



KILORWEMP

KILOMBERO AND LOWER RUFJI WETLANDS ECOSYSTEM MANAGEMENT PROJECT

CGMET REPORT

2018

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Abbreviations

AA	Authorised Association
BMC	Beach Management Committee
BMU	Beach management Unit
BTC	Belgium Technical Cooperation
CBO	Community based Organisation
CBNRM	Community Based Natural Resources Management
CSO	Civil Society Organisation (s)
CGMETT	Community Governance Management Effective Tracking Tool
FGD(s)	Focus Group Discussion(s)
GN	Government Notice
KILORWEMP	Kilombero and Lower Rufiji Wetlands Ecosystem Management Project
LGA(s)	Local Government Authorities
MNRT	Ministry of Natural Resources and Tourism
NGO (s)	Non Government Organisations
NRM	Natural Resources Management
PFM	Participatory Forest Management
VC	Village Council
VEO	Village Executive Officer
VFMC	Village Forest Management Committee
VFR	Village Forest Reserve
VNRMC	Village Natural Resources Management Committee
WMA	Wildlife Management Area

1.0 The 2018 CGMETT Assignment

The 2018 survey of governance through the use of the Community Governance Management Effective Tracking Tool (CGMETT) was done when the Kilombero and Lower Rufiji Wetlands Ecosystem Management Project (KILORWEMP) was about to be completed. The life period of the project was originally envisaged to be 5 years, with expected benefits to three types of direct beneficiaries: namely the resource users in the communities; public and private sector institutions engaged in management and utilisation of resources within the project area. KILORWEMP is designed to generate results for each category of the beneficiaries.

The expectations of the project are such that, the community level users of wildlife, forest, fisheries, land and water resources in the Kilombero and Lower Rufiji Wetlands resources, are better organised to manage those resources using wise principles provided in the Community Based Natural Resources Management (CBNRM) framework. The Public Sector, specifically the Central and Local Government institutions are expected to gain enhanced capacities for supporting and monitoring implementation of policies at local level, and coordinating better, natural resources governance stakeholders. The Private Sector is also expected to benefit from KILORWEMP intervention, by becoming better organised to obtain sustainable economic benefits from prudent resource management, through access to markets and sound business management¹.

Similar to the CGMETT survey conducted in previous years; the 2018 assignment, involved application of the CGMETT to the management structures of Community Based Natural Management (CBNRM) entities. These entities in the KILWOREMP are the Beach Management Units (BMUs); CBOs responsible for Wildlife Management Areas (WMAs); and Village Natural Resources Management Committees (VNRMCs). These structures are mandated to manage and protect the respective natural resources within the respective villages as well as across villages and districts. In this regard, the BMUs are managed by the respective Committee; likewise the Village Forest Management Committee (VNRMC). Resources which are management across villages and districts are those within the context of Wildlife Management Areas (WMAs).

1.1 The ToRs: Scope of Work and Methodology

More specifically the ToRs for the 2018 assignment stipulated the objective of the assignment as well as scope of work explained respectively as following:

The objective of the study: “ To carry out a survey of selected CBNRM units according to the CGMETT methodology adapted and already piloted and validated by the project.”

The scope of work for this assignment on the other hand was twofold and was specified as:

- i). Study the reports on CBNRM produced by the project in 2017 to gain familiarity with recent progress and activities.
- ii). Carry out CGMETT survey through focus group discussions with 9 CBOs and its members in Ulanga, Kilombero and Rufiji districts in accordance with a detailed field schedule provided by the project.

As instructed by the ToRs the consultancy team produced all records of discussions and scoring sheets (on templates provided by the project) immediately after completion of each FGD. A compiled score sheet for 9 CBOs across the 3 LGAs was availed to the project through the M&E Advisor on the last day of the field works in Rufiji. According to practices, the M&E advisor who accompanied the team to the field prepared analysis of the scores in tables and graphs. This was one week after the completion of fieldwork.

¹ Kilorwemp 2016 Annual Report.

It should be noted here that, the ToRs did not compel the consulting team to conduct neither a trend analysis nor a comparative study of the CGMETTs across the years. Instead, the methodological instruction provided on page 4 of the ToRs stipulated categorically that the implementation of the CGMETT will be done through the “administration of the questionnaire using a FGD (2-3 hours per group) and ‘score achievements across a list of governance and performance variables” The ToRs illustrated the key tasks of the consultant to be as captured below:

- i. Introduce the purpose and methodology of the session
- ii. Facilitate the discussion on the performance indicators and the reaching of consensus on the scoring
- iii. Take note on the discussions for each parameter.

The review of 2016 project progress report to gain familiarity was accorded 1 day, while the bulk of the assignment (10 days) were set aside for implementation of CGMETT questionnaire and capturing of qualitative narrative on meetings (See Section 5 of the ToRs: Task 2, page 5).

1.2 Limitations

The assignment was conducted at the beginning of the rainy season which affected the condition of roads. There were delays in conducting the assignment in Ngapemba as well as Uhanila (Kilombero district); following the rains. After some delay, group members from Uhanila Village Forest Reserve (VFR) had to find their own ways of coming to the main road to attend the exercise. Likewise there was a time delay in Ngapemba (Kilombero district) which compelled the team to spend extra days in Mlimba, Kilombero.

The team experienced several vehicle breakdowns throughout the field trip. Consequently, as the vehicle had to be repaired during the field, it had affected the timetable. This situation caused spill over effects in the assignment, as the consultant had other commitments scheduled after the CGMETT assignment. The extra days spent in the field, interfered with other planned assignments of the consultant.

Despite these limitations, the respondents in 2018 survey (most of them being the same ones who attended the CGMETT survey in the previous years) indicated clearly that they remembered the CGMETT approach and the questions. Some of the key issues raised during the FDGs were:

- i. CGMETT exercise is useful and that it is like a training session to them.
- ii. CGMETT exercise is conducted consistently each year different from other KILWOREMP project activities.
- iii. There is lack of feedback by the project staff of the key findings of CGMETT and agreed actions. In some occasions it was noted that project staff have not returned to the villages for capacity building since the last CGMETT survey (2017).
- iv. Lack of facilitation by project officers to address bottlenecks raised in the previous CGMETT surveys

It is important to note that the CGMETT monitoring survey is undertaken in order to help the project and stakeholders to identify challenges and weaknesses in the management in CBNRMs, and come up with actions to address them. In nearly all Natural Resources Management units, the respondents for the 2018 CGMETT were concerned about poor communication and lack of serious engagements between the units and KILORWEMP project facilitators.

The BMUs in particular announced their feelings that they felt to be like **subjects** of surveys and research, and, that there is no indication of real commitment towards meeting the intended objectives of the programme. The Facilitator of this survey promised to relay this message in the report in order to draw the attention of the programme on this matter. It is noted by this study that the scores for the BMUs in all CGMETT indicators show a downward trend in nearly all the CGMETT categories and indicators.

2.0 Author's Information

The assignment was carried by Mrs Josephine S. Lemoyan, a consultant and senior facilitator from AFORD (2013) Company Limited, jointly with Mr Anicet Sambala, Monitoring and Learning Officer, KILORWEMP. This is the same team that carried out the survey in 2017, while Mrs Lemoyan also carried out the survey in 2016 as well.

2.1 Acknowledgement

The respondents in all three districts participated and relayed open and constructive feedback. We would like to thank them for organising meetings and making sure that the respondents came to the FDGs despite distance and transport challenges. We are acknowledging Mrs Fiona Ghumpi for supporting the consultancy team in the field and availing logistical support.

2.2 The Participants

In total 124 participants were involved in the survey, of which 36 (approximately 25 % of respondents) were females: and 88 (approximately 75%) were males. The distribution per NRM units shows that total participants in BMU were 38 (12 W and 26 M); WMAs 38 (14 F and 40 M); and Forests 32 (10 F and 22 M). These participants were more or less the same ones involved in the previous surveys. In Mikuregembe BMU, the former Chairperson had retired and was replaced by a new one, but otherwise leadership and membership of the NRM units has remained more or less the same as in the previous two assignments. The composition of 2018 CGMETT respondents is provided in table 1 below.

Table 1: CGMETT Participants by Gender (Per District and Per NRM Unit)

Forests	BMUs	WMAs	Women	Men	Total
Mtanza Msona: Rufiji 11 participants 3 Women; 8 Men	Nyaminywili Village (Kipugira) : Rufiji 14 participants 2 women; 12 men	Juhiwangumwa WMA Rufiji 14 Participants 5 women; 9 men	10	29	39
Kichangani Village Ulanga 11 Participants 5 women; 6 men	Kivukoni Village Ulanga (Mikeregembe): 12 Participants 6 women; 6 men	Iluma WMA Ulanga 20 participants 5 women 15 men	16	27	43
Uhanila Forest Chita Kilombero 10 participants 2 women; 8 men	Ngapemba BMU Utengule Kilombero 12 participants 4 women; 8 men	Iluma WMA Kilombero 20 participants 4 women 16 men	10	32	42
32 participants 10 (F); 22 (M)	38 Participants 12 (F) 26 (M)	54 Participants 14 (w) 40 (M)	Total Participants = 124 88 (M) and 36 (F)		



FGD session continues with members of Mikeregembe BMU in Ulanga District Council

3.0 Main Findings

3.1 Presentation of the Main Findings

Based on the facts collected from the FGDs, chapter three presents the main findings from the evaluation exercise using the CGMETT framework. These findings describe the scores which the participants awarded to the indicators against the key governance and management issues in the CGMETT framework. In addition, the findings also present reasons provided by the respondents for awarding the scores. Where relevant presentation of analysis done by the Monitoring and Evaluation adviser will be incorporated. However it should be noted that as advised by the M&E adviser; and guided by the Terms of References (ToRs) the presentation of findings will be based principally on facts. Interpretations of the facts by the Consultant are provided in specific text boxes in order to differentiate them with the reiterations by the respondents.

The key governance and management issues are clustered into 5 main categories of the CGMETT framework. These are **the context, planning; input; governance and outcome**. In order to create clarity in the presentation, scores and their explanation will be done by the type of NRM entity. Sequentially the presentation will start with findings from BMUs, then VNRMC and lastly the WMA for each of the 5 categories of the CGMETT; as well as the corresponding indicators.

4.1 THE CONTEXT

The first set of findings are from the CONTEXT criteria which has 3 major indicators. These are the **Purpose** of the Natural Resources Management; **Description, Definition and Recognition of User Groups** and finally the Status of the **Boundaries** of the areas of operation for each of the natural resources entity.

Overall findings indicated the context criteria receiving the highest score (with an average of 89%) compared to the other CGMETT criteria (i.e. planning (55%), inputs (40%), governance (56%), and Outcome (43%))

Comparing the scores across the management units; in relation to the **CONTEXT criteria**, the WMA had the highest overall score (100%) followed by the VNRMCs (96%) and lastly the BMUs (70%). The reasons for the scores awarded across the units are provided in detail in the discussions of the respondents as captured in the detailed narrative presentation below.

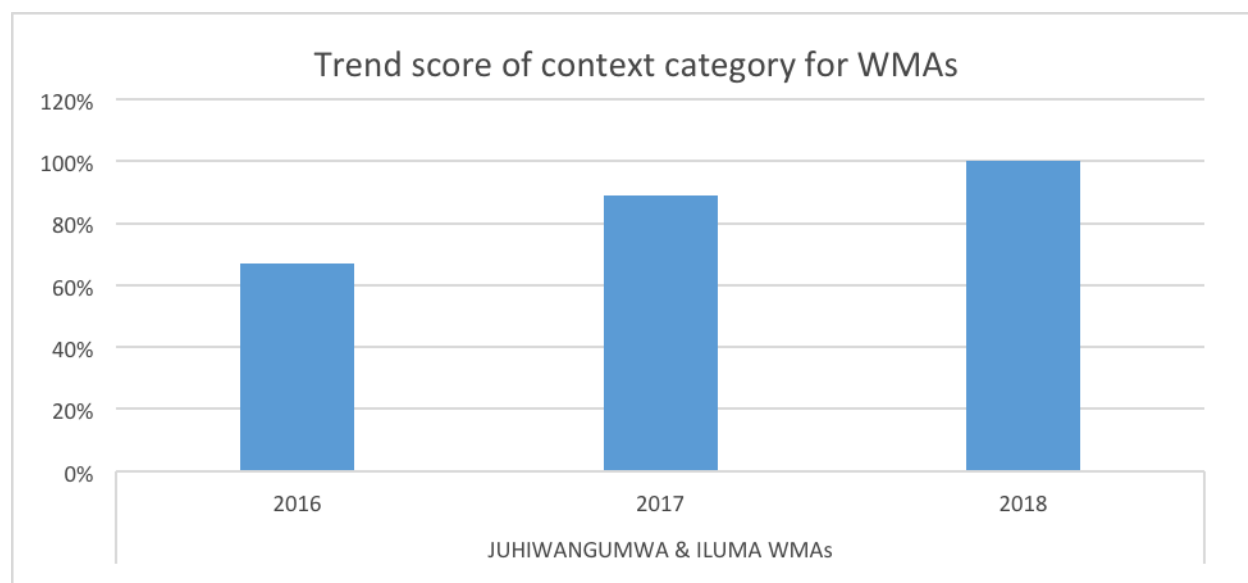
The 2018 scores (for the CONTEXT criteria) show a steady positive trend across all the 3 management units, whereby for the WMAs, the scores rose steadily from 67% in 2016; to 89% in 2017 and 100% in 2018. A similar trend is noted in the VNRMC units whereby the overall scores rose from 63% in 2016; to 70% and 96% in 2017 and 2018 respectively. The scores for BMU rose from 61% in 2016 to 70% in 2017 and remained at 70% in 2018. See graphs below this box

The positive trend of the WMA scoring can be attributed to the fact that all indicators for this criteria have been achieved by this management unit. Likewise, 2 of the 3 VNRMCs accomplished all the necessary steps towards preparation of plans for utilisation and management of their resources. Only 1 of the 3 VNRMCs (Uhanila) had not attained all indicators at the time of this survey but they indicated on track to achieve them.

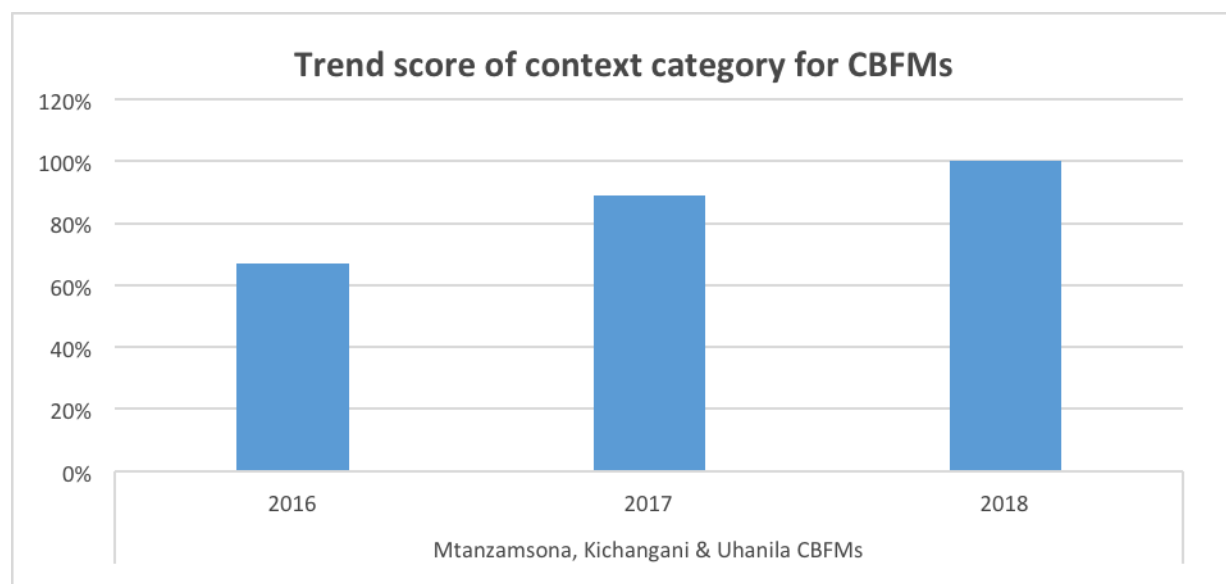
Contrariwise progress by the BMUs has remained the same (stagnated), with strong indication that it may deteriorate if remedial action is not pursued.

Of the three indicators in this category, the BOUNDARY of NRM entity has consistently performed better, with all respondents across the management units indicating

Graph 1: Trend score of context category for WMAs



Graph 2: Trend score of context category for CBFMs



4.1.1 The Purpose of NRM Defined-Findings from the Beach Management Units (BMUs)

The respondents of Mikeregembe (Ulanga District) and Ngapemba (Kilombero District) scored 2 against this criteria [*The management objectives are defined but only partially implemented*] while their counterparts in Kipugira (Rufiji) scored 1 i.e. [*The management objectives are defined but not implemented*]. Several reasons were given for these scores.

At Mikeregembe BMU the respondents explained that indeed the purpose or the main objectives for establishing the BMU were clearly explained; and are well articulated and understood by the resources users and other stakeholders. However, activities leading towards the objectives are not implemented in a systematic way. The respondents explained in addition that it has taken quite a long time for the BMUs to be formally registered, a situation which affected its performance.

The management and other resources users have gone through a rigorous process of preparing for registration but up to the time of this 2018 CGMETT survey, the registration process has not yet been completed. Consequently, the BMU leaders; the resources users and the community in general have lost the sense of ownership. The respondents actually said that the situation is a **THREAT** towards attainment of the intended BMU objectives.

The management of **Ngapemba BMU** presented a different perspective. The main reason given for the score given is lack of continued capacity building programme to the management as well as members of the BMU as it was anticipated. The respondents argued that the facilitators from the project and the District Council have been promising to conduct training and guidance to the BMU, but these have been empty words. The respondents had a view that the project and LGA staff have been using the BMU for research and evaluations without giving back to them in terms of capacity building.

Members of the Ngapemba BMU gave a specific example that in 2017, BTC staff together with those from the District Council visited Ngapemba BMU site, where they spent time asking different questions and collecting project information from them. However, since that time (2017), no staff from BTC nor from the District Council has visited the BMU again.

The respondents said they need technical skills and support to enable the management to undertake their duties efficiently and effectively. The BMU management explained that they engage with traders (private sector) as well as the fisher folk with respect from a business and governance perspectives. In addition they are also managing all stakeholders in order to manage better their natural resources. These tasks are challenging and require technical and professional skills. Little technical skills imparted to them does not commensurate with their expected roles and responsibilities.

The situation in Rufiji was different from the other two locations. The respondents of **Kipugira BMU** explained that they are no longer actively involved in BMU activities because their mandates have been stopped. NRM activities are now undertaken by the Village Natural Resources Committee. The BMU mandates were stopped during a meeting between BTC, LGA staff and BMU members where it was claimed that, the establishment of the Kipugira BMU did not follow appropriate procedures. The BMU leadership continues to exist with expectation that sometime in the future either BTC or staff from the District Council and KILWOREMP, will come to their village to settle the existing dilemma.

4.1.2 The Purpose of NRM Defined: Findings from the Village Natural Resources Committees (VNRMCs)

The VNRMCs of ChokoaChoko forest (Ulanga District) and Mtanza Msona (Rufiji District) scored the highest point of 3 for this indicator, illustrating that **[The management objectives are clearly defined and implemented]**; while that of Uhanila (Kilombero District) conferred 2 to the indicator **[i.e. The management objectives are defined but only partially implemented]**

The respondents in **Mtanza Msona**, attributed the reason for the high score to former training provided by both the KILWOREMP staff from BTC and staff from the District Council. Respondents explained that they were sensitised about the importance of conserving their forest; and, how they can accrue economic gains through better management of forest resources in their village. Training on NRM and other long-term preparations for proper forest management contributed to better implementation of Mtanza Msona Forest Management Plan. Respondents explained in Kiswahili that **“Sheria zipo, mpango upo, doria zinafanyika kikamilifu na usafiri tunao hakuna shida ya kufikia malengo”** meaning **“We have forest management by laws as well as patrol plans. We also have transportation so we have no doubt project objective will be achieved”**

The VNRMC for **Chokoachoko** forest also awarded a high score to these criteria. However, they also illustrated challenges in their work which may negatively influence management effectiveness. They pointed out that they have not yet started to implement their harvesting, although they said that they were on the right track.

Respondents explained that forest inventory is expected to be completed on 27 January 2018; and, most of the steps towards implementation of the management plan have been accomplished. This is an indication that they will soon start to undertake commercial harvesting. The VNRMC pointed out to challenges such as encroachment and illegal harvesting. They also said that capacity building and disbursement of funds from the Ministry is always delayed, hence these factors influence negatively the effectiveness of the managing committee.

Uhanila VNRMC gave a lower score to this indicator and mentioned that the reasons for their score is due to poor capacity building; poor response and lack of feedback from the district. They had an opinion that Forestry Department and the LGA do not address issues concerning their forests as they are raised by the committee and community at large. They said different reports are produced indicating the challenges that the committee faces, however, these challenges are not addressed on times and sometimes they are not addressed at all.

4.1.3 The Purpose of NRM Defined: Findings from the Wildlife Management Areas (WMAs)

Participants of **Iluma WMA (Kilombero district)** said they are aware of the purpose of the NRM, but there are some steps in the business plan which are not yet accomplished, specifically they have not been able to secure an investor in the WMA. They explained that the WMA advertised for investments in their area on 18/12/2017 but they did not get a positive response so far. They also indicated that although their business plan has been developed, except it has not yet translated into Kiswahili, hence they are not able to follow some of the proposed strategies yet. Respondents said there has been a long term request to the district and the project for the Kiswahili version of the business plan but so far there has been no response from the LGA or the project. In this regard the respondents gave a score of 2 [i.e. **The management objectives are defined but only partially implemented**]

The respondents from **Iluma WMA in Ulanga district** also gave a similar score of 2 with explanation that while the objectives are clear and known to all members, the implementation is affected by lack of working tools for Village Game Scouts and overall office requirements for the CBO. They claimed that they have not yet started to operate effectively as an organization, rather they are still focusing on patrols as the key WMA intervention. Their key stakeholder who supports security activities is the Selou Game Reserve by providing Game Scouts for patrol. However, the assistance provided is intermittent and not systematic. The participation of member villages is also low because they do not see tangible value of the WMA at this stage.

The Juhiwangumwa WMA in Rufiji also accorded a score of 2 to this criteria. Their reason was that the project (KILORWEMP) has not yet assisted them to define and give detailed explanation of project budget. Consequently the CBO cannot explain to members what the key activities are and what the priorities of the WMA are at this stage.

The Juhiwangumwa WMA claimed that project is not participatory at this juncture, because it is the district that is in the drivers' seat while the WMA leadership operates on the basis of instructions from the district or KILORWEMP. The respondents explained that they feel the focus of the District is not on capacity building and strengthening of participatory principle of CBNRM, rather it is now on utilisation of WMA resources. The WMA members said they do not feel that they have adequate control over management of resources, as they are not pro-active but react to the instructions of the LGA officers.

4.2.1 User Groups: Findings from the Beach Management Units (BMUs)

According to the respondents from Mikeregembe, the membership of Mikeregembe **User Group** is not clearly defined and they gave a score of 0. The respondents argued that they have lost 'the sense of direction' and they are unable to enforce principles which guide community members to formally join the BMU as part of clearly defined user in their BMU. In Kiswahili they said "tunajiendea holela kijumla jumla". Membership is rather "INFORMAL" because the BMU leaders are unable to ensure that resource users adhere to principles and rules which guide members' roles and responsibilities. BMU leaders felt that because they are not empowered enough to ensure membership of resource users is formalised and that members operate on the basis of agreed principles in the BMU guidelines and constitution.

Contrary to Mikeregembe, the respondents in Ngapemba BMU (Kilombero District) gave a score of 3, explaining that "**Members are defined, registered and formally recognised**". The respondents provided evidence that the BMU was formally registered in 2017 through the office of District Community Development Officer and they were given a certificate of registration. All registration costs were provided by the members themselves.

Kipugira BMU is challenged by the existing situation of impasse, therefore even the membership is now difficult to define.

4.2.2 User Groups: Findings from the Village Natural Resources Committees (VNRMCs)

In both Chokoa Choko (Ulanga District) and Mtanza Msona (Rufiji District) respondents scored highly on the criteria of membership of resources users. They explained that the members and beneficiaries are villagers with the VNRMC providing leadership. In both villages utilisation of the resources has begun and the village are beginning to benefit from forest harvests. Uhanila: Members are clearly defined and internally recognize each other.

In uhanila, formal procedures for registration are ongoing, therefore they accorded a score of 2 Members are clearly defined and internally recognize each other, while formal registration is expected to be completed in the near future.

4.2.3 User Groups: Findings from the Wildlife Management Areas (WMAs)

User groups in all 2 WMA are clearly defined and duly registered. The Juhiwangumwa WMA provided additional evidence to indicate recognition of the entity and its members, which is through a letter from the District Commissioner of Rufiji indicating a formal recognition of the WMA.

4.3.1 Boundary of Natural Resource Area: Findings from the Beach Management Units (BMUs)

All BMUs mentioned that the boundaries of their areas of operation are known to all members and non-members. In Mikeregembe the respondents explained that the boundaries are not yet formally registered and gazetted, but they are known and there are no conflicts.

The respondents of Ngapemba BMU also confirmed that boundaries of the BMU is known, they have already prepared signboards for the boundaries and are expected to put them in place in the near future. Ngapemba BMU leaders explained that they have a challenge of managing livestock keepers because the land use plans have set the grazing areas closer to the boundaries of the BMU making it easier for grazing to take place within the boundaries of the BMU. There is also potential conflict with some of the neighbouring investors e.g. Miombo because of lack of physical demarcation of the boundaries in some parts of the BMU.

4.3.2 Boundary of Natural Resource Area: Findings from the Village Natural Resources Committees (VNRMCs)

The respondents in two villages of Mtanza Msona and Chokoa Choko confirmed that the boundaries of their conserved forests are duly demarcated and gazetted. Given this status, the VNRMC can effectively govern movements into the forests. It was explained by the respondents that villagers are allowed to enter the forests to collect different forest products only with special permission from the VNRMCs. However there still a few illegal trespassers, but the management takes action against them.

As for Uhanila forest, formalisation of registration is not completed yet. The respondents aired their concern that the project might come to end before the village is fully mandated to manage the forest. The respondents showed their concern about threats associated with this matter. If the forest is not properly registered and accorded legal status, it might be vandalised and the efforts invested in protecting the forest for years may go to waste.

4.3.3 Boundary of Natural Resource Area: Findings from the Wildlife Management Areas (WMAs)

The Iluma WMA located in two districts of Ulanga and Kilombero has been formally gazetted. The Juhiwangumwa WMA has also been legally recognised although the respondents argued that the map of the WMA (in Mtanza Msona Village) does not correspond with physical descriptions. The respondents argued that **“Mpaka Una Makosa ya Kitaalamu kwenye uchoraji katika kijiji cha Mtanza Msona”** They claimed that the technical team from the district did not involve villagers (members) of Mtanza Msona village instead they were accompanied by VGS from Utete who did not know the boundaries of Mtanza Msona village. The respondents were of the opinion that the boundary should be along the Mtalula river. However, physically the demarcations are not in line with the descriptions in the Government Notice which published the map of WMA. The management is making a follow up on this matter and is seeking the support of KILORWEMP adviser.

Discussion: The Context

All NRM units demonstrated thorough understanding and ownership of the key elements of the context category, and they have accorded an overall average score of 89% as it is demonstrated below:

Context Category

WMA	VFR	BMU	Average
100%	70%	96%	89%

All members were able to clearly define the Purpose of the Natural Resources Management entity; the user groups and the physical boundaries in which they operate. The WMAs and village forest reserves are more have legally sanctioned boundaries. The boundaries of Ngapemba BMU are also legally sanctioned although there are some discrepancies as it has been notes above. The remaining 2 BMUs are not finalised for legal recognition. From a governance perspective, all three NRM entities are able to effectively implement their activities within the areas which are not only legally sanctioned but also recognised and supported by the local communities.

5.1 PLANNING

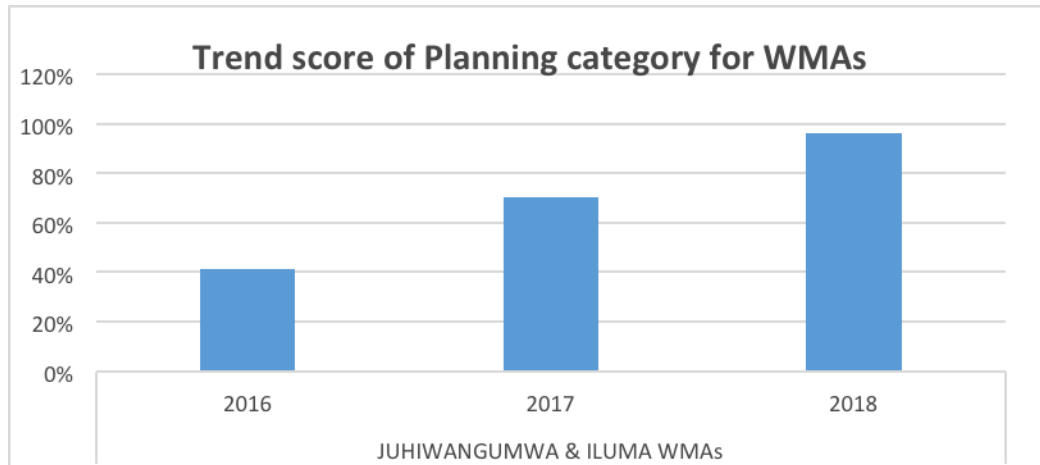
The CGMETT Planning Criteria comprises of a set of three indicators. These are namely then ***NRM rules and/or by- laws; management plans*** and ***participatory monitoring and adaptive management***.

The performance of this criteria indicates a steady positive trend for the WMA i.e. a steady raise of scores from 41% in 2016; to 56% in 2017 and 74% in 2018. This positive trend can be attributed to a consistent amongst the WMA in planning and establishment of rules for governing and managing their resources.

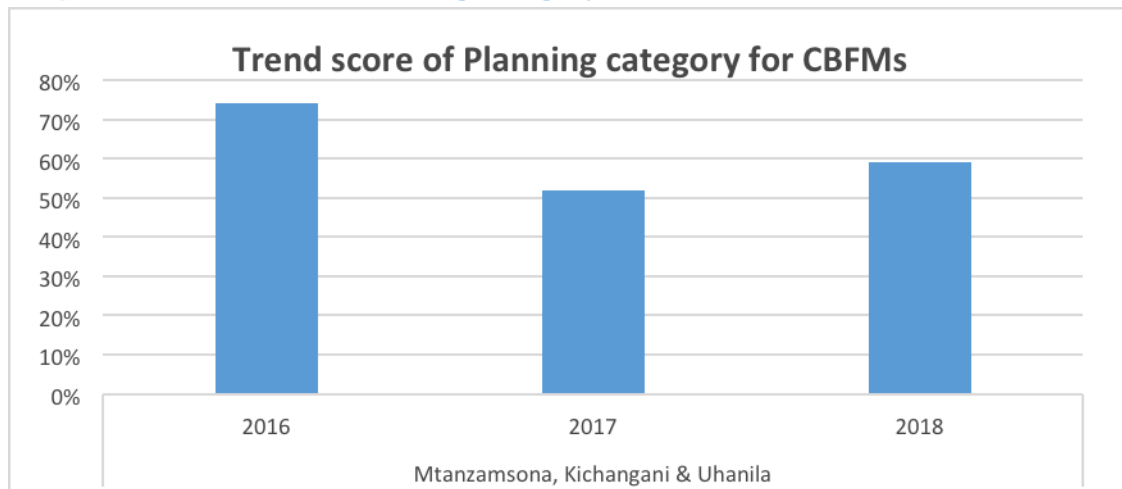
The VNRMCs managing village forests indicated mixed gains with a high score of 74% in 2016, but the score dropped to 52% in 2017. In 2018 however the overall score raised to 59% . The VNRMC faced management challenges particularly in Uhanila, but the situation was addressed hence this entity was able to regain the positive performance.

To the contrary, findings from the BMU showed a steady downwards scores across the three years. In 2016 the score for planning criteria was 89%, the highest of the three NRM entities. However the score dropped to 52% in 2017 and to 33% which is the lowest amongst the three entities (See graphs below this box). The BMU have suffered due to lack of support in registration and planning and one of the BMU has stopped function at all, as indicated in the discussion below.

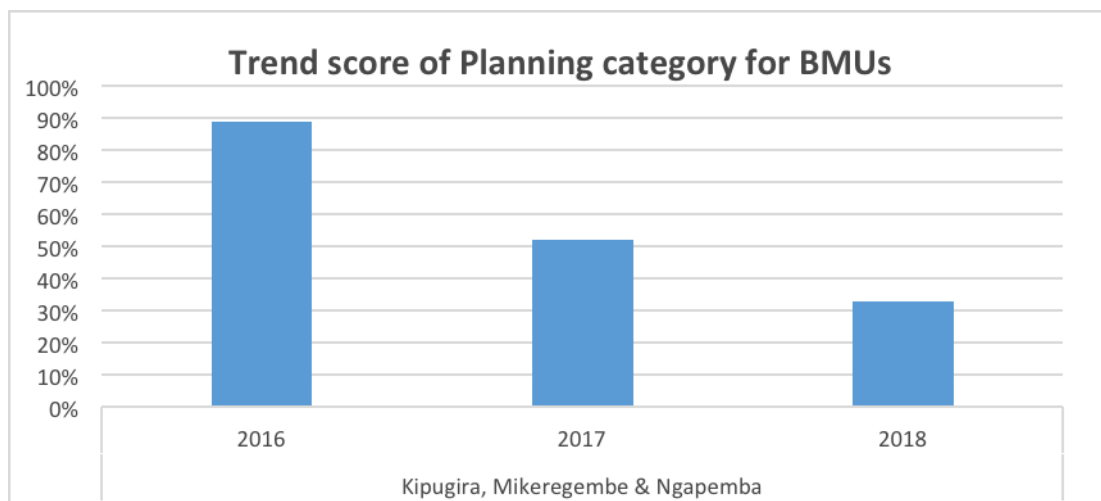
Graph 3: Trend score of Planning category for WMAs



Graph 4: Trend score of Planning category for CBFMs



Graph 5: Trend score of Planning category for BMUs



5.1.1 NRM Rules and By Laws: Findings from the Beach Management Units (BMUs):

According to the respondents of **Ngapemba BMU**, NRM rules and regulations are known by the community as well as other stakeholders, but rather from an informal perspectives. In the early stages of the project, community members were taught about do's and don'ts relating to NRM in the village. The respondents in Ngapemba opted for the indicator that ***the rules (by laws to regulate use exist and are partly adhered by stakeholders.*** According to the respondents, livestock keepers and some fishermen are chronic offenders. Lack of instruments such as proper books of accounts and receipts for fines and for collection of money from BMU users has rendered the BMU Committee toothless as they cannot enforce the by-laws.

By July 2017, **Mikeregembe BMU** had prepared a draft of BMU by-laws and regulations, and submitted them to the LGA for endorsement. So far, the by-laws have not been formally approved. The lack of formal by-laws in the BMU waters down the capacity and management effectiveness of the BMC to implement their mandated roles, as well as to officially enforce the by-laws.

Although **Kipugira BMU** was asked to hold their activities until further clarifications from the LGA and KILWOREMP staff, they had already prepared draft by-laws which they submitted to the Council Solicitor for corrections and technical advice on 19 November 2017. So far, the VNRMC is using the natural resources by-laws and other laws relating to fisheries, forest and wildlife management to govern BMU resources. However, according to respondents, the VNRMC concentrates more on other aspects of NRM and pay limited attention to the BMU.

5.1.2 NRM Rules and By-Laws: Findings from the Village Natural Resources Committees (VNRMCs)

Two of the VNRMCs have completed the process of enacting by-laws to regulate and govern management and use of forest resources. These are Chokoachoko and Mtanza Msona. According to both entities, the by-laws are in place but the status of implementation is low, hence a score of 2 was given which indicating that the ***'rules (byelaws) to regulate use exist and are partially adhered to by stakeholders'***.

Respondents of **Mtanza Msona** argued that there is lack of adherence to by-laws due numerous factors. The first one is overall low capacity of village institutions such as the VNRMCs and the Village Council to enforce the by-laws. Secondly, the by-laws have not been shared with stakeholders such as the neighboring villages to create awareness and common understanding amongst them. Thirdly the by-laws have not been disseminated to the primary courts. It was noted by the respondents that the by-laws are not respected by some of the offenders as they are not enforceable in courts. They explained how some of the culprits had managed to escape their sentences; and, went to higher courts and attempted to sue the VNRMC.

In Uhanila, the VNRMC also said there is general awareness of rules and regulations which govern protection and use of forest resources. Draft by-laws have been submitted to the LGA for the deliberations by the full council. However, the by-laws have not yet been approved by the full council and there is not yet any feedback from the LGA of the status of the by-laws. In this regard, the respondents gave a low mark on this score, claiming that ***'there are no rules (byelaws) to regulate use of resources'*** in Uhanila.

5.1.3 NRM Rules and By-Laws: Findings from Findings from the Wildlife Management Areas (WMAs)

The WMAs in the 2 districts of Ulanga and Kilombero gave the highest score on this criteria explaining one of the requirements to fulfill as part of the conditions for acquiring the status of WMA management CBO was to enact NRM by-laws. As for the **Juhiwangumwa WMA in Rufiji district**, the respondents explained that the by-laws for governing the management of the WMA have been prepared and submitted to the LGA for endorsement in Sept. 2017. However, the LGA has not yet endorsed them and nor have they been provided with feedback. Therefore, according to the respondents, technically the by-laws are not in place, although they use the draft by laws to govern and regulate WMA management.

5.2.1 Management Plan: Findings from the Beach Management Units (BMUs):

The BMU respondents in **Mikeregembe** revealed that a draft management plan was prepared and submitted to the Kivukoni Village Council since 2016. However, there has not been any response from the VC therefore it is indicative that the plan exists informally and it is only partially implemented. Lack of effective implementation of the plan is attributed to little or no technical support from the project and LGA staff, as well as low capacity on the side of the BMU. It was also emphasised by the BMU that other factors diluting their effectiveness in the context of management plan is lack of financial resource, little or no human resources and low technical capacity of the BMU management and their members. The main concern raised by the respondents is lack of follow up by the staff on BMU progress. They felt abandoned especially during these final stages of the project.

Ngapemba BMU leaders also said that management plan exists but is partially implemented. They have submitted their plan to the Village Council and it has been approved. They work together with the LGA to implement the plan with each party taking up their agreed roles and responsibilities. Key activities implemented by the BMU include security and patrols, restricting and guarding use of illegal tools including the use of poison in fishing; and continuous awareness creation on sustainable and wise use of BMU resources.

However, the respondents from Ngapemba BMU said they do not implement office administration functions, and other activities relating to management of fishing activities in their BMU. This gap is attributed to lack of technical managerial skills as well as technical support from the project officers.

The Kipugira BMU in Rufiji explained that they do not have a plan in place, neither are they implementing any BMU activities as their roles are not taken over by the village Council. All BMU related activities are undertaken by the VNRMC, whose mandates include management of many other NRM activities in the village. The BMU members were of the view that the VNRMC does not pay adequate attention on BMU related activities, rather they are involved more in other general environment related activities and not specific BMU ones as it has also been mentioned above.

5.2.2 Management Plan: Findings from the Village Natural Resources Committees (VNRMCs)

Mtanza Msona has started to implement their sustainable harvesting plan. They scored highly agreeing with the criteria that **'the planning process allows adequate opportunity for community members and other key stakeholders to determine the plan's content'**. Although they have a private investor whose agreement and payment to the village is well documented, the members felt that they need to have more skills in contract management and business skills. Some of the documents which they use in the management of their forest resources are provided below.

Photo 2: Official Management Plan for Mtanza Msona and Operational Instrument

Respondents from the **Chokoa Choko** forest explained that they have prepared a detailed and technically sound management plan but it **is only being partially implemented** because they have not yet started to harvest, they lack equipment for office work as well as their routine patrol and surveillance activities. They also mentioned a fear that they might not have adequate skills to operate management and commercially oriented harvesting plan if they do not get support from the project advisers.

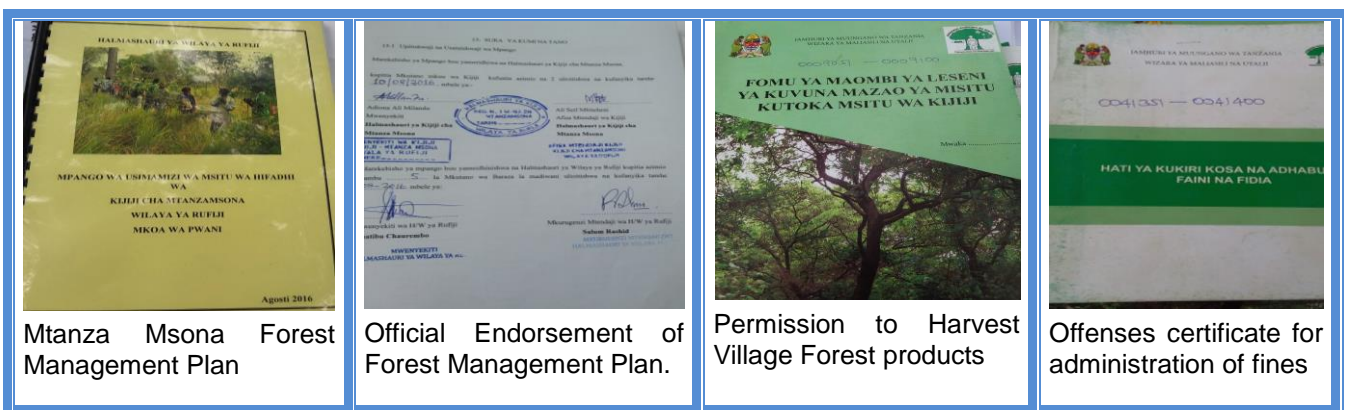
In Uhanila, a formal plan does not exist, rather the Committee implements its activities on the basis of training they received from the project. Lack of formalised forest management plan remains to be an impediment for effective implementation of forest management plan.

5.2.3 Management Plan: Findings from the Wildlife Management Areas (WMAs)

Scores for this criterion in **Iluma (Kilombero district) and Iluma (Ulanga District)** were +1 indicating that members of the Iluma WMA are actively involved in the preparation of the management plan. Although formally the WMA have not yet secured investors, they are however beginning to implement some of the activities in the plan. The main concern for Iluma WMA was that the production of the Kiswahili WMA Business Plan is delayed hence affecting CBO performance. The respondents argued that they are still confined to traditional patrol related activities instead of undertaking WMA’s business management activities.

Similarly the respondents from **Juhiwangumwa WMA in Rufiji** district claimed that there is a comprehensive WMA management plan in place; and, some of the activities are being implemented. The participants explained that they have had an active preparatory phase which took them through the acquisition of AA and full registration of the WMA. But, the respondents explained also that upon completion of the preparatory stage which culminated to the establishment of a WMA, the subsequent implementation and management stage contains a lot of challenges. Their main concerns were about the lack of facilities and lack of skills for effective operational WMA. They claimed that the management of a WMA requires administrative, commercial and managerial skills, which they lack.

The respondents expected the LGA and project staff to be as active as they had been during the steps of establishing the WMA. At the moment frequency of meetings and other engagements between the CBO and LGA/KILORWEMP advisers is reduced, threatening the performance of the CBO.



Mtanza Msona Forest Management Plan

Official Endorsement of Forest Management Plan.

Permission to Harvest Village Forest products

Offenses certificate for administration of fines

5.3.1 Participatory Monitoring and Adaptive Management: Findings from the Beach

Management Units (BMUs):

This indicator was challenging to respond to by participants from **Ngapemba BMU**. It was necessary therefore for the participants to vote for score 1, i.e. **‘members are collecting some data for progress monitoring and management decision support but the data is not used by management’**; and score 2 i.e. **‘members are regularly collecting some data for progress monitoring and management decision support and the data is sometimes used’**. According to participants both scores have elements which are relevant to their situation. The contention between the two indicators was on the following facts:

1. There is an informal system of data collection
2. Data particularly on surveillance and patrols is collected using a specific template.
3. Other committees of the BMU report in writing to Village Executive Officer (VEO), but reporting is irregular.
4. There is some feedback and response from the village Council but it is neither regular, timely nor systematic.
5. Sometimes issues raised at village levels require action from the higher levels, in such situations, feedback and action take a long time and sometimes it is lacking completely.

The respondent’s comments in their own words are captured below:

“Mfumo rasmi wa kukusanya taarifa hakuna. Ila tuna fomu chache za kukusanyia taarifa hasa zile za doria, ingawa si mara kwa mara. Pia kamati mbali mbali zinazotoa taarifa kulingana na majukumu yao. Taarifa hizo zinafanyiwa kazi na uongozi wa kikundi au Ofisi ya Mtendaji. Hata hivyo mara nyingi si kwa wakati na pia taarifa nyingine hazifanyiwi kazi katika ngazi ya kijiji. Zikienda ngazi za juu zinachukua muda mrefu kushughulikiwa”.

Eventually the respondents in Ngapemba BMU agreed to the score of 1: **members are collecting some data for progress monitoring and management decision support but the data is not used by management’**

In Mikeregembe BMU (Ulanga District) the score given was 0 because they have not been trained in M&E and they have no formal templates or formats for data collection.

The respondents from **Kipugira BMU in Rufiji district** gave the lowest score on this indicator i.e. **there is no systematic data gathering by members to support management decisions and monitor progress.**

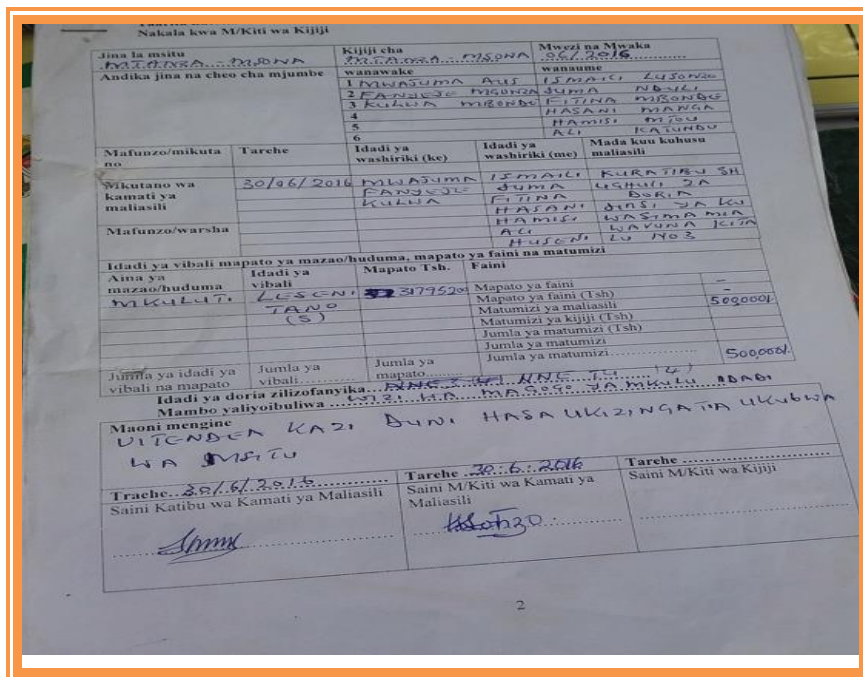
Members of Kipugira explained that they have been put on hold to undertake BMU activities, consequently they have no BMU management plan in place. The respondents in this BMU indicated clearly that most of their operations continue to be informal, and there has not been a dedicated attempt to assist the BMU to operate in a more formal way since their ‘suspension’.

5.3.2 Participatory Monitoring and Adaptive Management: Findings from the Village Natural Resources Committees (VNRMCs)

All three VNRMCs explained that they implement some kind of data collection for monitoring and for making informed decisions. However, they all concentrated on making observations through patrols, while to some little extent monitoring of administrative and management aspects is also done.

More specifically, in **Mtanza Msona (Rufiji district)**, there is a specific monitoring process conducted by the VGS. They are required to fill in and submit to the VNRMC a patrol form (*fomu ya Doria*) on monthly basis. The VNRMC is also required to submit on monthly basis an overall report which covers the status of the forest, key issues emerging from patrol reports and financial reports.

The Mtanza Msona respondents also mentioned that their monthly reports form a basis for decision making and planning of monthly activities. Although feedback is not timely or systematic, they sometimes get feedback from the LGA and even KILORWEMP advisers. They gave an example they received feedback from the Mid Term Evaluation. The respondents however said they have no guided and systematic data collection framework for efficiency and effectiveness with regard to leadership, management and administrative matters.



An example of one of the Monitoring forms from Mtanza Msona VFR. Apart from this form the VNRMC also has ledger books and other instruments which they use of collection of data. It was obvious however that data collection is not systematic in terms of time and processing.

In **Chokoa Choko**, the respondents gave a score against the indicators that *‘members are collecting some data for progress monitoring and management decision support but the data is not used by management’*. Like in Mtanza Msona, data collection is conducted through the use of specific patrol forms which are filled in when and as the VGS and leaders of the VNRMC conduct patrols. Once the forms are filled in they are sent to the Village Council, and as the respondents could recall the last submission was on 18th December, 2017. The respondents mentioned however that the Village Council does not respond to the VNRMC nor is there action on key issues raised in the reports.

Lastly, the situation in **Uhanila** was also not different from that in the other VNRMCs. They explained they had no formal system of collecting monitoring data. However they document key events in a counter book and submit the counter book to the Village Executive Officer (VEO) for further actions and advise. However no feedback is provided

Photo 3: VGS Patrol Team

5.3.3 Participatory Monitoring and Adaptive Management: Findings from the Wildlife Management Areas (WMAs)

The Juhiwangumwa WMA claimed that there is no formal system for routine data collection for monitoring. The respondents described that there is delay in the implementation of the WMA business plan, therefore the monitoring indicators contained in the business plan are not use yet. In addition, the participants from Juhiwangumwa mentioned that in the past during the preparation of the WMA baseline, data collection was quite robust. Baseline information for the process of establishing the WMA was keenly supported, but in the current setting, the enthusiasm to engage actively in data collection has reduced. Participatory monitoring is missing; rather data collection is done through patrols mainly by the VGS. Lack of response and feedback on information collected by patrol teams, has translated into poor usage of data for management decisions.

Members of **Iluma** management team on the other hand, provided high scores of 3 and 4 in Iluma Kilombero and Iluma.

Ulanga respectively. The respondents attribute the high scores to the fact that the WMA has progressed towards implementation of business plan although they have not yet obtained investors.

Discussion: Planning

Planning Category

	WMA	RFP	BMU	Average
Planning	74%	58%	33%	55%

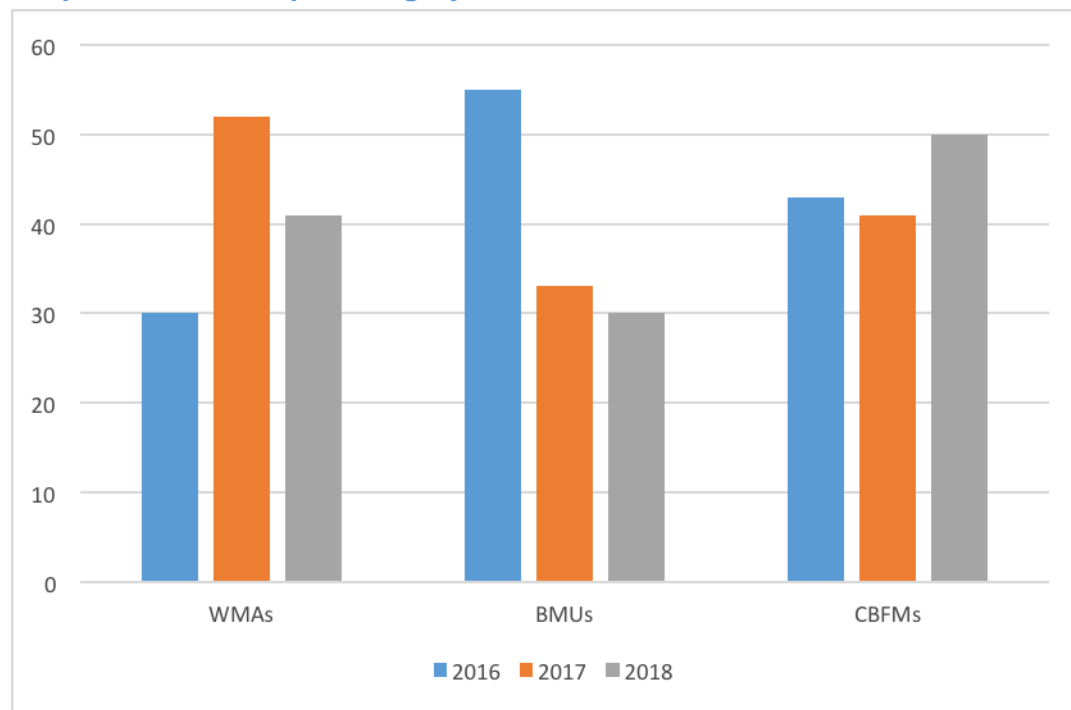
The planning category has 3 main indicators which are ***NRM rules and/or by-laws; management plans*** and ***participatory monitoring and adaptive management***. Key findings shows the existence of formal rules and by-laws in nearly all NRM entities hence a strong suggestion that the entities have potential effective management framework. Findings show 1 BMU has formal rules while 2 have prepared drafts for deliberation by appropriate authorities. Likewise 2 of the VFM committees have formalised the by-laws while 1 has submitted a draft for consideration while WMAs have by laws in place. In regard to existence of Natural Resources Management plans, the BMU are lagging behind but the remaining entities management plans are in place. The challenge which faces all management units is in the implementation. All entities indicated lower capacity in putting the plans into action and enforcing the existing plans. Participatory monitoring and adaptive management is an area of concern revealed by this CGMETT. The participants have clearly indicated the need for enhanced managerial skills and well as capacity building in the execution of the management plans which they have facilitated to put in place.

6.1 INPUTS

The Inputs criterion has five indicators which are ***Enforcement System; Infrastructure and Equipment; Capacity of Executive Body; Current Budget*** and ***Financial Sustainability***.

This criterion has scores lowly compared to the other criteria throughout the three years. In 2016, the Input criterion obtained an overall score of 30%; 55% and 43% in WMAs, BMUs and VNRMC respectively. In 2017 inputs scores improved considerably for the WMAs to from 30% to 52% for WMA; but dropped by 22% (i.e. from 55% to 33%) for BMUs and also the VNRMC scores dropped by 2% (from 43 to 41%). In 2018 improvements were observed for the VNRMCs only where the scores rose from 41% to 50%; while for the WMA the scores dropped to 41% and for BMUs the overall score dropped to 30

Performance of Input Criteria and its categories Across the 3 NRM entities – 2016 to 2018 –

Graph 6: Trend of Input category across all NRM entities

6.1.1 Enforcement System: Findings from the Beach Management Units (BMUs)

The respondents in **Ngapemba** gave a score of 2 i.e. ‘there is a system to enforce rules and by laws but there are some deficiencies of enforcement’. Leaders of Ngapemba BMU claimed that while they are able to use the by laws, they faced difficulties when trying to enforce the by-laws to livestock keepers. The challenge raised from the fact that firstly they could not impose fines to the livestock keepers because they had a maximum limit for the fines they could impose. Secondly, they found a technical challenge associated with the land use plans in their village. According to the respondents, areas designated for livestock grazing and water points are close to the boundaries of the BMU. It is therefore difficult to strictly limit entrance of the livestock keepers into the BMU’s boundaries. The respondents proposed a supervised dialogue in order to reach a win win situation between the livestock keepers and BMU management.

The by- laws for governing the BMU in **Mikeregembe** have been established but have not yet been endorsed by the District Council. The Mikeregembe team has explained that the by laws have now been taken to the LGA for approval. In the mean while the BMU is using the same draft by-laws to regulate the use of resources in the BMU; but in addition, the BMU with assistance of the Village Council sometimes use other village natural resources (Mazingira) by-laws to fill the existing gap. The participants scored 2 in this regard. According to the respondents, despite of the deficiency created by the absence of formalised by-laws, nevertheless, the BMU and Village Council are able to use the village system to enforce the other regulations relating to natural resources management.

In Kipugira it was clear that there is no system of enforcing the by-laws because firstly the BMU is on hold, but in addition the participants contended that the Village Council does focus on BMU issues rather on other generic environmental issues. Members of Kipugira BMU claimed that in order to manage BMU challenges and to develop BMU intervention, a committee that is specialised in BMU matters should be mandated to do so.

6.1.2 Enforcement System: Findings from the Village Natural Resources Committees (VNRMCs)

The Mtanza Msona and Chokoa Choko respondents claimed to have an effective and functioning system of enforcing rules and regulations which govern their forest resources. They have both the instruments which regulate access of the community members to the forest and forest products. These instruments include the management plans, the by laws and different mechanisms put in place to permit and sanction community members.

However these two VNRMCs have also indicated deficiencies in the enforcement which they have attributed to the size of the forests in comparison to available human resources, equipment and availability of funds to facilitate effective enforcement.

In case of **Uhanila**, the respondents claimed that they try to enforce their by laws but culprits disregard them because they know the by laws are not yet official. The respondents also indicated they are also challenged because they do not have legal instruments such as receipt books or formal guidelines which are legally accepted. Further more the respondents indicated that the overlapping instruments i.e. mechanisms from the district level and those at the village level create confusion in the management functions. They insisted for endorsement of their by laws and provision of administrative and management tools to enable them to implement their mandated functions.

6.1.3 Enforcement System: Findings from the Wildlife Management Areas (WMAs)

Juhiwangumwa WMA has developed draft WMA by-laws which they have presented to the LGA for approval. However, the by-laws are not yet approved. The participants had a difficult time in finding the right score for them. This situation was specifically challenging because it was dealing with **ENFORCEMENT**.

The participants agreed to score a 1 i.e. there is little enforcement due to the non-existence of formal by-laws. The respondents said they could make use of other Natural Resources Laws, and other relevant laws (Central and /or Local Government); but they would not be the enforcers, rather the responsibility would be shifted to the institution and personnel who are legally mandated to exercise the enforcement. However the leaders of Juhiwangumwa explained that they are sometimes compelled to use LGA and Sectoral legal frameworks in order to address the existing gap. Participants insisted that this is an interim measure while they are waiting for the by laws to be passed.

Respondents from **Isuma WMA (Kilombero and Ulanga)** said sometime enforcement occurs (a score of 2), but in most cases enforcement occurs informally. They gave a number of reasons as to why the situation is as it is:

- i. Capacity to enforce: They respondents feel they do not have adequate capacity (technically and physically) to enforce the by laws or any other regulations related to WMAs. This includes the administrative capacity, linking up with the LGA and other law enforcers etc.
- ii. Instruments for enforcement: The WMA has not yet prepared various tools and instruments relevant for the task. These include legal, management and administrative procedures, forms, receipts and even a place to hold culprits.
- iii. Lack of equipments to facilitate them to conduct surveillance in a secure and safe a manner reaching different parts of their area of jurisdiction.
- iv. Favourable environments of collaboration between district and central government institutions mandated to enforce local and national law.

6.2.1 Capacity of the Executive Body: Findings from the Beach Management Units

The Ngapemba and Mikeregembe respondents explained that as their BMU activities continue to expand so are their administrative and management responsibilities. They explained that their capacities were quite adequate at the time when they were beginning to establish the BMUs. But, at this moment, they find their capacities to be too low compared to the scope of their work and new responsibilities associated with enforcement of by laws, planning, managing natural resources as well as managing people and internal human resources.

The Kipugira BMU scored a 0 against these criteria mentioning that since they have not been operational for a long time, they have lost some of the skills and knowledge gained during the time they were active in BMU activities.

Comment by a participant during the CGMETT:

“Mafunzo hayajatolewa kuanzia kipindi cha study tour ya Mwanza. Maswali na utafiti ni mengi kuliko mafunzo” meaning

‘No training has been given to the executive since the time of study tour to Mwanza. Questions from Researchers about NRM are many than training’.

6.2.2 Capacity of the Executive Body: Findings from the Village Natural Resources Committees (VNRMCs)

All 3 VNRMCs claimed different levels of management capacities required for the implementation of their respective NRM entities. The Uhanila respondents said they have very limited managerial capacities (a score of 0). They identified areas of concern as being contract development delivery and management; record keeping, report writing, business planning, and effective supervision of business departments

The Chokoa Choko Committee scored 1 against this criterion that they have low administrative, management and technical skills in relation to the task in the forthcoming stage of managing a Forest Management Plan. They identified needs in overall management and administration, legal issues including contracting and business management skills.

The Mtanza Msona leaders argued that they have adequate capacities but would need further improvement (2). Their areas of concern were legal issues, managing contractors, tax issues and establishment and management of departments for implementation of their management plan.

All three committee mentioned also that they lack offices and the required systems to make their offices functional. Further more they wanted to know more about separation of their roles and those who would be involved in day to day engagement with investors and contractors.

6.2.3 Capacity of the Executive Body: Findings from the Wildlife Management Areas (WMAs)

The executives of the **Juhiwangumwa** admitted to a low skills level relative to the needs of their task of managing a WMA. They also pointed out the WMA lacks funding although they expect to advertise and get an investor in the near future. The task of promoting, advertising and managing an investor would demand additional skills to what they have at the moment.

The respondents said they have had training in the past, but the training focused at the needs of the previous phases, and did not anticipate future capacity and skills needs.

Likewise the executives in **Iluma (in both Ulanga and Kilombero districts)** had similar concerns to those of their counterparts in Juhiwangumwa in Rufiji. Together with skills capacity needs they also identified operational capacity needs including the need for an office, financial and communication system, a need for a legal personnel and business manager.

6.3.1 Infrastructure and Equipment: Findings from the Beach Management Units (BMUs)

All three NRM entities were disappointed with the problem of severe shortage of equipment and infrastructure. They gave many examples on how they operate without working equipment in the site as well as in the office. The Ngapemba

6.3.2 Infrastructure and Equipment: Findings from the Village Natural Resources Committees (VNRMCs)

The **Chokoa Choko** reps explained that equipment are in place but some would need to be added at the later stage depending on availability of funds. The representatives were able to list such equipment as 4 bicycles (for patrol) Uniforms in full set for 11 VGS, shoes for all 11 as well. Items of importance that the committee kept as a priority include tents, raincoats, rain boots, GPS and binoculars and in future office transport.

All participants also raised a concern about availability of office and office equipment.

6.3.3 Infrastructure and Equipment: Findings from the Wildlife Management Areas (WMAs)

According to the 2 WMAs equipment and infrastructure available is too few for the task. Iluma in Kilombero made a separation between infrastructure and equipment whereby they said road infrastructure in the WMA are is good although they also said there is a need for quick spot maintenance especially after the rains. Otherwise in terms of equipment they could list a few of the available tools including uniforms, bicycles and weapons. The WMA also mentioned that some equipments are kept by LGA staff (i.e the GPS) while those who need to use are left without it. The WMA participants gave a score of 2: i.e. there are facilities and equipment that are reasonably maintained but there are still some major gaps). Members of Juhuwangumwa also mentioned availability of some equipment but clearly indicated that the available equipment are inadequate.

Discussion: Inputs

Inputs Category

	WMA	RFP	BMU	Average
Inputs	41%	30%	50%	40%

This is the poorly performing of the five CGMETT categories. According to the respondents all indicators and criteria under this category scored poorly. There is significant contribution of this category and the objective of protection, conservation and wise use of natural resources. This category has significant influence on management effectiveness of the three entities involved in NRM.

7.1 GOVERNANCE

There are 7 key indicators in the Governance criteria. These are ***Legitimacy, Participation in Decision Making, Transparency, Accountability, Adaptive Governance, Collaboration with Government and Collaboration with Civil Society Organisations.***

The scores for Governance criterion has been fluctuating across the three years, with up and downward trends. The WMAs' scores remained relatively steady although there is 11% difference between the 2017 score of 81% and that of 70% in 2018. The score is however still higher compared to 60% in 2016.

The scores of BMU have deteriorated significantly across the three years from 69% in 2016 to 56% in 2017 and a seriously low score of 38 % in 2018. The narrative below explains the situation of Governance Criteria across the three entities and specific challenges affecting the effectiveness and quality of governance in BMUs.

7.1.1 Legitimacy: Findings from the Beach Management Units (BMUs)

As it had been noted in the other indicators, **the Kipugira BMU (Rufiji district)** has been negatively affected from the time they were asked to stop their BMU activities. The BMU structure is not functional because all decisions are now passed by the Village Environment Committee (i.e. Kamati ya Mazingira ya Kijiji). According to the BMU committee, there is no mechanism at the moment of providing inputs to the Village Committee. This is also due to the fact that there is no implementation of the BMU activities.

Participants from **the Ngapemba BMU in Kilombero district** however, expounded that members are elected with involvement of different social groups in their community; including livestock keepers, and, to concretize their argument, one of the elected member to the BMU committee elected from the livestock keepers, was present in this CGMETT survey.

Similarly **Mikeregembe BMU** also scored 3, indicating an inclusive procedure in the election of members into leadership positions. They gave examples of the newly elected Chairperson of the committee who got elected when the former Chairperson retired

7.1.2 Legitimacy: Findings from the Village Natural Resources Committees (VNRMCs)

According to the participants of the **Mtanza Msona VNRMV**, there is a clear mechanism for user group members to participate in making decisions; and, members are regularly participating and influence management decisions. It was elaborated that at this stage whereby the village is involved in the implementation of the Mtanza Msona Forest Management Plan, it is important for the committee to ensure that community members are duly involved in order to avoid unnecessary conflicts. They explained further that statutory meetings are held on regular basis in order to facilitate smooth implementation. They explained that the Village Government as well as the LGA play their oversight roles including demanding for statutory meetings.

The Chokoa Choko committee also gave a score of 3 like their counterparts.

7.1.3 Legitimacy: Findings from the Wildlife Management Areas (WMAs)

All WMAs exhibited that through their constitutions and regulations guiding their existence and operations, a member or a leader can be replace or even terminated depending on performance and gravity of the situation. They explained that the procedure is quite clear and the guidelines are distributed to all members (villages for clarity and awareness.

Likewise the constitution of WMA provides guidelines on how to amend structures, procedures and regulations. Example was drawn from Juhiwangumwa where a leader was replaced due to performance. Likewise Juhiwangumwa also amended their constitution to include new items² which to facilitate better management of the WMA. Juhiwangumwa Management body members are elected, different social group members are well represented and actively involved.

7.2.1 Participation in Decision Making: Findings from the Beach Management Units (BMUs)

In **Mikeregembe (Ulanga district)** the leadership complained about the poor or/and non-existence of collaboration and close cooperation between the BMU and Village Council. Consequently, communication is disjointed putting the BMU in isolation. Although the both the BMU and Village council are supposed to conduct statutory meetings, they do not do so. As a result community and members of BMU disregard calls for meeting, hence miss out in decision-making processes. Mikeregembe gave a score of 2 i.e. **‘there is a clear mechanism for user group members to participate in making decisions but only a few members are participating or influencing decisions’**

A similar situation was also mentioned in **Ngapemba (Kilombero district)**. However the participants of this CGMETT survey could demonstrate through minutes of various meetings that indeed meetings are held but a few people attend. Some of the statutory meetings that we could see the minutes of included meetings to announce revenue and expenditure of the BMU (the latest one was held in September 2017) annual budget and projected budget, as well as meetings between the management and security committee

The Kipugira BMU responded that they are no longer active in BMU activities; so all meetings for decision making are conducted by the village Council.

7.2.2 Participation in Decision Making: Findings from the Village Natural Resources Committees (VNRMCs)

According to the 2 VNRMCs i.e. **Mtanza Msona and Chokoa Choko**, there is clear procedure for community and user participation in decision making processes. In **Uhanila** where management plan is not yet operational community members are less assertive. The respondents from Mtanza Msona explained that the requirements for community participation is pushed through the LGA principles for community participation as well as sector requirements.

7.2.3 Participation in Decision Making: Findings from the Wildlife Management Areas (WMAs)

According to the participants of this survey from **Juhiwangumwa**, there is a clear mechanism for user group members to participate in making decisions but only a few members are participating or influencing decisions. The WMA participants explained the difficulties of conducting statutory meetings due to the number of legitimate members required to meet the quorum, and cost of convening them. In the past such meetings were financed by the project. An estimate of several million shillings was provided as a cost of calling such a meeting, and according to Juhiwangumwa it is beyond their capacity. The WMA now tries to get a few representatives as and when they are willing to volunteer to participate in adhoc decision-making meetings. This situation impairs the integrity and management effectiveness of the WMA, but the executive argued that it is an interim measure until they become financially stable or change their ways of operation.

² Changes were made regarding office terms of the Secretary General and other technocratic positions.

Ilima WMA on the other hand, conducts such meetings as stipulated in their constitution. Since their geographical setting is not as challenging as that of Rufiji, they meet frequently. Sometime the WMA can support its members with fare.

7.3.1 Transparency: Findings from the Beach Management Units (MBUs)

In general terms this criteria and its indicators were considered not relevant because the BMUs are not yet generating adequate funding. Participants in Ngapemba also explained that most revenue from BMU is collected by the Village Council because the BMU lacks official revenue collection receipts. As a result, the BMU is left without funds making its operations quite challenging.

The respondents also explained that, due to lack of effective revenue collection, the Secretary of the BMU who also happened to be a treasure had resigned because he had nothing much to do.

In Mkeregembe it was clearly explained that the BMU has no mandate of collecting revenue up until their work plans and by-laws have been approved. The respondents said:

TARATIBU ZOTE ZA KUKUSANYA MAPATO NA KUWEKA UWAZI WA MAPATO ZIPO KATIKA RASIMU YA SHERIA NDOGO NA MPANGO. LAKINI HAUWEZI KUTUMIKA KWA SABABU HAKUNA USAJILI NA HAKUNA UHALALI WA KUPATA MAPATO NA KUWEKA UTARATIBU WA MATUMIZI

ALL PROCEDURES FOR REVENUE COLLECTION, USE AND PUBLISHING EXPENDITURE ARE AVAILABLE AS DRAFT. THE BMU CANNOT EXECUTE ANYTHING AT THE MOMENT UNTIL THE BY LAWS AND PLAN ARE APPROVE TO GIVE LEGITIMACY TO DO SO.

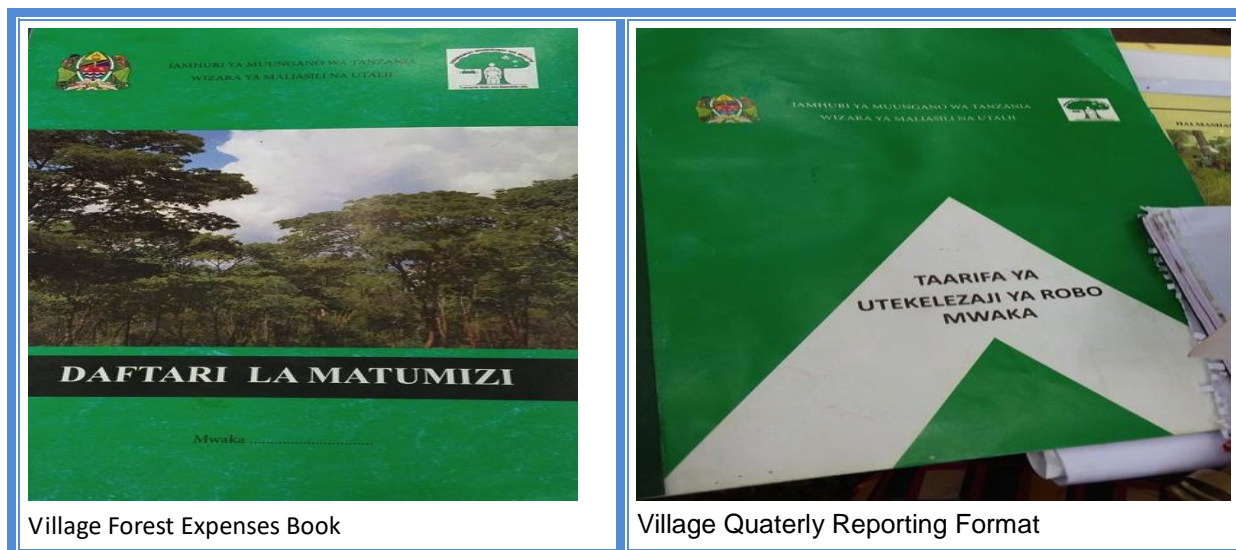
7.3.2 Transparency: Findings from the Village Natural Resources Committees (VNRMCs)

Mtanza Msona VNRMC is generating income and collects revenues from the implementation of the Forest Management Plan. They have in place revenue collection procedures as well as a system of giving financial reports. Some of their documents are as illustrated below:



Village Forest Receipt Book

Village Forest Revenue Collection Book



Village Forest Expenses Book

Village Quaterly Reporting Format

7.3.3 Transparency in Decision Making: Findings from the Wildlife Management Areas (WMAs)

Leaders of the **Iluma WMA in both Kilombero and Ulanga districts** elaborated that the frameworks allowing transparency in financial, administrative, management and operational procedures are in place. They gave a score of 2 to indicate that they can be improved though. The WMA respondents pointed out to that there are challenges collect revenues and subject themselves to public scrutiny for a number of reasons.

Firstly, the WMA has not yet started to generate money and that the budget is intermittent and sometimes not available at all to enable the existing financial and administrative procedures to be operational effectively.

Secondly, the management of the WMA expressed the need for establishment of official systems which will facilitate implementation of financial and administrative procedures. They have indicated however that they conduct internal and external audits when they able to do so, and also as a requirement in their constitution. It was not possible to verify whether audit reports are in place or not during this CGMETT exercise.

The WMAs explained also that they have started to disburse fund to all villages members of the WMA. The funds are rather small but the initiative is taken as a way of increasing the morale of members. However, they have not yet published the amount disbursed.

Juhiwangumwa WMA said they have not yet started to generate any funds, therefore they felt the question was not relevant to them.

7.4.1 Accountability: Findings from the Beach Management Units (BMUs)

Except for the situation of Kipugira, the other two BMUs explained that mechanisms for holding them to account are in place. However, sometimes the accountability frameworks are blurred and those responsible for holding them to account fail to do so in a timely manner

7.4.2 Accountability: Findings from the Village Natural Resources Committees (VNRMCs)

Mtanza Msona: Executive members have clear roles and responsibilities are answerable to their constituency and can easily be replaced if necessary

7.4.3 Accountability: Findings from the Wildlife Management Areas (WMAs)

Both WMAs i.e. **Iluma in Kilombero and Ulanga districts; and, Juhiwangumwa (in Rufiji District)** explained that their constitution clearly stipulates the roles and responsibilities of members. There have been delays however, in taking action against some offenders, but there have also been cases whereby members have been replaced for non-adherence to the constitution.

7.5.1 Adaptive Governance Findings from the Beach Management Units (BMUs)

There is a clear mechanism for user group members to participate in making decisions but only a few members are participating or influencing decisions

7.5.2 Adaptive Governance: Findings from the Village Natural Resources Committees (VNRMCs)

In the constitutions and by laws governing structure, functions and operations of the VNRMC, there is a clear mechanism on how the NRM entities can change and Mtanza Msona and Chokoa Choko mentioned that they are aware of them and can use the provision. However, members of Uhanila were not aware of such provisions.

7.5.3 Adaptive Governance: Findings from the Wildlife Management Areas (WMAs)

Likewise, Iluma and Juhiwangumwa are aware of the provisions for adapting and making changes in the structures and other institutional mechanisms that guide the performance of these entities. Both Juhiwangumwa and Iluma have made use of the provision so as to improve functionality and effectiveness of their management structure.

7.6.1 Cooperation with Government: Findings from the Beach Management Units (MBUs)

In Mikeregembe it was explained that there is no structured cooperation with Government, communication is strained and there is limited and often no support from the Government. Sometimes village Council visits the BMU for the purposes of revenue collection.

In Ngapemba, there is close relationship and cooperation with the village Government. The LGA provides training and other forms of support, but the relationship is rather inconsistent.

7.6.2 Cooperation with Government: Findings from the Village Natural Resources Committees (VNRMCs)

The management body is connected to some government bodies at different levels but there is limited support and cooperation

7.6.3 Cooperation with Government: Findings from the Wildlife Management Areas (WMAs)

The management body is connected to different levels of government bodies and there is reasonable support and cooperation

7.7.1 Cooperation with Civil Society and NGOs Findings from the Beach Management Units (BMUs)

Mikeregembe BMU is to some extent linked to Ngos and Civil Society Organisations. However the cooperation is not formalised. Some of NGOs/CSOs linked to Mikeregembe BMU are ILUMA, the Savings and Credit Organisation known as KIVUKONI SACCOS and TANAPA.

7.7.2 Cooperation with Civil Society and NGOs: Findings from the Village Natural Resources Committees (VNRMCs)

Like their counterparts in BMUs, the VNRMC are not connected effectively to NGOs and CSOs. According to them such institutions do not exist in the village level.

7.7.3 Cooperation with Civil Society and NGOs: Findings from the Wildlife Management Areas (WMAs)

Juhiwanguma in Rufiji is not connected to NGOs hence they have not been able to secure cooperation or support from them. To the contrary, in Iluma Ulanga the management body is connected to different levels of non-government bodies and there is reasonable support and cooperation. Iluma are connected through the Association of WMAs in Tanzania.

Illustration 1: Overall Governance Scores 2016 -2017

Governance	ENTITY	2016	2017	2018
	WMA	60%	81%	70%
	BMU	69%	56%	38%
	VNRMC	57%	63%	59%

8.1 OUTCOME

The Outcome criteria are comprised of four indicators: ***Equitability of Cost and Benefit Sharing; Status of Natural Resources and Environmental Services;***

Except for the VNRMCs, the other management entities i.e. the WMAs and BMUs illustrated low scores for the OUTCOME criteria. Improving performance for the VNRMCs can be associated with the on going implementation of forest management plans particularly for Mtanza Msona and Chokoa Choko. The performance of this indicator showed upward trend from 53% in 2016; then 42% in 2017 but with a regained performance with a score of 56% in 2018.

As for the WMAs, scores dropped from 67% in 2016 to 50% in 2017 and 42% in 2018. This trend is associated with lack of tangible gains from the protected resources as explained in the narrative below. As for the BMUs the scores also depreciated from 71% in 2016; to 56% in 2017 and 27% in 2018.

8.1.1 Equitability of Cost and Benefit Sharing: Findings from the Beach Management Units (BMUs); Village Natural Resources Committees (VNRMCs) and Wildlife Management Areas

All management units found this question to be rather irrelevant because they have not yet started to earn income, hence sharing of resources is almost non-existent. The indicators under this particular criteria could not fit any of the participating entity.

8.1.2 Status of Natural Resources and Environmental Services: Findings from the Beach Management Units (BMUs)

All 3 BMUs explained that the status of natural resources has improved although they have not conducted specialised scientific study to confirm their assertion. However they are using simple face value indicators to establish the status of natural resources in their areas of operation.

The respondents mentioned too that illegal activities and irrational use of resources has not been completely addressed, but as an entity responsible for improved management of these resources, they take action to prevent as well to address actions which threaten the protected resources.

8.1.3 Status of Natural Resources and Environmental Services: Findings from the Village Natural Resources Committees (VNRMCs)

Same as in the situation in the BMU

8.2.1 Status of Natural Resources and Environmental Services: Findings from the Wildlife Management Areas (WMAs)

Respondents in the 2 WMAs explain that they continue to make assessment of the status of natural resources in their areas of jurisdiction principally because they want to be able to use the information for promotion of the WMAs and attract investors. Iluma is intending to conduct animal census and so it Juhiwangumwa.

8.2.2 Empowerment: Findings from the Beach Management Units (BMUs)

The Kipugira BMU in Rufiji ha an opinion that there is significant external influence in the user group decision. This conclusion was made following the challenge that the BMU members faced which culminated into their activities being put into hold. The respondents felt that neither the village council nor the BMU member themselves could facilitate and reach the conclusion regarding their fate as leaders of Kipugira BMU.

Following thereafter the Mikeregembe BMU argued and gave example for their position that user group partially influence management decision while there is significant influence from outside. Mikeregembe presented their case on a number of propositions they have made with the LGA and KILORWEMP but so far there has not been any response, and the members of BMU themselves are kept waiting. This position is shared also by the Ngapemba BMU although for a different reason.

Members of Ngapemba had a view that since they significantly lack capacity and financial resources they will continually be dependent on external influence.

8.2.3 Empowerment: Findings from the Village Natural Resources Committees (VNRMCs)

In Mtanza Msona and Chokoa choko, the participants were certain to undertake key decisions with less influence from external agencies. However, they argued to on realistic side they are still influences and sometimes commanded upon by the district as well as donors, partially because of limited knowledge and low financial capacity.

8.2.4 Empowerment: Findings from the Wildlife Management Areas (WMAs)

Iluma and Juhiwangumwa: User group members partly influence management decisions but there is significant external influence. This is situation attributed by the participants to both their low technical capacities and sector expertise but also low financial capabilities.

8.3.1 Livelihood and well being of user group and surrounding: Findings from the Beach Management Units (BMUs)

The participants from Ngapemba BMU explained that they cannot claim any livelihood benefits from the BMU because they have not yet implemented the BMU management plan effectively. The participants gave a score of 1 with anticipation that comparing to the time when environmental destruction was occurring, the situation has now improved and it is expected that the community and members will enjoy the benefits of their BMU.

Both Kipugira and Mikeregembe BMUs claimed that although in the long run the established natural resources units are expected to generate benefits but so far, the participants and communities at large have not yet benefited from the establishment of the BMUs.

8.3.2 Livelihood and well being of user group and surrounding: Findings from the Village Natural Resources Committees (VNRCs)

Like in other NRM entities protection of the Uhanila forest has had ‘immediate negative effects’ according to the respondents. However, it is expected that once the management plans are implemented the community will benefit from the protected forest.

Mtanza Msona and Chokoa Choko respondents indicated accruing benefits to the communities although the benefits are realised after a long wait.

Iluma WMA (Ulanga district) has started to accrue some direct funds which for the first time this year, the WMA is able to distribute some, to all members in order to enable them to contribute to construction of primary schools in the respective villages. However, the participants said funds obtained are not directly from the business component of the WMA, rather it is from small fines and fees from the villagers themselves. The members are not yet able to include WMA as a steady and reliable source of livelihood for them because implementation has not yet started. In this regard, the participants scored 2 i.e. the livelihood options and well-being of both the user group and the surrounding community have at least been neutrally affected as a result of formation of the NRM area .

8.3.3 Livelihood and well being of user group and surrounding: Findings from the Wildlife Management Areas (WMAs)

According to the respondents in the Iluma WMA, the livelihood options have changed, people are now compelled to find alternative sources of livelihoods outside the WMA which was previously a source of their livelihood although they were causing serious damage to the resources through irrational use of the resources. The establishment of the WMA has indeed ‘negatively’ affected the community, but they are now beginning to appreciate the preliminary results of the WMA. Since the WMA has not yet started to generate direct incomes to the community,

The respondents in Juhiwangumwa WMA also declared that it is evident that the status of natural resources has improved in the WMA area compared to the past years. However, since the WMA has not yet started to generate tangible and direct benefits members, there is an overall feeling that the WMA has not yet availed livelihood options to them. They argue that given the environmental benefits brought by the establishment of the WMA, one could say that ‘the livelihood options and well-being of both the user group and the surrounding community have at least been neutrally affected as a result of formation of the NRM area’

Discussion: Outcome

Outcome Category

	WMA	RFP	BMU	Average
Outcome	45%	27%	56%	43%

Four indicators comprise the Outcome category and these are equitability of **cost and benefit sharing; Empowerment, Status of natural resources and environmental services; and, livelihood and well being of user group;**

Overall analysis and comments by the project PIU

If we analyze the scoring by categories of CBNRM, the following are the trends:

	WMA			BMU			VFR		
	2016	2017	2018	2016	2017	2018	2016	2017	2018
Context	67%	89%	100%	61%	70%	70%	63%	70%	96%
Planning	41%	56%	74%	89%	52%	33%	74%	52%	59%
Input	30%	52%	41%	55%	33%	30%	43%	41%	50%
Governance	60%	81%	70%	69%	56%	38%	57%	63%	59%
Outcome	67%	50%	45%	71%	56%	27%	53%	42%	56%
Average	53%	66%	66%	69%	53%	40%	58%	54%	64%

	Average			Diff 2017-2015		
	2015	2016	2017	WMA	BMU	CBFM
Context	64%	89%	89%	33%	9%	33%
Planning	68%	55%	55%	33%	-56%	-15%
Input	43%	40%	40%	11%	-25%	7%
Governance	62%	56%	56%	10%	-31%	2%
Outcome	64%	43%	43%	-22%	-44%	3%
Average	60%	57%	57%	13%	-29%	6%

We can observe diverging trends between the types of CBNRM units:

- WMAs and CBFM sites show an overall positive trend over time of the self-assessed indicators. This is particularly true for the dimensions of CONTEXT and INPUTS. Values for GOVERNANCE and PLANNING are mixed. The values for OUTCOME are downward for WMAs and slightly positive for CBFM.
- The BMUs show overall negative trends across all dimensions assessed except planning.

The above more detailed analysis presents the direct feedback and explanations provided by the respondents.

In our summary analysis we find this outcome consistent with the progress reported by the project, whereby:

- WMAs and CBFM sites have moved forward with planning and are approaching business development. However, the long time lapse spent before reaching real business and income generation has been a source of frustration for the CBNRM respondents.
- In the case of BMUs, respondents clearly show a sense of missed direction. With reference to the project progress, we assess that this response is consistent with the conditions and progress achieves at the two sampled sites.
 - The progress at the site in Rufiji was delayed due to the community rejecting the BMU establishment process in 2016 and then the project had to re-establish the management system: this process was still ongoing at the time of the survey.
 - In the case of Ngapemba BMU in Kilombero, the progress on this site was deliberately paused by the project in 2016, because this site is part of a key wetland area identified and studied as part of the preparatory work for the Integrated Management Plan for the Kilombero Valley Ramsar Site and targeted for ad-hoc assessments and management planning. The project with authorities had deliberated to pursue further BMU development (especially preparation of management plan) as part of the management of the wider wetland site (Ngapemba conservation area), because fisherfolks appeared in conflict with the hunting company established in a nearby hunting block of high biodiversity value. There was a need to harmonize the

management of fisheries with the overall wetland management measures. The project prepared plans to do so as part of the IMP establishment process. Unfortunately, these plans were approved with a very large delay in late 2017. The scope of work, therefore, had to be reduced and the more process-oriented tasks concerning fisheries management had to be canceled. However, a detailed participatory assessment was carried out and involved the fisherfolk (reported in an ad-hoc report).

- We further noted that the CGMET survey was carried out in the same 2 BMUs where it had been carried out in the previous years, for consistency purposes. The consequence was that these two sites, for the reason explained, moved in opposite direction compared to the other BMU target sites (2 in Ulanga and 1 in Kilombero) which have progressed in the meanwhile. Therefore the PIU feels that while the BMU performance assessment carried out in this CGMET report represents the situation observed, this is no longer representative of the average progress across the target BMUs.