

- Ability to coordinate and work in teams, as well as working in complex environments.

- Proven experience in participatory processes, and in facilitating dialogue between Government, Development partners, private sector and civil society.

- Strong communication and advocacy skills.

- Understanding of UNDP/GEF functioning and reporting procedures.

- An effective evaluation manager with demonstrated experience in conducting international development evaluations;

- Demonstrated strong knowledge of Monitoring and Evaluation methods for development projects; knowledge of UNDP's results-based management orientation and practices;

- Broad knowledge of Forest Conservation in Africa (particularly Eastern or Southern Africa), especially on community based forest management approaches, and the best ways to improve livelihoods from these approaches.



The team leader should have at least 10 years' experience in the implementation of forestry / community forestry / livelihood / protected areas in the developing countries;

Demonstrated experience with implementation and/or evaluation of capacity-building efforts in developing countries, ideally in the area of forestry and/community based natural resources management;

Prior involvement in evaluation of UNDP/GEF funded projects in the region would be an advantage

**Qualification Requirements:**

At least a Masters' Degree in a Social Science or other relevant area;

Min. 10 year's work experience; in the practice area of forestry and Natural resources management

Familiarity with project implementation in complex multi donor-funded projects;

Fluency in the English language and excellent oral and written communication skills.

The Team Leader will report to the UNDP Deputy Country Director (Programme) through the Programme Specialist - Environment and Natural Resources. The environment team at UNDP/CO will provide support to the development of the evaluation work plan in consultation with key project partners. The project team (PMU) will serve as the reference group for the evaluation and ensure the monitoring of satisfactory completion of evaluation deliverables. UNDP will provide office space and access to office services such as, internet and printing.

Evaluators should provide their own computer and communications equipment.

In consultation with the Evaluation Team Leader and as requested, the PMU personnel will make available all relevant documentation and provide contact information to key project partners and stakeholders, and facilitate contact where needed. The team will also assist in organizing any briefing de-briefing meetings including coordination of stakeholders input in the evaluation draft report.

#### **PAYMENT MODALITIES AND SPECIFICATIONS**

Consultants will be contracted by UNDP and remunerated according to the reviewed and accepted financial proposal. The contract will be output-based and payment issued only upon delivery of satisfactory outputs/milestones.

10% Upon submission of acceptable inception report

40% Following submission and approval of the first draft terminal evaluation report

50% Following submission and approval by UNDP Country Office and UNDP Regional Technical Advisor (RTA) of the final terminal evaluation report.

#### **APPLICATION PROCESS**

Mode of submission of application as per procurement notice/advert (ICPN)

#### **ANNEX A: LIST OF DOCUMENTS TO BE REVIEWED BY THE EVALUATORS**

The evaluation will use the following methods for data collection:

##### **Document Review**

Documents that constitute formal agreement among project partners and/or record progress; such as the Project Document, inception report, meeting minutes, project work plans, periodic reports, as well as reports prepared by consultants to document their commissioned work;

Other working documents produced during the course of implementation, such as terms of reference, training materials, mission reports, consultancy reports, speeches, presentations, news articles etc. (as applicable).

#### Key Informant Interviews

The evaluation will include interviews with key stakeholders:

Senior management at MNRT, TFS, PMORALG and other relevant Government organisations;

Members of the Project Steering Committee;

Staff at MNRT / TFS working within the project;

Staff at DNRNR on Zanzibar who are working within the project;

Staff at WWF Tanzania working on the project

District staff in the project areas;

Local communities who are directly part of the project;

UNDP staff involved with the project;

Representatives of sub-contracted consultancy tasks that are a part of the projects deliverables.

The evaluation will examine the following:

#### Relevance / Appropriateness

To what extent is the GEF coastal forest programme aligned with national forestry priorities?

How appropriate are the planned and implemented activities? (in the context of any changes that have occurred in the forestry sector in Tanzania, in particular the emergence of the Tanzania Forest Service (in the mainland) and the new Department of Non-Renewable Natural Resources in Zanzibar)

Assess the relevance / appropriateness of the project management unit and make any required recommendations on changes / improvements that are required

Does the Project Steering Committee provide a useful management and steering function for the projects activities and should there be any changes?

Is there a need or opportunity to refocus any of the planned activities to make the UNDP GEF investment more effective?

Which areas of work should the UNDP-GEF investment target to deliver sustainable impact beyond the current programme period?

How relevant and appropriate are the objectives of Tanzania's UNDP-GEF investment into coastal forest conservation as part of the UNDP?

How well integrated with the UNDP GEF investment is the additional UNDP TRAC funding for a) youth and women, b) income generating activities and c) an information system for the Tanzania Forest Service coastal forests section, d) benefit sharing guidelines for JFM and logging licenses and training for Community Based Forest Management (Village Land Forest Reserves)? Are there additional possible synergies?

#### Effectiveness

- To what extent have programme activities so far yielded expected outputs and outcomes?

- Have programme activities improved the understanding of coastal forest conservation at MNRT and other target organisations?

- Can the effectiveness of the programme be improved?

#### Efficiency/Value for Money

- Are the institutional, partnership and coordination arrangements supportive to attainment of the intended objectives?

- Are the management and administrative arrangements necessary and adequate to fully deliver the Programme?

- Do the consultants have suggestions for more efficient programme implementation?

- Are there ways to simplify the financial transfer mechanisms so that all partners are not dependent upon each other in terms of funding flows, which has caused implementation delays

#### Sustainability

- What are the major factors which influence sustainability of the Programme and its focus on protected areas and community based natural resource management?
- Do implementation arrangements support ownership of the programme and programme outcomes by government and stakeholders?
- Do programme coordination mechanisms support sustainability of the programme?
- How can the project better make community level forests more economically valuable to the participating communities and transform them to be more valuable as a land use than other alternatives.

#### Impact

- What results (outputs and outcomes) has the UNDP-GEF project achieved since its commencement?
  - Has the programme made a measurable difference to the conservation of coastal forests in Tanzania?
  - Have communities measurably benefitted in terms of their livelihoods from the work of the project on community based management, and sustainable harvesting (mainland) or tourism (Zanzibar)?
  - Has the project developed mechanisms to allow communities to sustainably benefit from utilization of the woody resources within the community-managed Village Land Forest Reserves?
  - Has the project developed mechanisms to improve the income and distribution of benefits from tourism to the reserves on Zanzibar?
  - Does the project have the tools and baselines in place to measure the projects long term impact in terms of forest conservation and livelihoods?
- Has the work on MOUs between TFS and Districts with relation to management of Forest Reserves in the coastal Districts improved the management of the forests and is this work well understood at TFS, in the Districts, and in the communities living around forest reserves.

Has the addition of TRAC funding from UNDP increased the impact of the programme in a measurable way. How much?

The evaluation should further aim to:

Consider possible improvements to programme design as well as implementation, in particular with a view beyond the current programme phase;

Assess the degree to which gender, capacity development, and other cross-cutting issues were effectively mainstreamed and how improvements can be obtained in possible efforts after the current phase;

Assess implementation of the UNDP GEF project in relation to core aid effectiveness principles such as national ownership and leadership;

Extract the lessons learned and best practices and elaborate specific recommendations to the participating partners and project stakeholders.

#### ANNEX C: RATING SCALES

<b>Ratings for Outcomes, Effectiveness, Efficiency, M&amp;E, I&amp;E Execution</b>	<b>Sustainability ratings</b>	<b>Relevance ratings</b>
6: Highly Satisfactory (HS): no shortcomings	4. Likely (L): negligible risks to sustainability	2. Relevant [R]
5: Satisfactory (S): minor shortcomings	3. Moderately Likely [ML]	1. Not relevant [NR]
4: Moderately Satisfactory (MS) some shortcomings	2. Moderately Unlikely [MU]	
3: Moderately Unsatisfactory (MU): significant shortcomings	1. Unlikely [U]: Severe risks	<b>Impact Ratings</b>
2: Unsatisfactory (U): major problems		3. Significant [S]
1: Highly Unsatisfactory (HU): severe problems		2. Minimal [M]
		1. Negligible [N]

Additional ratings where relevant:

Not Applicable (N/A)

Unable to Assess (U/A)

ANNEX D: EVALUATION CONSULTANT CODE OF CONDUCT AND AGREEMENT FORM

Evaluators:

1. Must present information that is complete and fair in its assessment of strengths and weaknesses so that decisions or actions taken are well founded.
  2. Must disclose the full set of evaluation findings along with information on their limitations and have this accessible to all affected by the evaluation with expressed legal rights to receive results.
  3. Should protect the anonymity and confidentiality of individual informants. They should provide maximum notice, minimize demands on time, and respect people’s right not to engage. Evaluators must respect people’s right to provide information in confidence, and must ensure that sensitive information cannot be traced to its source. Evaluators are not expected to evaluate individuals, and must balance an evaluation of management functions with this general principle.
  4. Sometimes uncover evidence of wrongdoing while conducting evaluations. Such cases must be reported discreetly to the appropriate investigative body. Evaluators should consult with other relevant oversight entities when there is any doubt about if and how issues should be reported.
  5. Should be sensitive to beliefs, manners and customs and act with integrity and honesty in their relations with all stakeholders. In line with the UN Universal Declaration of Human Rights, evaluators must be sensitive to and address issues of discrimination and gender equality. They should avoid offending the dignity and self-respect of those persons with whom they come in contact in the course of the evaluation.
- Knowing that evaluation might negatively affect the interests of some stakeholders, evaluators should conduct the evaluation and communicate its purpose and results in a way that clearly respects the stakeholders’ dignity and self-worth.
6. Are responsible for their performance and their product(s). They are responsible for the clear, accurate and fair written and/or oral presentation of study imitations, findings and recommendations.
  7. Should reflect sound accounting procedures and be prudent in using the resources of the evaluation.

Evaluation Consultant Agreement Form<sup>2</sup>

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: \_\_\_\_\_

Name of Consultancy Organization (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at place on date

Signature: \_\_\_\_\_

<sup>2</sup>[www.unevaluation.org/unegcodeofconduct](http://www.unevaluation.org/unegcodeofconduct)

## ANNEX 4.2: ITINERARY

SNo.	Date	• Activity
1.	30/12/2012	<ul style="list-style-type: none"> <li>• Briefing meeting with PMU, WWF Country Office representatives and courtesy call to WWF Country representative.</li> </ul>
2.	03/12/2012	<ul style="list-style-type: none"> <li>• Inception meeting with project Stakeholders at Tanzania Forest Service Agency</li> </ul>
3.	04/12/2012	<ul style="list-style-type: none"> <li>• Travel to Lindi, via Mtwara.</li> <li>• Courtesy call to Lindi District Office and</li> <li>• Interview with Lindi district Natural Resources Committee about the project.</li> </ul>
4.	05/12/2012	<ul style="list-style-type: none"> <li>• Field visit to Rondo Forest Reserve (Proposed to be upgraded to Nature Reserve)</li> <li>• Open ended interview with Forest Reserve managers, observation field visit in the forest to assess the status of the forest.</li> <li>• Interview with 17 Mtene A village representatives constituting Village Natural Resources Committee (VNRC) and Village government committees</li> <li>• Interview with 22 village representatives from Liganga village made up of village leaders and representative from VNRC, Village land use planning committee, and Village Community bank representatives (VICOBA)</li> </ul>
		<ul style="list-style-type: none"> <li>• Interview with 30 Nndawa village representatives from village leadership, Village Beekeeping Group (VBG), VNRC and VICOBA.</li> <li>• The 3 villages border Rondo Forest reserve</li> </ul>
5.	06/12/2012	<ul style="list-style-type: none"> <li>• Travel to Kilwa.</li> <li>• Interview with 13 District Natural Resources Committee members and NGOs namely Mpingo conservation development initiative, Tanzania Forest Conservation Group, Tanzania Christian Refugee Services.</li> </ul>
6.	06/12/2012	<ul style="list-style-type: none"> <li>• Travel to Zanzibar.</li> </ul>
	07/12/2012	<ul style="list-style-type: none"> <li>• Interview with Matemwe Village women improved stove group representatives, 20 in number on Unguja.</li> <li>• Participatory observation on how the stoves were being made.</li> <li>• Visit to household already using improved stoves.</li> </ul>
7	07/12/2012	<ul style="list-style-type: none"> <li>• Interview with Pwani Mchangani improved stove group and Village Forest Committee in Unguja. Fifty in number</li> <li>• Visit of households that use improved stoves.</li> </ul>
	07/12/2012	<ul style="list-style-type: none"> <li>• Visit to Kiwengwa –Pongwe proposed Forest Reserve which is source of water for tourist hotels at Mchangani but also a source of firewood for Matemwe and Pwani Mchangani dwellers.</li> </ul>
	07/12/2012	<ul style="list-style-type: none"> <li>• Field visit to the proposed Ufufumwa-Pongwe corridor. A 2-3 km wide corridor which will allow movement of animals between Jozani PA and Kiwengwa proposed Forest Reserve.</li> </ul>
	07/12/2012	<ul style="list-style-type: none"> <li>• Courtesy call and interview with Director of the Department Forestry and Non Renewable Natural Resources for Zanzibar</li> </ul>
	08/12/2012	<ul style="list-style-type: none"> <li>• Visit to Masingini forest (natural and plantation) a water shed for Unguja.</li> </ul>
	08/12/2012	<ul style="list-style-type: none"> <li>• Field visit to Kigongomawe proposed community forest.</li> </ul>
	08/12/2012	<ul style="list-style-type: none"> <li>• Interview/meeting with leaders of Zanzibar Beekeeping Association</li> </ul>

<b>SNo.</b>	<b>Date</b>	<b>• Activity</b>
		(ZABA), beekeepers, Village Community Bank. ZABA carries out beekeeping training for beginners and sells beekeeping equipment and bee products.
	08/12/2012	• Field visit to Jozani-Chakwa PA.
	09/12/2012	• Travelfrom Unguja to Tanga.
	09/12/2012	• Interview with Mr.ZawadiMbwambo outgoing coordinator of TFS project component and current Director for Resource Management at TFS.
	10/12/2012	• Interview with Pangani District Forest Officer
	10/12/2012	• Interview with KwakibuyuVillage representatives including village leaders, VNRC, Village Beekeeping Group, Tree Nursery Group, and vegetable growing initiative group. • Field visit to Village Land Forest reserve (VLFR), beekeeping apiary, tree nursery.
	10/12/2013	• Interview with TFS new project coordination team
	11-12/12/2012	• Report writing.
	13/12/2012	• Travelling from Tanga to Dar es Salaam
	14/12/2012	• Presentation of preliminary results to stakeholders in Dar es Salaam.
	25/02/2013	• Travel to Dar-es-Salaam.
	26/02/2013	• Arrival in Dar-es-Salaam & preparation of presentation.
	27/02/2013	• Travel to Tanga& discussions with UNDP.
	27/02/2013 to 28/02/2013	• Presentation of MTE Report to PSC.
	29/02/2013	• Meetings with WWF and Zanzibari officials on METTs
	01/03/2013	• Meetings with PMU and travel to Dare-es-Salaam.
	02/03/2013	• Travel from Tanzania to South Africa.

### ANNEX 4.3: LIST OF PERSONS INTERVIEWED

SNo.	Full Name	Title/Designation	E-mail	Mob. Phone
1.	Helena Motta	WWF Programme Manager	HMotta@wwfnet.org	+254713601378
2.	Mr. Adam Kijazi	Coastal Forests Project Coordinator, for WWF	AKijazi@wwftz.org	
3.	Richard Komba	Monitoring and Evaluation Costal Forest Project.	rkomba@wwfnet.org	+255756902081
4	Gerald Kamwenda	WWF Conser. Manager	gkamwenda@wwfnet.org	+255784325706
5	Phillipe Poinot	UNDP Country Director	phillipe.poinot@undp.org	+255222112576
6	GetrudeLyatuu	UNDP	gertrude.lyatuu@undp.org	+255784622088
7.	Gemma Aliti	UNDP	gemma.aliti@undp.org	
8	Neil Burgess	Coast Forest Project Advisor	Neil.Burges@wwf.org	
9	F. Sangawe	WWF Forest Program Accountant		
10	Jonathan Gerata	WWF Financial analyst		
LINDI DISTRICT				
11	Selemani S. Ngaweje	Ag. DED		+255786827420
12	Isaac Malugu	Forest Landscapes Manager Coordinator	imalugu@wwfnet.org	+255784775877
13	Joyce Kazana	District Fisheries Officer	kazanaj@yahoo.com	+255712837390
14	Abdallah M. Musa	Surveyor		+255787424401
15	Stanford H. Malumbo	District Forest Officer	malumbo@yahoo.com	+255787314204
16	Charles S. Mwaipopo	Ag. District Natural Resources Officer	syelwike@yahoo.co.uk	+255713309624
17	Rashid S. Namkulala	Distric Community Devel. Officer	rashidnamkulala@yahoo.co.uk	+255784675537
18	Ally A. Namila	Land use/Agri. Officer		+2557843121166
19	ManaceNkuu	Ag. Land Officer	nkulimc@yahoo.com	+255788185253
20	Hadija M. Kabojela	Human Resources Officer	hkabojela@yahoo.com	+255754677397
21	Gasper I Msese	Ag. Distric Game Officer		+255151110

22	TheonestKatemana	Zonal Mangrove Mgt. project Coordinator		+2550794547560
<b>KILWA DISTRICT</b>				
23	Richard sangu	DWWF		07846106634
24	Jonas Timothy	MCDI		0784337793
25	AbushiriMbwana	KDC		0782681216
26	Alchei Albert	TFCG		078543578
27	AbdallahPamkungu	KingoNET		0787242659
28	Milanzi Frank	V-WWF		0712436400
30	Shau Victor	KDC		0688372274
31	Makala JL	MCDI		0784938097
32	Mfangavo MO	KDC		0784652905
33	Veronica B	KDC		0653845196
34	TabuMaro	TCRS		0783342788
35	ShufaaMweta	TCRS		0784609969
36	MtageMrisho	CARTOWD		0784802478
<b>PANGANI</b>				
37	TwiluMkongo	DFO		
38	DED Pangani	DED		
<b>TFS</b>				
39	ZawadiMbwambo	Outgoing CF project Coordinator TFS		
40	Anna Lawuo	TFS in coming project Coordinator	Ann.lawuo@yahoo.co.uk	
41	Edward Mlowe	TFS	edomlowe@gmail.com	
<b>DFNRR</b>				
42	Said Juma Ali	DFNR	msitumkuu@yahoo.com	
43	Is-hakAbdulwakil	DFNR	abdulwakil@yahoo.com	
44	Ali Mwinyi Ali	DFNR	Amam51@hotmail.com	



#### ANNEX 4.4: SUMMARY OF FIELD VISITS

The Coastal Forest Project covers a wide area extending from Lindi Region in Southern Tanzania to Tanga which is further north as well as Zanzibar. It was thus necessary to select a few representative sites to visit within the limited schedule of time and logistical capacity.

**Landscapes:** Of the three landscapes the team planned to visit selected sites in two of them i.e. Lindi and Kilwa. However, we only visited the Lindi landscape where the team had meetings with the Lindi District Natural Resources Committee, Acting DED, Rondo Forest Reserve management and communities from three of the six villages that border Rondo FR (Mtene A, Linganga and Nndawa). The team physically visited Rondo FR. The schedule did not allow the team to meet communities in the Kilwa landscape, but a meeting was held with the District Natural Resources Committee and NGO's working in Kilwa. These included WWF, Mpingo Development Initiative and Tanzania Christian Refugee Services (TCRS).

In Zanzibar the team visited sites in Unguja where the team had two meetings and several field visits. The first was held with the Director of the Department of Forestry and Non-Renewable Natural Resources and the second meeting was between the team and DFNNR's staff. The team also visited two villages Matemwe and Pwani Mchangani which are involved in the manufacturing and use of improved stoves. These villages obtain fuelwood from the proposed Kiwengwa Pongwe FR. The team also met with the Kitogani Beekeeping group which is associated with the Zanzibar Beekeeping Association (ZABA).

Field visits in Unguja took the team to Kiwengwa Pongwe proposed FR, Kigongomawe Beekeeping Apiary in the Kigongomawe proposed Community Forest Reserve, the Jozani-Chwaka Forest Nature Reserve, Masingini Forest Nature Reserve and the 'Ufufuma-Pongwe Corridor which is an animal migratory route between Jozani FNR and the Kiwengwa-Pongwe proposed FR.

The TFS implementation area is in 8 districts from two regions. Although the plan was to visit two districts in the Tanga region, only the Pangani District was visited. Within the Coastal Region the project is being executed in Kisarawe, Bagamoyo, Kibaha and Mkuranga districts. In Tanga the project is implemented in 4 districts namely Handeni, Pangani, Muheza and Mkinga.

In the Pangani district the team had a meeting with Pangani DFO Pangani and DED.

In the field, the team had a meeting with the community at Kwakibuyu Village. This included village administration (VEO and chairperson), VNRC, Beekeeping group, the Tree Nursery group, and the Vegetable Growing initiative group. The team also visited their newly established VLFR, part of which is overgrazed by livestock coming from the drought-stricken Arusha Region, and a beekeeping apiary and a tree nursery.

Project Areas that were not visited include:

- Kilwa forests and local communities.
- Rufiji (entirely).
- Pemba (entirely).
- Muheza District, Mkinga District, Handeni District in Tanga Region.
- Coastal Region – Kisarawe, Bagamoyo, Kibaha Mkuranga districts.

From interviews with TFS and DFNNR representatives and Kashaigili et al's. (2012) report, some of these areas e.g. Kisarawe, Rufiji and Pemba face great conservation challenges.

## ANNEX 4.5: LIST OF DOCUMENTS REVIEWED

1. Extending the Coastal Forest Protected Area Subsystem in Tanzania. Tanzania Coastal original project document
2. Extending the Coastal Forest Protected Area Subsystem in Tanzania. Project Inception Report 2010
3. Extending the Coastal Forest Protected Area Subsystem in Tanzania. 2760 Tanzania Coastal revised project document 2009.
4. GEF /UNDP Coastal Forest Project Revised Logical Framework
5. CF project Approved Annual workplan and Budget July 2012 to June 2013
6. Younge A, Negussie G and Burgess N (2002) Eastern Africa Coastal forest Programme. Regional workshop. Nairobi 4-7/2002. Produced for WWF- EARPO
7. URT (1998). National Forest Policy. Dar es Salaam.
8. URT (2001) National Forest Programme in Tanzania 2001 – 2010.
9. GEF and GDC 2009. The ROTI hand Book. Towards Enhancing the Impacts of Environmental Projects. Methodological paper No. 4
10. Dallu AIM The Coastal Forests of Tanzania (?) A national synthesis report for the preparation of WWF—EACFE Programme
11. Shemdoe R, Kingazi SP and Hassan IH (2012) Economic Analysis around Key Forest Protected Systems with options for Sustainability. A consultancy report
12. WEMA (2012) Economic valuation
13. ? (2012) Jozani Forest Nature Reserve Business Plan
14. ? (2012) Ngenzi Forest Nature Reserve Business Plan
15. Kashaigili JJ, Mwamakimullah R and Katani JZ (2012) Consultancy Report for Integrating Landscape Conservation Plans into District Development Plans in southern Tanzanian Coastal Forests
16. Siex KS (2011) Protected area spatial planning for Unguja and Pemba island. A Consultancy to the UNDP-GEF - Extending the Coastal Forest Area Protected Area Subsystem in Tanzania. Final Report.
17. Shemdoe RS and Abdalah(2011) Socio-Economic baseline surveys for selected Coastal Forest Landscapes in Tanzania. Consultant report submitted to WWF Tanzania Country Office.
18. Kashaigili JJ, Nzunda EF, Sirima A, Shirima D, Mwamakimullah R. and Mkumbo PJ (2011) Consultancy report for spatial planning baseline focusing on the Coastal forests of Tanzania for the Coastal forest project.
19. Persha L, Agrawal A, Chhatre A (2012). Social and Ecological Synergy: Local Rulemaking, Forest Livelihoods, and Biodiversity Conservation. *Science* 331, 1606
20. Brockington D (2007) Forests, Community Conservation, and Local Government Performance: The Village Forest Reserves of Tanzania. *Society and Natural Resources*, 20:835–848.

21. Mittermeier, R.A., Myers, N., Mittermeier, C.G., 1999. Hotspots: earth's biologically richest and most endangered terrestrial ecoregions. CEMEX. Conservation International, Agrupacion Sierra Madre, Mexico City, Mexico
  22. WWF Tanzania Country Office (2012). Burgess ND, Harrison P, Sumbi P, Laizer J, Kijazi A, Salehe J, Malugu I, Komba R, Kinyau N and Kashindye A. (eds). Synthesis Document of Available Baseline Information on the Coastal Forests Protected Area Sub-System. WWF-Tanzania, Dar es Salaam, Tanzania
- Evaluation Question Matrix

## ANNEX 4.6:INTERVIEW SCHEDULE

### Interview Schedule for implementing agencies /stakeholders

Interviewee's name, organization and contact details (e-mail, Tel No, Postal address)

1. To what outcome are you linked to?
2. What is your general impression on the project and how it is being executed
3. In your view is the project on-target to achieve its outcomes through completion of outputs and activities?
4. Please give specific information on successes or problems that are related to achievement of the outcome you are involved
5. How has the national co-ordination team been effective? How could this be further improved?
6. How is the execution of the project under WWF being of a help/or problem to the project
7. How have the gender issues taken into account in project design and implementation, (i.e. project team composition, gender-related aspects of forest degradation, stakeholder outreach to women's groups).
8. What are the positive or negative effects of the project on local populations (e.g. income generation/job creation, improved forest management including arrangements with local groups on how to legally harness forest resources with reduced hurdles?
9. Has the project been operating efficiently and effectively?
10. If No provide evidence and suggest what could be done to improve the efficiency and/or effectiveness?
11. What is the status of establishment of VLFRs, Local forest reserves, buffer zones, corridors or plan for protected areas both in the mainland and Zanzibar
12. Has there been any delay in this area? Yes or No
13. If yes what have been the main causes?
14. How can the above be rectified
15. What do you consider to be the key successes of this project at this stage?
16. What are your planned sustainability strategies at the end of the project?
17. What tangible benefits have the communities accrued from the project activities?
18. How will this improve the sustainability of the overall goal of the project
19. What other projects CF is cooperating with in what to achieve its targets. Please indicate outputs they have participated
20. What do you consider to be the Global ecological benefits of the project?
21. Has the project attained any achievements/indicators (e.g. reduced deforestation rate or implementation of management plans that may lead to reduction of threats to forests) that illustrate that the project outcomes will be sustained in order to achieve the global ecological benefits?
22. Are conditions on the ground supportive enough to allow the realization of the global ecological benefits intended by the project?
23. What important factors that if addressed by the project team will ultimately overcome any barriers towards realization of the project impacts?
24. What important factors that the project team has no power to address but may act as barrier barriers towards realization of the project impacts?

No detailed analysis was possible because only one respondent completed the evaluation questionnaire.

## ANNEX 4.7

### METT Analysis for Tanzania Coastal Forests Project

There was some confusion about the METT process and METT assessments were completed in 2012 for a wide range of PAs, a few of which, but not many of which, were the same as those for which the 2009 baseline had been undertaken. This undermined the METT logic as the tracking tool is largely intended as a longitudinal performance assessment tool that can track improvement in PA management over time. This implies that the same areas need to be assessed, using the same tools, ideally by at least one of the same people who conducted the baseline assessment, at mid-term and terminal report stage. The situation was corrected early in 2013 and the METT assessments for the 27 PAs that were included in the baseline PA assessments were repeated. These are recognised as the official MTE METT scores.

The wider METT assessments were very useful in pointing out a few notable factors. One of these relates to the fact that the village land forest reserves (VLFRs) on the whole, reflected reasonably good METT scores. The national parks score well, but the Local Authority and National Forest Reserves in the coastal regions of Tanzania score very poorly. This is reflective of import factors. Firstly, the Local Authority and National Forest Reserves in the coastal regions of Tanzania have been largely unmanaged for many years. The management of the national forest reserves was devolved to the district level but with no concomitant resources to manage them. It is therefore not surprising that they perform poorly on METT assessments. To change this situation, the “Extending the Coastal Forest Protected Area Sub-system in Tanzania” Project is aiming at changing the way that the reserves are managed, getting more resources through TFS, developing MOUs between districts and TFS for the management of the reserves. The effects of the interventions might take many years to become apparent. It is recommended that the project efforts over the remaining project period be concentrated upon improving the management effectiveness of the PAs taking cognisance of the METT analysis below and addressing the elements highlighted for improvement.

The VLFRs are locally managed and if the communities have an interest and can get a benefit from the forest reserves, then they are likely to actually manage the areas in a sustainable fashion. This is why the METT scores for the VLFRs are better than anticipated and in most cases, better than the scores of the Local Authority and National Forest Reserves. This only applies if the village structures have the capacity to manage the areas and want to do so. The motivation lies in the perception of the benefits to be derived from managing the resources. Ensuring that there are mechanisms for the village communities to derive benefits from the VLFRs through controlled logging, REDD and other means, is very important and is why the project is intent upon setting-up VLFRs in priority areas in the south.

The overall updated 2013 METT scores for the 27 protected areas that are monitored under the “Extending the Coastal Forest Protected Area Subsystem in Tanzania Project is 44%. While this is a distinct improvement over the baseline scores (average of 33.1%), it is still a poor METT result on average. The improvement is fairly good, but it was off a very low baseline. The aggregated figures hide some notable changes. The 4 protected areas on Zanzibar (Unguja and Pemba) had the highest baseline METT scores in 2009 for any of the landscapes. The 2009 baseline METT average for Zanzibar was 40.4%. The 2013 update reflects an average METT score of 63.5%. This is a dramatic improvement that has stood up to some considerable interrogation by the MTE Team. From some on-site visits conducted by the MTE Team and from a detailed discussion with some of those responsible for scoring the 2013 METTs for Zanzibar, it appears that the scores are realistic. However, it should be borne in mind that they were conducted by a different team of assessors from the baseline

assessment. This detracts somewhat from the perception of the reliability of the change in scores from baseline to Mid-Term. The METT scores for Mtende (72%), Jozani-Chwaka (70%) and Ngezi Nature Reserve on Pemba (64%) reflect acceptable METT scores. Muyuni in the southern part of Unguja, at 48% is still low, but this is up from a baseline score of below 17% and reflects a dramatic improvement.

The second highest average METT scores across a landscape occur in the 11 PAs monitored across the Kilwa Landscape. This is a significant improvement which saw the average from the baseline score of 31.5% improve to 43%. Many of the PAs in this landscape showed encouraging improvement since the baseline assessment, but the drop from 51% to 44% of the METT score for the Kitope Forest Reserve provides a clear warning of how easily the pressures of an increasing population, limited PA management effort, limited resources for management in a situation where there are high value resources to exploit can lead to a rapid decline in the management effectiveness of a PA.

The eight PAs across the Rufiji landscape have shown a marginal improvement from 37% to 39%. The decline of the Utete Forest Reserve that now falls under the TFS, from 42% to 37% is another illustration of pressure from neighbouring population growth with an inadequate management response.

The PA METT scores across the Lindi landscape have shown a dramatic improvement from 21% to 38%. However this is off a very low baseline and the 38% average on the METT scores across this landscape is still poor.

The completion of the financial sustainability scorecards still require additional attention as there are several missing elements and the information needs to be more consistent. The recommendation is that the TA assists the project partners with this as soon as possible. A lack of funding has been identified as a major shortfall in 20 of the 27 PAs assessed. The financial scorecard can play an important role in addressing the challenge by providing evidence for the needs and specific details of the shortfall.

While it is understood that not all the forests provide a suitably strong attraction for tourists, it is nevertheless surprising that fully 22 of the 27 PAs assessed show that there is little or no contact with commercial tour operators, or that any contact that does exist is confined to administrative or regulatory matters. This is an element that the project could explore with a view to developing a new, sustainable income stream for communities that has relatively low negative impact upon the forests.

Twenty one of the 27 PAs were reported as not having a regular work plan or not implementing a work plan. This is another area in which the project could make an intensified effort to assist the PA managers. While this will involve considerable work, it is crucial to the long-term sustainability of the coastal forests. It is notable that only one of the PAs on Zanzibar falls was reported as not implementing a regular work plan.

An adequate budget (74%) and budget security (78%) were also areas that reflected a problem. This budget element points to the need to both lobby the central fiscus authorities to commit more resources as well as to constantly seek new revenue generating streams for the coastal forests. A convincing cost-benefit analysis is required to convince the government to allocate more funding to the management of the forests. This has been partly addressed through the recent (but undated) “Economic Valuation of the Coastal Forests of Tanzania” study conducted by WEMA Consult for the project. The values placed on products appear fairly low and the figure of \$7 million for the value of forest products harvested from the southern and central landscapes is not, on its own likely to shock

the authorities into providing more investment. The value placed on the products related to the forests, deserve further scrutiny. An example of this is the value of less than \$1 per litre placed upon honey. The prices quoted by the Zanzibari honey groups are much higher than this. PA budget management is also a major challenge. The vast majority 74% of the PA METT results indicate that budget management is very poor and significantly undermines effectiveness (e.g. late release of budget in financial year) or budget management is poor and constrains effectiveness. It is recommended that the project renew efforts to build the capacity of PA managers to more effectively manage their budget process, however, the first step is to ensure that they have a reasonable budget to manage. The same is true for the provision of sufficient equipment for PA management. This clearly links to the limited availability of funds to procure the necessary equipment and, once suitable equipment has been procured, the issue of equipment management can be addressed. There seems to be little sense in investing in equipment management training until the equipment available warrants this.

Monitoring and evaluation is another area where the METT assessments indicate that there is a problem in the coastal forests. 78% of the PAs that were assessed reflected that there was no monitoring and evaluation in the protected area or that the M&E was only ad hoc and there was no overall strategy and/or regular collection of the results. It is recommended that, where there are local staff challenges to achieve this task, the function should be centralised and undertaken regularly by a core group of staff with special training. However, the M&E activities undertaken by the core group should be conducted with the local PA managers. The project should support the TFS to put this system in place and provide the appropriate training.

The PA METT assessments reflect that 78% of the PAs report no facilities for visitors or that the facilities are inappropriate. Effort and funding towards the establishment of appropriate visitor facilities should only be invested once there is a strong likelihood of a demand for the services and the realistic opportunity to create an income stream through the facilities and visitor contributions. The current low level of interaction with tourism operators and their limited involvement in, and contribution to, the coastal forests should be investigated further. It is quite possible that the current tourism profile for the areas implies that there is very limited demand for forest visits and that the facilities could simply be expensive 'white elephants'. The Tanzanian Tourism authorities should be engaged with to investigate whether some of the more accessible or attractive forests could be actively promoted as attractions. Most parts of the southern coastal areas appear to have tourism potential that is not being realised. Another approach might be for the project to approach the gas companies to 'adopt a forest' and provide assistance for tourism promotion and the establishment of facilities.

Inclusive and regular PA Management Planning, the amendment of plans in the light of monitoring and evaluation M&E is also inadequate in 74% of the PAs assessed during the Mid-Term METT exercise. AS with the M&E deficiency noted above, it is recommended that the project assist TFS and the Zanzibari authorities to initiate a centralised unit to assist PA managers to develop and regularly review PA management plans.

A surprisingly high number of the PA METTs (70%) reflected that there is no education and awareness programme or that there is a limited and ad hoc education and awareness programme for the PA. This is something that the project could readily assist with – the targeting, development and roll-out strategy of an education and awareness programme for the PAs. A generic programme could be developed and then assistance provided to each of the PAs to customize the programme in the light of their particular situation. The customization should not be too demanding or labour intensive.

Another area of the METT scores that reflects a low current level of achievement in the coastal forest PAs is the delivery of benefits from the forests to local people. 74% of PAs showed that the protected area does not deliver any economic benefits to local communities or that potential economic benefits are recognised and plans to realise these are being developed. While most of the responses fell into the category where plans are under way to realise benefits for local communities, it is imperative that the project address this element as swiftly as possible, but ensuring that the proposed developments are economically, socially and environmentally viable and sustainable.

While the issue of indigenous people participating in planning is not a critical one in the coastal forests of Tanzania, the fact that fully 67% of the PA METTs for the coastal forest areas covered by the project reflect that local communities have no input into decisions relating to the management of the protected area or only have some input into discussions relating to management but no direct role in management, is a cause for concern. The project is directing efforts towards improving this level, but the scope of the problem indicates the great effort that will be required to encourage the management authorities to include local people and to prepare local people for meaningful participation. The recommendation is that the project's activities to address this element be intensified.

The development of a close and functional working relationship with the state and commercial land and water users on adjacent land to the PAs is also an element that requires improvement. This should be advanced through the mainstreaming of the coastal forest PAs into district and local level planning, but PA managers need to be made aware of the importance of the relationship with their neighbours and encouraged and supported to engage with them.

The quality of the METT assessments has been improved, but could certainly still be improved further for internal consistency and reliability. This is a constant challenge. It is hoped that the interaction with those responsible for conducting the METT assessments has resulted in a deeper appreciation of the value of the METTs as an important PA management tool. From conversations with the METT assessors, it appears that they are keen to apply the tool more widely in other areas and to use it to assess performance and identify particular weaknesses. This can then assist supervisors to develop intervention strategies to address particular weaknesses and build on the strengths. The intent to do this is clearly present, but this will need to be reinforced by the project management and with technical support from the Technical Adviser if the METTs are to be used to their full potential.



## **ANNEX 4.8: EVALUATION CONSULTANT FORM**

Evaluation Consultant Agreement Form<sup>2</sup>

Agreement to abide by the Code of Conduct for Evaluation in the UN System

Name of Consultant: Edward Melville Russell

Name of Consultancy Organization (where relevant): \_\_\_\_\_

I confirm that I have received and understood and will abide by the United Nations Code of Conduct for Evaluation.

Signed at place:

on date:

Signature: \_\_\_\_\_

Completed separately and signed by the consultant.

## ANNEX 4.9:RATING SCALES:

Rating scales		
<b>Ratings for Outcomes, Effectiveness, Efficiency, M&amp;E, I&amp;E Execution</b>	<b>Sustainability ratings:</b>	<b>Relevance ratings.</b>
<p>6: Highly Satisfactory (HS): The project had no shortcomings in the achievement of its objectives in terms of relevance, effectiveness, or efficiency</p> <p>5: Satisfactory (S): There were only minor shortcomings</p> <p>4: Moderately Satisfactory (MS):there were moderate shortcomings</p> <p>3. Moderately Unsatisfactory (MU): the project had significant shortcomings</p> <p>2. Unsatisfactory (U): there were major shortcomings in the achievement of project objectives in terms of relevance, effectiveness, or efficiency</p> <p>1. Highly Unsatisfactory (HU): The project had severe shortcomings</p>	<p>4. Likely (L): negligible risks to sustainability</p> <p>3. Moderately Likely (ML):moderate risks</p> <p>2. Moderately Unlikely (MU): significant risks</p> <p>1. Unlikely (U): severe risks.</p>	<p>2. Relevant (R)</p> <p>1. Not relevant (NR)</p> <p>Impact Ratings:</p> <p>3. Significant (S)</p> <p>2. Minimal (M)</p> <p>1. Negligible (N)</p>
<p>Additional ratings where relevant:            Not Applicable (N/A)            Unable to Assess (U/A)</p>		