



Africare/Tanzania

PARTICIPATORY EVALUATION REPORT FOR THE UGALLA COMMUNITY CONSERVATION PROJECT, TABORA, TANZANIA

By

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APRIL 2004

UCCP Extension Grant # 623-A-98-00-0013-00
SO8 - Improved Conservation of Coastal Resources and Wildlife in Targeted Areas

EXECUTIVE SUMMARY

Ugalla Community Conservation Project (UCCP) was initiated in 1998 to address problems related to natural resources conservation, environment, poverty and institutional issues in Ugalla. The main goal of the project was *“to create a foundation for sustainable community-based conservation and natural resource management around Ugalla Game Reserve”*. Attainment of this goal was expected to contribute to USAID/Tanzania strategic objective two (SO2) *“Improved conservation of coastal and wildlife resources in targeted areas”*. A participatory evaluation of UCCP was conducted during November 2003, to assess what was planned to be done in 1998, what has been done to date (2003) and what needs to be done in the future to improve conservation of Ugalla Ecosystem.

Discussions held with communities and field observations indicated that both fauna and flora have improved over the past five years. Wildlife sightings were reported to have increased both in designated pilot wildlife management areas (pWMAs) and communal lands.

UCCP conducted training in Participatory Rural Appraisal and Participatory Land Use Management. The training increased communities’ awareness on the importance of conservation and wise use of natural resources. It also resulted in communities setting aside 541,000 hectares of land for natural resources conservation, out of which 341,000 hectares have been set aside as pilot wildlife management areas. This has enabled the government to declare two pWMAs in UCCP target areas (Uyumbu and Ipole).

The project enabled private manufacturers to fabricate resource-harnessing equipment: ram presses, top-bar hives and improved stoves. The project has also trained a number of village natural resources scouts, who have significantly reduced illegal resource use in Ugalla. Furthermore the project has increased the income of target beneficiaries to a great extent through encouraging adoption of improved technologies.

The project facilitated Urambo, Sikonge and Mpanda districts to initiate 15 functioning community based natural resources management committees. Furthermore, 9 village governments were facilitated to set into operation audit worth accounting systems.

Going through project reports and discussions held with key functional officers in the project, it was difficult if not impossible to identify cost centers and related activities. This made it difficult to assess project efficiency. On the other hand, UCCP has generally shown to be effective despite observed ambiguity in defining targets to be accomplished. Various reports and field observations confirmed that UCCP’s interventions are relevant to target beneficiaries. The presence of producer associations and the fact that women are now involved in traditionally exclusive men’s economic activities, such as beekeeping and fish farming, is a good indication of project sustainability.

UCCP used a number of strategies to attain its objectives. The most outstanding ones were: Community awareness creation through training and improving equity through use of gender and environmentally friendly enterprises.

Some of the outstanding challenges and constraints encountered during implementation of UCCP included: the reluctance of natural resource managers to let their “Power Go” to local communities, conflicts of interests due to some corrupt leaders and state of insecurity for village natural resources scouts resulting from lack of legal recognition, protection and lack of defined financial support while on duty.

Participants who attended a two days participatory evaluation workshop in Tabora (November 14 -15, 2003) clearly indicated that beneficiaries were satisfied with UCCP’s performance and achievements. Participants resolved that the project should be extended. They identified the following strengths and opportunities that should be used during implementation of extension of UCCP: community support to UCCP, abundance and diversified natural resource base, existence of supportive policies and legal instruments, and political will on sustainable natural resources management for poverty alleviation.

Main weaknesses and threats that the project will have to monitor and resolve to improve conservation of Ugalla Ecosystem include: limited financial and skilled human resources, lack of baseline data on natural resource base, inadequate monitoring of project performance, conflict of interest among natural resource managers and practitioners, inadequate motivation to village natural resources scouts, poverty, influx of refugees, deforestation caused by tobacco cultivation and unreliable markets. The evaluation team noted weaknesses in UCCP’s monitoring system that needs to be improved to ensure that UCCP’s data that input to SO2 Performance Monitoring Plan meets desired quality.

The importance of institutional capacity building in community based natural resource management and the importance of social capital in sustaining community based natural resources management initiatives are among the most important lessons learned during the implementation of UCCP. UCCP has developed a foundation for community participation in management and conservation of natural resources both in the project and non-project villages. The project has positively influenced local communities’ resource use practices to a larger extent and has succeeded in gender mainstreaming. However scaling up successful income generating activities such as beekeeping, fish farming, cultivation of sunflower and palm oil will significantly contribute to poverty reduction and enhance conservation of Ugalla Ecosystem.

The evaluation team recommends that UCCP should continue to look for alternative cash crops to tobacco, develop baseline data (resource base and institutional/organizational aspects), and consider new emerging stakeholders needs. Village natural resource committees should remain accountable to local communities and Africare should be a ‘Power Broker’ between the private sector and local communities and it is important to integrate traditional institutions in the management of Ugalla Ecosystem.

Community Based Natural Resources Management approaches in UCCP must be flexible and adapted to fit local contexts, complexities and emerging needs. There is also a need to review the UCCP Memorandum of Understanding to accommodate the newly formed Ugalla Ecosystem Working Group and the inclusion of Uyui District in the project.

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ACRONYMS AND ABBREVIATIONS

CBC	Community Based Conservation
CBNRM	Community Based Natural Resource Management
CBO	Community Based Organization
FBD	Forestry and Beekeeping Division
FCO	Field Conservation Officer
FR	Forest Reserve
GR	Game Reserve
HASHI	Hifadhi Ardhi Shinyanga
IR	Intermediate Results
M&E	Monitoring and Evaluation
MNRT	Ministry of Natural Resources and Tourism
MOU	Memorandum of Understanding
MTE	Mid-Term Evaluation
NGO	Non Governmental Organization
PLUM	Participatory Land Use Management Planning
PMP	Project Monitoring Plan
PMT	Project Management Team
PRA	Participatory Rural Appraisal
pWMA	Pilot Wildlife Management Area
SO	Strategic Objective
UCCP	Ugalla Community Conservation Project
UGR	Ugalla Game Reserve
USAID	United States Agency for International Development
VFR	Village Forest Reserve
VGS	Village Game Scout
VNRMC	Village Natural Resources Management Committee
WD	Wildlife Division
ZAPU	Zonal Anti-Poaching Unit

ACKNOWLEDGEMENTS

The evaluation team would like to sincerely thank Africare -Tanzania for providing the financial and logistic support, which enabled the evaluation to be conducted successfully. Cooperation and continuous support from Africare-Tanzania officials, namely: Ms. Cheryl Danley, Resident Representative and Mr. Alfred G. Kalaghe, Agro-Environmental Advisor are deeply appreciated. The Ugalla Community Conservation Project officials namely Mr. Shidumu Mawe, Mr. Elia Mgalihya, Mr. S. Salema and Mr. E. Massawe, provided technical support and participated periodically in facilitating the evaluation. We are also grateful to all other Africare-Tanzania officials for their support.

Mr. Peter Ottaru, from Wildlife Division, Dar es Salaam, Mr. Charles Msilanga from Ugalla Game Reserve, Mr. Massawe from Ugalla Community Conservation Project and Ms N.M. Udangu from Urambo Community Development Department accompanied the evaluation team in the field trip and provided important guidance and clarification on issues discussed with various stakeholders. We are very thankful for their contributions.

During the evaluation, discussions were held with various policy and decision makers from national, regional and district levels. These discussions were very instrumental in the process of implementing the evaluation through sharing of experiences and providing guidelines for the way forward. We are greatly indebted to USAID and Tanzania Government officials who actively participated in the discussions namely: Mr. Emmanuel Severre, Director, Wildlife Division; Mr. Daniel C. Moore, Team Leader - Environmental Program, USAID/Tanzania; Mr. Asukile R. Kajuni, Project Management Specialist – NRM, USAID/Tanzania; and Mr. Gilbert Kajuna, Project Management Specialist – Environment, USAID/Tanzania.

A two days participatory workshop held in Tabora town provided inputs to the evaluation. Officials who participated in the workshop included: One Senior Game Officer from Wildlife Division, Dar es Salaam, and Representatives from Tabora Regional Secretariat, Ugalla Game Reserve Manager, District Commissioners, District Council Chairpersons and District Development Directors from Urambo, Sikonge, Mpanda and Uyui districts. Various district functional officers, representatives from CBOs, Women groups, Village Natural Resource Management Committees and Village Game Scouts from Urambo, Sikonge and Mpanda districts also participated. The workshop provided valuable inputs for the evaluation process. We are thankful to all the participants for their valuable contributions.

A debriefing meeting held at Protea Hotel, Dar es Salaam on 11th December 2003 and attended by officials from USAID, WWF, FBD, WD, GREEN-COM, UGR, UCCP and Africare-Tanzania discussed the initial draft of the report and provided valuable inputs, which contributed to the improvement of this report. We are very much thankful to the contributions provided.

Similarly, the success of this evaluation was greatly attributed to the active participation of villagers, village government officials, village environmental committee members, village game scouts and women groups residing within the Ugalla Community Conservation Project who were consulted. We are greatly indebted to all of them.

We would also like to sincerely acknowledge the contribution of the devoted and disciplined UCCP driver Mr. Julius Michael who drove us during the entire period of the fieldwork.

Lastly, we would like to say that all good things from this evaluation report are common property, but the shortcomings are solely ours.

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1. INTRODUCTION

1.1 Background

1.1.1 Paradigm shift towards community based natural resources management

In recent years, coinciding with the mainstreaming of participatory approaches in development theory and practice, there has been a paradigm shift advocating that local resource users and their institutions should play an active role in the protection and management of natural resources (Jodha and Bhatia, 1998 and Ainslie, 1999). Concomitant and complementary to this, was a recognition that state control has been largely unsuccessful, costly and financially unsustainable requiring new and more devolved approaches to local level natural resource management (Shackleton *et. al.*, 2001).

In Tanzania, within the past five years, substantial reforms have taken place in the natural resources sector, following the adoption of a number of new policies such as Forest Policy, Wildlife Policy and Beekeeping Policy (MNRT 1998a, MNRT 1998b & MNRT 1998c). As a result, Community Based Natural Resource Management (CBNRM) has received considerable development and research attention. There has been considerable progress in devolving power over natural resources from state to local communities (Kajembe *et. al.*, 2003, MNRT 2001).

1.1.2 Ugalla Community Conservation Project

1.1.2.1 Project Initiation

Ugalla Community Conservation Project (UCCP) was initiated with an aim of developing a foundation for community participation in the management and wise use of natural resources in Ugalla Ecosystem (Africare 1997). The Project was established to address a number of problems in Ugalla ecosystem related to resource use, environment, poverty and institutional issues. Ugalla Community Conservation Project was initiated with the following main goal: “*Foundation created for sustainable community based conservation and natural resource management around Ugalla Game Reserve (UGR)*”.

The Project had the following specific objectives namely:

- Awareness created and support secured for conservation and responsible use of resources in UGR, surrounding Forest Reserves (FRs) and non-protected areas. This entailed changing attitudes and acceptance of joint responsibility by communities and government officials working in Ugalla and adjoining districts.
- Responsible resource utilization practices undertaken by resource users. This entailed promotion of appropriate technologies and techniques that were environmentally friendly which were expected to lead to improved efficiency in resource use.
- Approaches tested and accepted for community management of natural resources. In this objective UCCP was supposed to assist communities, technical agencies and district governments to develop new systems for managing natural resources that ensure equitable sharing of benefits resulting from their participation in conservation.

- Income levels of rural women and men increased through the use of environmentally sound small enterprises. These enterprises were expected to provide tangible benefit to communities.
- Organizations and Institutions strengthened to enable them carry out sustainable natural resource conservation.

1.1.2.2 Project Evolution

The project has been evolving over the last five years (1998-2003). A midterm review of the project took place in the year 2000 whereby USAID project design was adopted. The design is based on results SO2 results framework, which is hierarchically divided into thematic Strategic Objectives, Intermediate Results (IRs), Outputs and Activities (Africare 2000a, Africare 2002 a and Africare 2002b).

The UCCP contributes to Strategic Objective Two (SO2), “**Improved Conservation of Coastal and Wildlife Resources in Targeted Areas**”. This Strategic Objective has several Intermediate Results (IRs). Figure presents a summary of USAID/Tanzania SO2 Results Framework related to UCCP.

An overview of UCCP objectives, Original UCCP intermediate results and current USAID intermediate results UCCP’s activities have attempted to attain over the years is presented in table 1.

Figure 1: USAID/Tanzania SO2 Results Framework related to UCCP

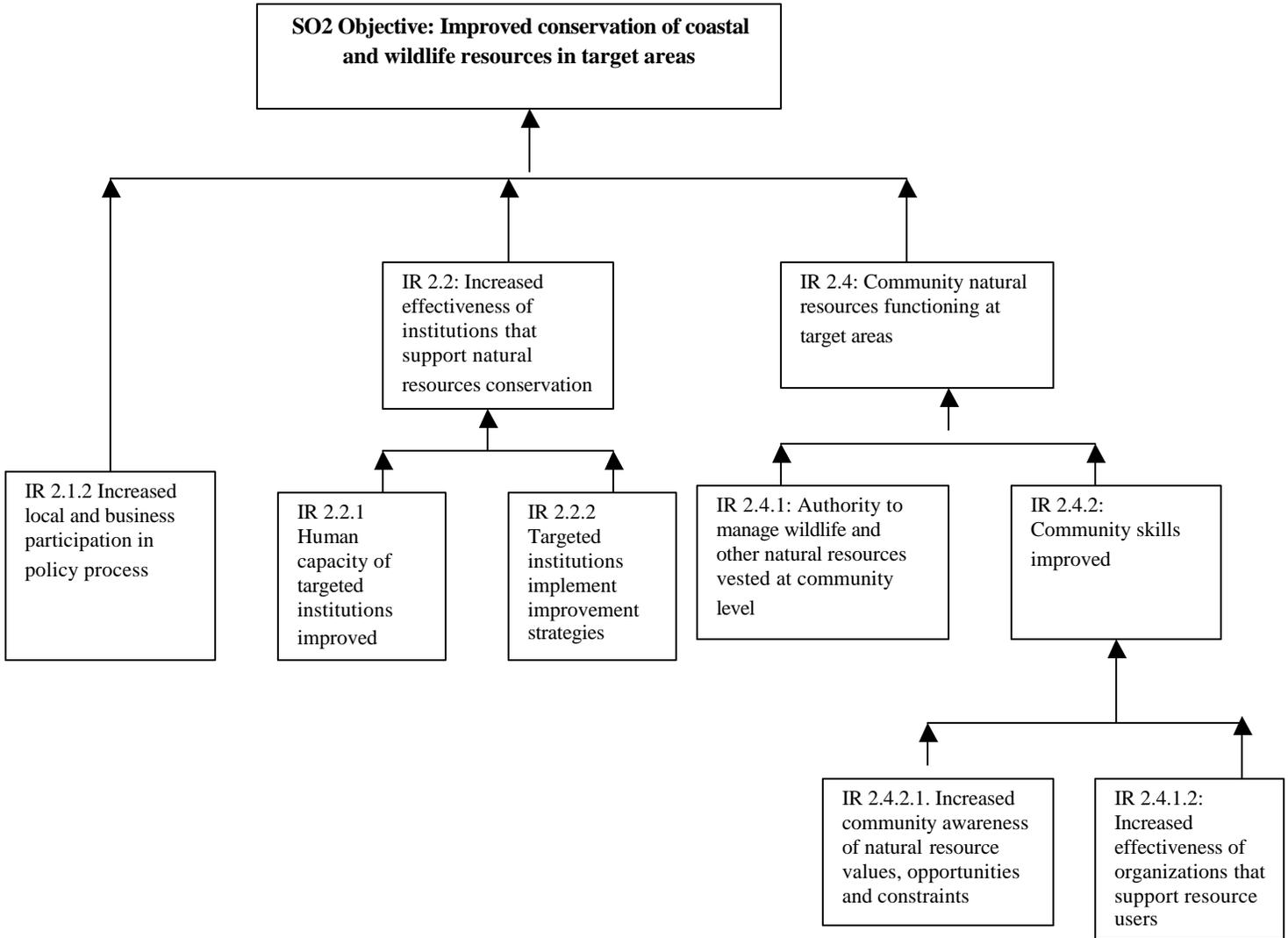


Table 1: Overview of UCCP objectives and related Old UCCP IRs and Current USAID IRs

UCCP OBJECTIVES	Original UCCP IR	Current USAID IR
<i>Objective 1: Awareness creation and support secured</i>	<i>IR 2.3.4. Increase Community awareness of natural resource values, opportunities, and constraints</i>	2.4.2.1 Increased community awareness of natural resources values, opportunities and constraints
<i>Objective 2: Responsible resource utilization practices</i>	IR2.3.2. Increased adoption of sustainable natural resource management and enterprise practices	IR 2.4 Community Natural Resources management functioning at target areas.
<i>Objective 3: Approaches tested and accepted for CBNRM</i>	IR2.3.1 Community natural resource management regimes functioning in targeted areas	IR 2.4 Community Natural Resources management functioning at target areas.
<i>Objective 4: Income levels increased for rural women using environmentally sound small enterprises.</i>	IR 2.3.3: Improved technical and enterprise management skill of community residents	IR 2.4 Community Natural Resources management functioning at target areas.
<i>Objective 5: Organizations and institutions strengthened for sustainable natural resource management and utilization</i>	IR 2.3.7: Increased effectiveness of organizations that support resource users	IR 2.4.1.2 Increased effectiveness of organizations that support resource users
	2.3.5: Strengthened natural resource use regulatory capacity by targeted community.	2.4.2.1 Increased community awareness of natural resources values, opportunities and constraints
	IR 2.3.6: Authority to manage wildlife and other natural resources vested at the community level.	2.4.1 Authority to manage wildlife and other Natural Resources vested at community level.

1.2 Why Participatory Evaluation?

Participatory evaluation involves feedback on information from stakeholders (Kajembe, 1994). Participatory evaluation is important means of detecting unforeseen outcomes, which may have diverse effects on stakeholders, and checking the validity of the project objectives and activities (FAO, 1985).

Participatory evaluation conducted in UCCP was intended to answer questions of project efficiency, effectiveness, impact, relevance and sustainability. The importance of Participatory Evaluation has been emphasized by a number of writers. Stephens (1988 in Kajembe 1994) indicated that in building up a social or economic structure in which people are helped to take charge of their lives, there is no substitute for honest feedback on the process. While emphasizing on this, Rugh (1986 in Kajembe, 1994), commented that “unless the results of the last years’ objectives are measured and analyzed how can subsequent objectives be realistically set?

Participatory evaluation carried out in Ugalla Community Conservation Project will serve dual purposes: as a management tool which will enable the management to improve efficiency and effectiveness; also as an educational process, in which stakeholders will increase their awareness and understanding of the various factors affecting the project, thus increasing their control over the development process. Furthermore, participatory evaluation carried out in UCCP can be an effective means of increasing self-reliance and ownership of the project.

2. OBJECTIVES, EXPECTED RESULTS AND METHODOLOGY

2.1 Objectives

2.1.1 Overall Objective

The overall objective of the evaluation was to assess in historical perspectives what was planned to be done in 1998, what has been done to date and what needs to be done in the future to improve conservation of Ugalla Ecosystem in light of the new direction of the project.

2.1.2 Specific Objectives

Specifically the Terms of Reference required the evaluation team to carry out the following tasks (see Annex 1):

- (i) Evaluate UCCP'S progress and its impact to strategic objective two (Improved Conservation of Coastal Resources and Wildlife in Target Areas).
- (ii) Evaluate UCCP's objectives and results and find out whether these have indeed contributed to SO₂ results framework and identify gaps that need to be filled during implementation of the "Proposal for extension of UCCP beyond September 2003".
- (iii) Evaluate UCCP's efficiency and effectiveness in addressing issues that were identified at the beginning of the project.
- (iv) Evaluate UCCP's sustainability strategy and identify gaps that should be addressed during implementation of the "Proposal for extension of UCCP beyond September 2003".
- (v) Evaluate strategies used by UCCP for implementing different interventions and come up with recommendations that will improve implementation of future community based conservation activities in Ugalla Ecosystem.
- (vi) Identify key project activities that should continue to be implemented along with other activities listed in the proposal for extension of UCCP beyond September 2003, which will improve conservation of Ugalla Ecosystem.
- (vii) Identify constraints that have been encountered in the implementation of the project and suggest ways to overcome them for the smooth implementation of future CBNRM activities in Ugalla Ecosystem.
- (viii) Evaluate progress of collaborative activities undertaken jointly by UCCP, SUA-TU Linkage Project, Green Com II, and WD and identify overlap to be avoided, gaps to be filled and synergies required to optimize use of resources to improve conservation of Ugalla Ecosystem and achieve SO₂.
- (ix) Evaluate performance and effectiveness of different UCCP's Project Management regime working groups, the planning process, performance-monitoring plan, reporting and financial management, and identify gaps that need to be filled for efficient implementation of Proposal for Extension of UCCP beyond September 2003.
- (x) Assess beneficiaries' satisfaction and develop consensus with all key stakeholders on the way forward.

2.2 Expected results

The evaluation team was expected to produce the following results:

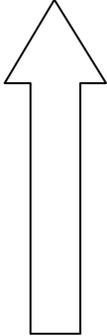
- (i) Indicate major achievements and shortcomings of UCCP.
- (ii) Indicate what the project was supposed to do, what has been done and what needs to be done in the future.
- (iii) Indicate strengths, weaknesses, threats and opportunities that can be used for streamlining future CBNRM activities in Ugalla Ecosystem.
- (iv) Develop consensus with all stakeholders on strategies for implementing UCCP beyond September, 2003.
- (v) Show major ecological impacts that have been achieved and what needs to be achieved in the future.
- (vi) Clearly indicate synergies between partners working in Ugalla Ecosystem that will optimize use of resources to improve conservation of Ugalla Ecosystem and ensure that communities accrue maximum benefits from their participation in conservation of Ugalla Ecosystem.

2.3 Methodology

2.3.1 Conceptual frame work for evaluating UCCP

The conceptual framework as indicated in figure 2 guided the evaluation. The conceptual framework put into perspective the main aspects underlying the project namely: natural resource base (forests, wildlife, beekeeping and fisheries), institutional and socio-economic aspects (short and long term benefits).

Figure 2 Conceptual framework for the evaluation of UCCP

3	Evaluation 2003	-	Results/ outcomes in respect to resource base	Results/outcomes in respect to institutional/ organizational aspects	Results/ outcomes in respect to socio- economic aspects	Direction of change 
2	Implementation 1998 to 2003	-	Indicators to capture changes in natural resource base	Indicators to capture institutional/ organizational changes	Indicators to capture socio- economic changes	
1	Commencement – 1998		Natural resource base (Forests, Wildlife, Beekeeping and Fisheries)	Institutional/ organizational aspects	Socio- economic aspects	

2.3.2 Data Collection

2.3.2.1 Secondary Data

A number of published and unpublished documents were consulted both at Africare/Tanzania Country Office in Dar es Salaam, at Ugalla Community Conservation Project in Tabora, and from other sources including Government Offices, USAID and Universities. Such pre-existing data were both qualitative and quantitative. The data from these documents served dual purposes, first they saved considerable time and expense and secondly, they acted as checkpoints for the primary data collected from the field.

2.3.2.2 Community level

The evaluation team utilized mostly participatory techniques in data collection such as historical trends and group discussions.

2.3.2.3 Decision Making/Functional Officers' Levels

Discussions were among the main techniques used to collect information at the Decision Making/Functional Officers' levels. Discussions were basically held with regional, district, division, and ward decision makers and functional officers including the UCCP Management Team, and other functional officers in Sikonge, Urambo and Mpanda districts. The idea was to triangulate information so as to achieve objectivity and reliability and reduce bias inherent in these types of data collection techniques.

The discussions were participatory, interactive and of “round table” nature. The Evaluation Team used pre-designed checklists to solicit information on the extent of natural resource conservation and management in the Ugalla ecosystem, socio-economic and institutional aspects and encountered management problems over the period under review.

2.3.2.4 Participatory Workshop

A two days participatory evaluation workshop for key stakeholders was conducted at Uhazili Training Institute in Tabora. Decision makers from Tabora Regional Secretariat, Sikonge, Urambo, Mpanda and Uyui districts along with their functional officers attended this workshop. Similarly, leaders of women groups, village natural resource management committees, resource producers’ associations and Village Natural Resources Scouts attended the workshop (Annex 3).

Participatory workshops have often been referred to as “Re-orientation workshops” (Gronow and Shrestha, 1998 in Kajembe and Kessy 1999). In this workshop, there was no teacher/pupil relationship, rather it was accepted that every one had something to contribute to the evaluation process. The objective was to encourage stakeholders to learn from their own experiences and to gauge stakeholders’ satisfaction on UCCP’s performance.

The facilitators (Evaluation Team) had to listen and understand stakeholders’ perspectives on UCCP. In addition, the workshop methodology itself provided new experiences. Since agreement by group consensus is usually the key factor in CBNRM, the workshop was designed to show the stakeholders how consensus can be reached by actually experiencing it. “Reflections” enabled the stakeholders to re-evaluate their attitudes, values and roles in the project. The facilitators encouraged reflections by posing challenging questions. Invaluably in an open but challenging climate of the workshop, prevalent attitudes gave way to more honest ones. In short, the facilitators took the opportunity to conduct the evaluation not as a “passive” review of what has and has not been achieved but as a learning experience for the stakeholders.

3. FINDINGS

3.1 Definition of Key Concepts Underlying the Participatory Evaluation

To enhance stakeholders' effective and open participation in the evaluation, introductory clarification on key concepts underlying the evaluation was provided. The understanding was important to facilitate collection and systematic recording of data. Monitoring and Evaluation (M&E) is defined as *“The collection and management of information to be analyzed and used for the regular and periodic assessment of a project's or program's relevance, performance, efficiency and impact in the context of its stated objectives.”* Project's M&E system is a subset of the overall “management information system” and it is concerned, specifically, with assessing achievement of a project's objectives (Royal Ministry of Foreign Affairs, Norway 1993).

Monitoring refers to regular, ongoing collection, analysis and use of information within the project (Kajuni &Nasser 2003). Evaluation, on the other hand, is the formal, periodic assessment of available information usually involving key stakeholders within and outside the project. Project M&E is about assessing a project's performance against its stated objectives covering final goal, immediate objective, outputs, activities, annual work plans and assumptions. The primary objective of project M&E is to assist the project and its partners to implement the project effectively through progressive evaluation of project implementation strengths and weaknesses. The Mid Term Evaluation report for UCCP was cited as a good example on the importance of progressive project monitoring as a management tool (Africare 2002b).

In evaluation, the emphasis is normally on five main general components namely: efficiency, effectiveness, impact, relevance and sustainability. It is also important to monitor the critical assumptions that relate to the project's strategy, the operating context (e.g. government policy), or the contributions of project collaborators that were envisaged at the project design stage as being critical to the success of the project. As a project proceeds it is important to check that the assumptions were, firstly, realistic and, secondly, that they remain valid.

Project efficiency is the measure of outputs of the project, qualitative or quantitative in relation to total resource inputs. In other words, it is a measure on how economically various inputs of the project are converted into outputs.

Project effectiveness is the extent to which project objectives have been achieved or can be expected to be achieved. Assessing effectiveness presupposes that project objectives have been unambiguously and operationally defined with clear and appropriate outputs/indicators so as to make verification possible.

Project impact. The concept of impact is far broader as it includes both positive and negative consequences whether these are foreseen and expected or not. In assessing project impacts the point of departure must be on how the project purpose has been defined and the degree of effectiveness achieved. Then, which other effects whether negative or positive are expected or unforeseen – have come about as a result of the project. These may be economic, social, political, technical or environmental effects. Different impacts may appear at varying times; attention should be paid to both the short and long term impacts of a project

Project relevance. This concerns whether the rationale behind a project is harmonized with priorities of the local community and the society in question. On the one hand it is a matter of direction of the project in relation to its purpose. On the other hand, it means looking at the societal changes that may have taken place while the project has been in operation, and asking to what degree this may alter the rationale for the project. At a certain level it is a question of how well the project has succeeded in reaching the target groups, and whether it is directed towards areas to which the involved parties have given high priority i.e. poverty eradication

Project sustainability. Project sustainability is an overall assessment of the extent to which positive changes achieved as a result of the project can be expected to last after the project has been terminated. In many cases this is a question of the relation between the necessary use of local resources and how recipients view the project. Sustainability is the final test of project success.

3.2 Progress and Impact of UCCP to Strategic Objective Two (Improved Conservation of Coastal Resources and Wildlife in Target Areas)

Discussions held with communities and field observations in the project area indicated that both fauna and flora have improved over the past five years. In both designated pilot Wildlife Management Areas and communal village lands, wildlife sightings were reported to have increased. Commonly sighted animals include: elephants, reedbucks, greater and lesser kudu, hartebeest, warthogs, baboons, velvet monkeys and roan antelopes. Communities attested that the increase of wildlife and elephants in particular has caused some problems including marauding crops in village farms. In Mole-Kiloleli village, Sikonge District, it was asserted that in 2002 elephants destroyed over 27 ha of farmland.

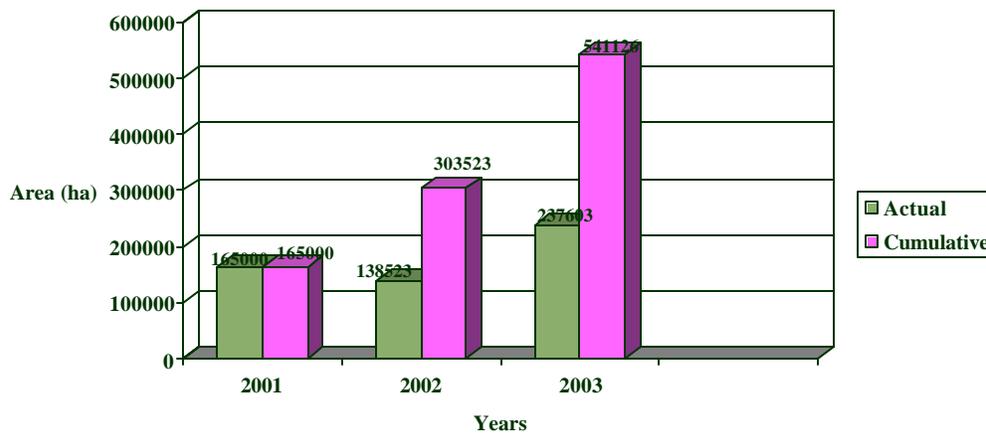
Flora status was also mentioned to have improved particularly where there were village forests reserves, in-situ conservation (commonly known by the Sukuma as Ngitili), pilot wildlife management areas and in forest reserves where logging had been closed. Table 2 and figure 3 presents a summary of areas under improved conservation in the project area.

TABLE 2 CONSERVED FOREST AREA FOR THE PERIOD 1998 TO 2003

District	Total area (Ha)	Number of villages	Forest area in Ha	Area under conservation by UCCP (Ha)
Urambo	2,599,500	108	2,308,356	148,635
Sikonge	2,100,000	43	1,969,800	290,638
Mpanda	4,752,700	98	2,770,824	101,853
TOTAL			7,048,980	541,126

Source: Africare 2003a

Figure 3: Areas under improved conservation



Taking into consideration the forest area totaling 7,048,980 ha in Urambo, Sikonge and Mpanda Districts compared to the conserved area of 541,126 ha which is about eight percent; one can say the efforts so far on forest conservation were encouraging. However, the report (Africare 2003a) did not provide the legal status and level of conservation attained for the conserved forests under UCCP efforts according to the Forest Act 2002 and the Land Act 1999 (FBD 2002, MLHSD 1999a & MLHSD 1999b). Concerted efforts are required to improve data collection and reporting of forest areas conserved by UCCP.

3.3 Contribution of UCCP objectives and results to SO2

3.3.1 Objective One- Awareness Created and Support Secured for conservation and responsible use of resources in UGR, surrounding Forest Reserves and non-protected areas

This objective is related to USAID IR 2.4.2.1: Increased community Awareness of Natural Resource Values, Opportunities and Constraints.

During the last five years, UCCP recruited three Conservation Officers and stationed them in Urambo, Sikonge, and Mpanda Districts. This was 100% achievement (Table 3). In the same period the project trained 18 officials on Participatory Rural Appraisal (PRA) out of 20 targeted, an achievement of 90%. Moreover, the project conducted 9 PRA workshops out of 18 targeted, an achievement of 50%.

Project records indicated that 133,450 mandays out of targeted 150,000 were used by communities voluntarily as their contribution in kind during the implementation of Community Based Natural Resource Management (CBNRM) activities. This is an achievement of 89%. During the period under review the project conducted 8 community consultations with districts and Ugalla Game Reserve Management out of targeted 10 meetings, which is an achievement of 80%. Lastly, the project conducted one planned baseline socio-economic study (Kaale 1999).

TABLE 3 AWARENESS CREATION AND SUPPORT SECURED BY

Initial project objectives and USAID IR	Main	Units	5 yrs target May 1998 to Sep-03	5 yrs target					Total	Achieve Percent
				1st year May-98 Apr-99	2nd year May-99 Apr-00	3rd year May-00 Apr-01	4th year May-01 Apr-02	5th year May-02 Sep-03		
Objective 1 Awareness created and support for surrounding Forest Reserves non protected USAID IR 2.4.2.1 Increase Community awareness of resources values opportunities constraints	FCOs stationed in districts with offices and	Districts	3	3	0	0	0	0	3	100
	Officials and other stakeholders trained	Officials	20	0	18	0	0	0	18	90
	PRA and	Stakeholders	3000	70	716	1579	304	0	2669	89
	PRA conducted in target	Workshops	18	0	8	1	0	0	9	50
	Number of participants mandays voluntarily spent community education on	Mandays	150000	3500	35800	78950	15200	0	133450	89
	Community consultation held annually district and Ugalla GR	Meetings	10	2	2	2	1	1	8	80
	Baseline socio-economic study	Each	1	0	1	0	0	0	1	100

Source: Africare 1997, Africare 1998, Africare 1999, Africare 2000, Africare 2001 Africare 2002, Africare

3.3.2 Objective Two – Responsible Resource Utilization Practices Undertaken by Resource Users

This objective is related to USAID IR 2.4: Community Natural Resources Management Functioning at Target Areas.

Ugalla Community Conservation Project enabled 91 private manufacturers to fabricate new resource harnessing equipment including ram presses, top-bar hives and improved stoves out of 30 targeted manufacturers making an achievement of 303%. Furthermore, the project trained 1,570 UCCP staff; district officers and villagers in honey and wax processing out of 40 targeted making an achievement of 3,925%. This seems to be the highest achievement (Table 4).

The project also facilitated production of 45,150 kg of smoke free honey out of the target of 50,000 kg making an achievement of 90%. Beeswax was 11, 442 kg out of the targeted 12,000 kg making an achievement of 95%. Nonetheless studies on quality and quantity of bee products per colony and efficient tobacco curing burns were not conducted.

3.3.3 Objective Three: Approaches Tested and Accepted for CBNRM

This objective is related to USAID IR 2.4: Community Natural Resources Management Functioning at Target Areas.

The project initiated Participatory Land use Management Planning (PLUM) in 9 out of 42 villages, an achievement of about 21%. The evaluation team considers this activity as a “hub” of the project due to the fact that in its logical conclusion it will readdress a number of natural resource utilisation and management problems facing the project area including the ambiguity of land tenure system.

Similarly, the project initiated two pilot Wildlife Management Areas (pWMAs) in 8 targeted villages making an achievement of 100% (Table 5). There were no pWMAs in Mpanda district. The UCCP area is rich in wildlife resource and the introduction of WMAs will bring a closer engagement of local communities in the management of wildlife and other natural resources and generation of sustainable benefits (Wildlife Division 2002, Melemari, *et al.*, 2003a&b).

The project trained 151 Village Natural Resources Scouts (VNRS) out of 159 targeted, an achievement of 95%. The VNRS who operate under the supervision of Village Natural Resource Management Committees (VNRMCs) have significantly reduced illegal resource use practices in village lands and protected areas. For example, in Mole-Kiloleli village VNRS apprehended 70 poachers, confiscated 53 fishnets, 35 bicycles, 397 sleepers, 421 logs, 2 rifles, 6 muzzle loaders, 1 leopard skin, 1 lion skin, 167 timber, 27 pitsaws, 1 chain saw, 4 elephant tusks and 13 assorted ammunitions. Similar success

stories were heard from Uruira village in Mpanda district and in Itebulanda village in Urambo district.

In addition, the project trained 35 Wildlife Game Scouts out of which 14 were from Ugalla Game Reserve, 11 from Anti-Poaching Unit (Tabora Zone) and 10 from Anti-Poaching Unit (Manyoni district), an achievement of 100%.

UCCP supported and collaborated with communities to conserve 19,905 ha of Village Forest Reserve (VFRs) out of the 22,000 ha targeted making an achievement of about 90%. Similarly, the project conserved 351,000 ha as pilot Wildlife Management Areas out of 372,000 ha initially targeted making an achievement of 94%. Areas set aside as VFRs and WMAs do not only conserve wildlife and forests but a wide spectrum of biodiversity in Ugalla Ecosystem. In this regard the Ugalla-Malagarasi wetland system, which occupies a greater part of Ugalla Ecosystem, will benefit from effectively managed VFRs and WMAs.

The project has managed to put over 132,531 ha under sustainable land use plans, out of 179,000 ha targeted, which is an achievement of about 74%. Moreover, UCCP has been able to apprehend 25 poachers out of 27 targeted making an achievement of about 93%. The project also confiscated 5,051 pieces of timber out of 5,100 pieces targeted making an achievement of 99 % and also confiscated 207 logs out of 210 targeted.

It is the considered opinion of the evaluation team that it is not easy or realistic to set targets for poachers to be apprehended or pieces of timber to be confiscated. It could be wise to monitor the trend of poachers or number of timber pieces confiscated over a period of time. Improved patrols could result to decline of poachers or increased number of poachers apprehended who were earlier not detected (Table 5).

TABLE 4 RESPONSIBLE RESOURCE UTILISATION PRACTICES IN UCCP IN 1998-2003

Initial project objectives and current USAID IR	Main indicators/outputs	Units	5 yrs target May 1998 to Sep-03	Achievements						Achieve Percent	
				1st year May-98 Apr-99	2nd year May-99 Apr-00	3rd year May-00 Apr-01	4th year May-01 Apr-02	5th year May-02 Sep-03	Total		
Objective No.2 Responsible resource utilisation practices undertaken by resource users USAID IR 2.4 Community Natural Resources management functioning at target areas	Number of private manufacturers fabricating tested new technologies	Manufacturers	30	0	60	10	11	10	91	303	
	Users purchasing tested technologies by type										
	*Furnaces for tobacco curing	Furnaces	0	0	0	0	0	0	0	0	0
	*Protective beekeeping clothing	Clothing	40	0	34	0	0	1536	1570	3925	
	*Honey presses	People	50	0	0	0	45	0	45	90	
	*Top bar hives	Hives	600	0	439	96	0	5	540	90	
	*Improved firewood stoves	Stoves	1100	0	0	202	0	0	202	18	
	*Ram press	People	2500	0	982	0	0	875	1857	74	
	Users adapting tested techniques by type										
	*Efficient tobacco curing barns	Each	0	0	0	0	0	0	0	0	0
	*Smoke free honey collection	Kg	50000	0	45000	100	50	0	45150	90	
	Beeswax processed	Kg	12000	0	0	7109	0	4333	11442	95	
	Quality and quantity of bee-products per colony										
	Honey quantity	Kg	0	0	0	0	0	0	0	0	0
	Beeswax	Kg	0	0	0	0	0	0	0	0	0

Source: Africare 1997, Africare 1998, Africare 1999, Africare 2000, Africare 2001 Africare 2002, Africare 2003a

TABLE 5 APPROACHES TESTED AND ACCEPTED FOR CBNRM IN UCCP

Initial project objectives and current USAID IR	Main indicators/outputs	Units	5 yrs target May 1998 to Sep-03	Achievements						Total	Achieve Percent
				1st year May-98 Apr-99	2nd year May-99 Apr-00	3rd year May-00 Apr-01	4th year May-01 Apr-02	5th year May-02 Sep-03			
Objective No 3 Approaches tested and accepted for community management of natural resources	Number of villages surveyed and receiving land titles	Villages	44	0	0	0	7	2	9	20	
	Number of villages establishing WMA and resident hunting programmes	Villages	8	0	0	0	0	8	8	100	
	Number of village Game Scouts trained/employed	Scouts	159	0	0	59	65	27	151	95	
	Number of WD Scouts trained	WD Scouts	35	0	0	0	35	0	35	100	
USAID IR 2.4 Community Natural Resources management functioning at target areas	Area under community conservation										
	*Village Forest Reserves	Ha	22000	0	0	0	0	19905	19905	90	
	*Wildlife Management Areas	Ha	372000	0	0	0	0	351000	351000	94	
	*Natural Resource Management Areas	Ha	25900	0	0	0	0	20900	20900	81	
	*Village area under land use plan	Ha	179000	0	0	0	0	132571	132571	74	
	Amount of village revenues generated from WMA and other resource management schemes	Tsh	0	0	0	0	0	0	0	0	
	Changes in number of illegal resource users apprehended by local population:										
	* Wildlife poachers	Poachers	27	0	0	5	14	6	25	93	
	* Illegal fishing	Fishers	0	0	0	0	0	0	0	0	
	*Illegal forest harvesting timber confiscated	Pieces	5100	0	0	2055	1884	1112	5051	99	
*Illegal forest harvesting logs confiscated	Logs	210	0	0	24	58	125	207	99		

Source: Africare 1997, Africare 1998, Africare 1999, Africare 2000, Africare 2001 Africare 2002, Africare 2003a

3.3.4 Objective Four: Income Levels Increased for Rural Women through the use of Environmentally Sound Small Enterprises

This objective is related to USAID IR 2.4: Community Natural Resources Management Functioning at Target Areas.

During the period under review beneficiaries accrued US\$ 20,318 from honey sales out of the targeted US\$ 21,000 making an achievement of 97% (Table 6). Furthermore, the project beneficiaries accrued US\$ 13,734 from beeswax sales out of US\$ 14,000 targeted, which is an achievement of 98%. On fish farming, the project beneficiaries accrued US\$ 200 out of US\$ 200 targeted, an achievement of 100%.

For Moringa (*Moringa oliefera*) and sunflower as alternative cash crops to tobacco, project beneficiaries accrued US\$ 917 out of US\$ 300 targeted from the Moringa sales and US\$ 5,973 out of US\$ 6,000 targeted from Sunflower sales making an achievement of 306% for Moringa and 100% for sunflower. However, in spite of the recorded achievement of 306% for revenue accrued from Moringa, discussions with some communities that are growing Moringa and field observations did not provide encouraging success stories about Moringa. Some of the trees especially in Sikonge district had poor growth performance and also they were attacked by some insects. Market for Moringa was also reported to be poor by the majority of farmers contacted.

During the period under review, the project was able to engage 2,144 women in income generating activities out of the 2,200 targeted. This represents 97% achievement. Ugalla Community Conservation Project was able to sell 27 out of the 100 ram presses targeted making an achievement of 27%. Project reports showed that during the period under review its beneficiaries were able to produce 4,183 liters of sunflower oil out of 4,737 litres targeted making an achievement of 88%. The evaluation team noted that there was no savings scheme initiated during the period under review and also noted with concern that there was no target set for this activity.

TABLE 6 INCOME LEVELS INCREASED FOR RURAL WOMEN

Initial project objectives and current USAID IR	Main indicators/outputs	Units	5 yrs target May 1998 to Sep-03	Achievements					Total	Achieve Percent
				1st year May-98 Apr-99	2nd year May-99 Apr-00	3rd year May-00 Apr-01	4th year May-01 Apr-02	5th year May-02 Sep-03		
Objective No. 4 Income levels increased for rural women and men using environmentally sound small enterprises	Amount of income from new activities									
	*Honey	US\$	21000	0	0	0	20295	23	20318	97
	*Beeswax	US\$	14000	0	0	0	8531	5203	13734	98
	*Fish farming	US\$	200	0	0	0	0	200	200	100
	*Moringa	US\$	300	0	0	0	216	701	917	306
	*Sunflower	US\$	6000	0	0	0	5673	300	5973	100
	*Horticulture	US\$	0	0	0	0	0	0	0	0
USAID IR 2.4 Community Natural Resources management functioning at target areas	*Poultry raising	US\$	0	0	0	0	0	0	0	0
	Number of women groups and individual women and men involved in new income generating activities	Women	2200	0	905	284	315	640	2144	97
	Number of ram press operations established in zone: Quantity of oil produced	Ram press	100	0	9	0	9	9	27	27
	Quantity of palm oil produced using manual Caltech press	Litres	4737	0	0	2240	1943	0	4183	88
	Amount of money put into saving schemes: amount of credit and rate of repayment for new rural enterprises	Tsh	0	0	0	0	0	0	0	0

Source: Africare 1997, Africare 1998, Africare 1999, Africare 2000, Africare 2001 Africare 2002, Africare 2003a

3.3.5 Objective Five: Organizations and Institutions Strengthened for Sustainable Natural Resource Conservation

The objective is related to USAID IR 2.2: Increased Effectiveness of Institutions That Support Natural Resources Conservation.

During the period under review, UCCP facilitated Urambo, Sikonge and Mpanda districts to initiate functioning CBNRM support committees. Furthermore, 9 Village Governments set into operation audit worth accounting systems and functioning land use management plans out of the 39 targeted, making 23% achievement (Table 7).

A key activity carried out with reference to Ugalla Game Reserve was the training of 35 Game Scouts. These came from Ugalla Game Reserve (14), Zonal Anti-Poaching Unit, Tabora (11) and Zonal Anti-Poaching Unit, Manyoni (10) (Table 6). Similarly, an elaborate project proposal entitled “Building a supportive Environment for Ugalla Game Reserve” was prepared in May 2000. The proposal identified interventions to be done in the core protected areas but it was not funded. UCCP has also prepared a scaled down version of BASE-UGR that will basically improve physical infrastructure and communication system in Ugalla Game Reserve. The version has been approved for funding as one of the post September 2003 UCCP extension activity.

Furthermore, in the project document it was indicated that unspecified number of Tabora Beekeeping Training Institute (TBTI) tutors would have been trained in PRA and CBNRM methodologies. However, this activity was not done. It can be speculated that this is due to the fact that the Institute moved its premises from Tabora to Arusha.

TABLE 7 ORGANIZATIONS AND INSTITUTIONS STRENGTHENED FOR NATURAL RESOURCES MANAGEMENT AND UTILISATION IN UCCP

Initial project objectives and current USAID IR	Main indicators/outputs	Units	5 yrs target May 1998 to Sep-03	Achievements						Total	Achieve Percent
				1st year May-98 Apr-99	2nd year May-99 Apr-00	3rd year May-00 Apr-01	4th year May-01 Apr-02	5th year May-02 Sep-03			
				Objective No. 5 Organizations and institutions strengthened for sustainable natural resources management and utilisation	Number of districts with functioning CBNRM support committees managed by District officials	Districts	3	0	0		
	Number of villages Govt. with audit worthy accounting systems and functioning land use management plans	Villages	39	0	0	0	0	9	9	23	
USAID IR 2.2 Increased effectiveness of institutions that support natural resources	Increased organizational skills of Ugalla GR project management personnel in village relations as measured by changing the number of negative incidences reported between the reserve personnel and local resource users	Incidences	35	0	0	6	8	10	24	69	
	Number of TBTI tutors trained in PRA and CBNRM methodology	Tutors	0	0	0	0	0	0	0	0	

Source: Africare 1997, Africare 1998, Africare 1999, Africare 2000, Africare 2001 Africare 2002, Africare 2003a

3.4 UCCP's Efficiency, Effectiveness, Relevance and Sustainability

3.4.1 Project Efficiency

Project Efficiency is the measure of the outputs of the project, qualitative or quantitative in relation to the total resource inputs. In other words, it is a measure on how economically the various inputs of the project are converted into outputs. Going through the project reports and discussions held with functional officers in UCCP the evaluation team failed to clearly identify cost centers as related to activities which made it difficult if not impossible to assess the project efficiency. Monitoring project efficiency should be strengthened by UCCP. Observations from other Community Based Natural Resources Management projects in Tanzania have revealed similar weakness in monitoring project efficiency. For example Mid Term Evaluation report of Misitu Yetu Project in Coast Region funded by Care –Tanzania indicated that “*Misitu Yetu project progress reports are silent on costs and no reference is made to effective use of resources with respect to outputs attained hence difficult to evaluate the efficiency of the project by comparing inputs against outputs* (Kaale et.al, 2002).

3.4.2 Project Effectiveness

Project Effectiveness is the extent to which the project objectives have been achieved or can be expected to be achieved. Assessing effectiveness presupposes that the project objectives have been unambiguously and operationally defined with clear and appropriate outputs/indicators so as to make verification possible.

Going by the above definition, the evaluation team is of the opinion that the UCCP recorded positive effectiveness. However, some few ambiguities in defining project targets were observed from the inception period of the project. Annual targets that could provide a progressive track of the project effectiveness were missing as a result most of the planned activities were implemented in the fifth year (May 2002 to September 2003).

For example with respect to objective 2 - *Responsible resource utilization practices undertaken by resource users*: there was a target of producing 1,100 improved firewood stoves of which 202 stoves were produced in the 3rd year with no production of improved stoves in the subsequent years. Also smoke free collection of honey was targeted at Kg 50,000 of which 45,000 kg were collected in the 2nd year, only 100 kg in the 3rd year and 50 kg in the 4th year with zero collection in the 5th year (Table 4). Under normal circumstances with continuous provision of extension services by the project one would expect an incremental annual collection of smoke free honey.

With respect to beeswax production, in the 2nd year a total of 45,000 kg of honey were collected but no beeswax was processed that year. In the 3rd year a total of 100 kg of honey were collected and 7,109 kg of beeswax were processed. In the 4th year a total of 50 kg of honey were collected but with nil beeswax processing. However in the 5th year, nil honey was collected, but a total of 4,333 kg of beeswax were processed.

Reported data on income received from sales of honey and beeswax (Table 5) showed that in the 4th year a total of US\$ 20,295 were earned from sale of honey but reported honey production for that year was 50 kg (Table 4). A total of US\$ 8,531 were earned from sale of beeswax in the 4th year but with zero production of beeswax reported in that year. Subsequently a total of US\$ 23 were earned from sale of honey in the 5th year but with zero production according to table 2. Nonetheless, total of US\$ 5,203 were earned from sale of beeswax in the 5th year with a reported production of 4,333 kg of beeswax that give good correlation between production and sales.

One would expect that production of honey and beeswax are related hence the data provided on honey and beeswax production does not meet reasonable standards of validity, reliability, timeliness, precision and integrity. For example table 5 shows that management of forest resources under community conservation was implemented in the 5th year with remarkable successes attaining on average over 90% of the initial target within the period of five years. However, UCCP reports indicate that encouragement of communities to conserve their village forests started from year one of the project. In general, remarkable UCCP field successes were reported by villagers and observed by the evaluation team. Nonetheless, it was noted that UCCP has a weakness of reporting its field successes and best field practices hence the need of improving the situation.

3.4.3 Project Relevance

This concerns whether the rationale behind a project is in keeping with priorities of the local community and society in question. On the one hand is a matter of the direction of the project in relation to its purpose. On the other hand it means looking at the societal changes that may have taken place while the project has been in operation, and asking to what degree this may alter the rationale for the project. Then among others, at certain level it is a question of how well the project has succeeded in reaching the target groups and whether it is directed towards areas to which the involved parties have given high priority.

Various reports and studies have confirmed that UCCP has great relevance to the target communities and in line with Tanzania Government priority areas of poverty reduction and sustainable environmental conservation (Planning Commission 1999, VPO 2000, VPO 1997). The UCCP project is also in line with the USAID development policy and in particular Strategic Objective Two (USAID 2002, Africare 2003b).

Through UCCP awareness raising programs, the majority of villagers in the project area are now aware about the importance of environmental conservation and wise use of natural resources for poverty eradication. Villagers are now working in harmony and in partnership with wildlife and forestry officials instead of regarding them as enemies that were hindering villagers' accessibility to natural resources.

3.4.4 Project Sustainability

Project sustainability is an overall assessment of the extent to which the positive changes achieved as a result of the project can be expected to last after the project has been terminated. In many cases this is a question of the relation between the necessary use of local resources and how recipients view the project. Sustainability is the final test of project success.

In the context of UCCP, sustainability hinges on three aspects namely: the resource base, organizational/institutional aspects and livelihood. In terms of resource base, the Ugalla Ecosystem has not suffered serious degradation hence it has the potential to contribute to local people livelihoods, provided that effective natural resource management is in place (Kajuni and Kiwango, 2003).

The presence of producer associations in the Ugalla Ecosystems ensures sustainability of the interventions advocated by UCCP (Jagga, 1999). Another factor which shows sustainability character of the project is the presence of participatory land use plans which will address land use conflicts (National Land Use Planning Commission, 1998). The existence of spillovers, whereby project interventions crossed village project boundaries such as the case of fish farming in Kaliua village (non project village) in Urambo District is a strong sign of sustainability.

Similarly, the fact that women are now involved in traditionally exclusive men's economic activities such as beekeeping and fisheries ensures sustainability of the project interventions due to the fact that women are the majority of the farming communities in the rural areas (Ministry of Community Development, Women Affairs and Children, 2000).

UCCP management has involved District officials in planning and approval of UCCP activities. Many of UCCP activities have been mainstreamed in district planning process, which is a good indication of sustainability. However, the Evaluation team has noted shortage of natural resources manpower at district level and that some of the planned UCCP activities are implemented mainly by UCCP staff. It was also noted that UCCP staff are more motivated in terms of resources and income as compared to district natural resources staff. However, district authorities should consider UCCP contributions as a temporary support; as such they should not develop a dependency syndrome on UCCP that could affect negatively the sustainability of some of the project interventions. To avoid the dependency syndrome, the district authorities should progressively build their manpower and financial capacity to take over activities that are currently supported by UCCP to enhance sustainability.

3.5 Strategies used by UCCP in implementing different interventions and the way forward

The Ugalla Community Conservation project applied a number of strategies to attain its objectives. The first and foremost intervention strategy was awareness creation through training. The project also encouraged private manufacturers to produce resource harnessing equipment e.g. ram presses and top-bar hives.

Similarly, the project used multi-disciplinary teams and villagers to develop participatory land use plans in 9 villages. This is one of the interventions cherished by most of the local people and it should continue and cover all the villages in the project districts because it is likely to reduce land use conflicts around the districts. Another notable intervention was the introduction of cash crops mainly Sunflower, Palm oil trees and Moringa as alternative cash crops to tobacco.

The project has facilitated institutional capacity building at village level through the formation of village natural resource management committees and training of village game scouts. The project has also improved equity through the use of gender and environmentally friendly enterprises such as beekeeping and fish farming.

Table 8 gives summary of interventions, strategies, their impacts and the way forward.

Table 8 Implementation Strategies used by UCCP

Intervention	Strategy	Impact	The way forward
Awareness creation	Training of Trainers on PRA and CBNRM concepts	High	To continue
Conducting baseline studies	Consultancy	Medium	Since only Socio-economic study was conducted, there is a need to conduct baseline studies on: Resource base and Institutional/Organizational aspects
Introduction and adoption of new technologies	Encourage private manufacturers to produce resource harnessing equipment e.g. ram presses and top bar hives.	Medium	To continue
Participatory land use plans	Use of multi – disciplinary teams and villagers	High	To continue
Establishment of pWMAs	Participatory involvement of villagers and Wildlife Officials	Medium	To continue
Reduction of poaching and other illegal resource uses	Establishment of Village Natural Resource Committees and training of village game scouts	High	To continue
Improving community livelihood	Use of gender and environmentally friendly small enterprises i.e. beekeeping	Medium	To continue
	Introduction of alternative cash crops	Low	Research to be conducted on the introduced alternative cash crops particularly on Moringa
	Introduction of fish farming	High	To continue

Table 8 continues

Intervention	Strategy	Impact	The way forward
Organizational and institutional strengthening for sustainable natural resources management and utilization	Initiate district CBNRM support committees	High	To continue
	Encourage village Governments to have audit worth accounting systems	Low	UCCP to assign the responsibility to another service provider preferably The Moshi Co-operative College
	Training of Ugalla Game Reserve personnel in village relations	Low	To be intensified

3.6 Constraints encountered and suggested solutions

Table 9 shows constraints encountered during project implementation and some suggested solutions.

Table 9 Constraints encountered and suggested solutions

Identified constraints	Suggested solutions
Poor infrastructure development in the project area	The project to continue supplementing Government efforts in improving the infrastructure e.g. the provision of communication system in strategic areas such as in Ugalla Game Reserve
The reluctance of Natural Resource Managers to let their “power go” to local communities	Sensitization of Natural Resource Managers on paradigm shift, which calls for community empowerment.
Conflicts of interests between key stakeholders	Frequent consultations
Limited resources in terms of personnel and funds	<ul style="list-style-type: none"> • Conduct manpower auditing so as to establish appropriate manning levels. • Seek for more funds

Table 9 continues

Identified constraints	Suggested solutions
Low level of understanding about contemporary policies and legal instruments related to poverty eradication and natural resources management	Training and dissemination of policies and legal instruments
Lack of research underlying introduction of alternative cash crops	Collaborate with research organizations e.g. Tumbi Research Institute, ICRAF, TAFORI.
State of insecurity faced by village game scouts	Their roles should be clearly stipulated in appropriate legal instruments
Lack of motivation to village game scouts	Explore financial based incentives to village game scouts e.g. use of retention funds accrued from tourist hunting.
Lack of baseline data on resource base and institutional/organizational aspects	Carry out baseline studies on resource base and institutional/organizational aspects
Inadequate stakeholders analysis	Take into consideration the pastoralists from neighboring regions and refugees influx at planning and implementation levels.
Inadequate monitoring and data management at different levels (i.e. the project lacked a well organized institutional memory in terms of documentation)	<ul style="list-style-type: none"> • Design simple monitoring and data base management system. • Undertake training at different levels on data acquisition and management

3.7 Collaboration Between Partners in the Ugalla Ecosystem

GREEN-COM program on sensitization and awareness creation on environmental education through Community Environmental Award Scheme (CEAS) should be applauded. The scheme operates through other partners including Africare and district councils. CEAS has formed district CEAS committees and environmental teams and each district has environmental action plan. The environmental award scheme is providing motivation to villagers to actively engage in conservation of natural resources through participatory efforts and local initiatives.

SUA-TU, which is another partner to UCCP, has been funded under SO9 to improve packaging and marketing of beekeeping products in the project area. SUA-TU is mandated to undertake small and medium enterprise development with conservation of biodiversity through improved agriculture and natural resource management in Tanzania. Through SUA-TU efforts, honey producers have managed to get higher prices through improved packaging and marketing. Progressive expansion of SUA-TU coverage in the project area will improve beekeepers income levels and contribute to poverty eradication.

Wildlife Division is one of the key stakeholders to the UCCP, and signatory to the Memorandum of Understanding and the legal owner of the Ugalla Game reserve and wildlife resources available in the project area. Observations and discussions with Wildlife Division officials from district to national level confirmed their committed support to UCCP conservation efforts and in particular the ongoing establishment of pilot Wildlife Management Areas and expansion of UCCP activities to Ugalla Game Reserve.

3.8 Performance and Effectiveness of different UCCP's Management Regime Working Groups

Since its inception in 1998, UCCP has worked with three management regime working groups namely: Community Based Conservation (CBC), Game reserve management and Ugalla Ecosystem. At field level the project has worked with a Project Management Team, comprising of UCCP Coordinator, Ugalla Game Reserve Manager and Western Zonal Anti-poaching Commander. The project has a Steering Committee involving all major key stakeholders including 4 members of parliament, District Executive Directors and District Council Chair persons for Sikonge, Urambo and Mpanda. Other members of the steering committee include USAID Core Team Representative, WD, FBD, UGR Manager, Africare, RAS for Tabora and Rukwa. UCCP has also been represented in the Strategic Objective Team involving other SO2 funded projects. At the policy level a an Oversight Steering Committee Meeting involving Permanent Secretaries of implementing ministries (MNRT, MOF, VPs office, Local Governments and selected Regional Secretaries) oversee implementation of SO2.

The evaluation team is of the opinion that these different management regimes provide adequate support and are necessary to ensure that UCCP attains its objectives and makes appropriate contribution to SO2. Involvement of stakeholders at the field level is essential to ensure mainstreaming of UCCP activities at district and village levels and does guarantee sustainability of UCCP interventions.

The only relevant activity undertaken under the Game Reserve Regime was training of 35 Game Scouts. An unsolicited proposal for Building a Supportive Environment for Ugalla Game Reserve was prepared in May 2000 and submitted to USAID, unfortunately it was not funded (Africare 2000b). However, a scaled down component of the proposal under the name of BASE-URG PHASE 1 has been submitted to USAID and funded under the proposal for Extension of Ugalla Community Conservation Project for the period October 2003 to September 2005 (Africare 2003c).

In the opinion of the evaluation team, the planning process undertaken by UCCP was participatory and adequate. A Performance Monitoring Plan prepared after the Mid Term Evaluation conducted in 2000 to address some shortcomings has relatively improved the situation.

Over the years the reporting system has evolved in terms of format and quality adhering to USAID reporting guidelines. With regard to financial management, UCCP adheres to Africare Financial Management Procedures.

3.9 Beneficiaries' satisfaction, consensus and the way forward

A two days Participatory Workshop to assess beneficiaries' satisfaction, consensus and the way forward was conducted in Tabora as from 14th to 15th November 2003. UCCP officials presented a detailed report of their field achievements from May 1998 to September 2003 and some highlights on the proposal for extension from October 2003 to September 2005. This was followed by presentation of preliminary findings by the evaluation team along with some key lessons learned.

Discussions and group presentations from the participants clearly indicated that they were satisfied with the reported UCCP achievements and agreed with the key findings and lessons as presented by the evaluation team (See section 4 on lessons learned). With regard to the way forward, the participants generally agreed with the proposal for extension. They specifically suggested that participatory land use planning should be given more emphasis as a "hub" of the project.

3.10 Strengths, Weaknesses, Opportunities and Threats (SWOT)

The SWOT analysis for UCCP was one of the agenda for the two days participatory workshop conducted in Tabora as from 14th to 15th November 2003. Table 10 summaries the strengths, weaknesses, opportunities and threats as perceived by the workshop participants (beneficiaries).

Table 10 Strengths, Weaknesses, Opportunities and Threats in UCCP

Strength	Weakness	Opportunity	Threat
Communities in UCCP are aware and supportive to the conservation efforts	Limited resources in terms of personnel and funds to cover the entire potential project area	Existing of supportive policies and legal instruments on natural resource management	Poverty
Abundant and diversified natural resource base	Poor infrastructure	Community willingness to participate in the project	High level of illiteracy in the project area
Existence of strong natural resource management institutional structures at different levels	Low level of understanding of new policies and legal instruments related to natural resources management and poverty alleviation	Political will on sustainable natural resource management and poverty alleviation	Refugees influx in the project area
	Conflict of interests among natural resource managers and practitioners	Donor support on management of natural resources	Influx of pastoralists from neighboring regions (i.e. Shinyanga and Mwanza)
	The dilemma of let the “power go”		Drought
	Loose institutional linkage between local governments and UCCP		Tobacco cultivation which causes deforestation
	Lack of detailed research on introduced alternative cash crops.		Donor dependence
	Lack of baseline data on natural resource base and institutional/organizational aspects		Insecurity facing Village Game Scouts.
	Inadequate motivation to village game scouts		Unreliable markets
	Inadequate stakeholders’ analysis		
	Inadequate monitoring of project activities		
	Power struggles amongst the project management team members		

4. LESSONS LEARNED

4.1 The importance of institutional capacity building in community based natural resources management (CBRM)

Institutional capacity building is an essential step in the struggle to develop a more effective and sustainable foundation for community based natural resources management.

It is a testament to this effort in UCCP that two out of the 16 pilot Wildlife Management Areas (pWMAs) namely Ipole in Sikonge District and Uyumbu in Urambo District are located in the project area.

4.2 The existence of illegal resource users in Ugalla Ecosystem

Despite the efforts of Africare and its partners to date, the Ugalla Ecosystem still experiences considerable pressure from illegal resource users specifically the refugees and pastoralists who were given inadequate attention during the formulation of the project.

4.3 State of insecurity facing Village Game Scouts

Besides the fact that village game Scouts have significantly reduced illegal resource use, they have not been accorded due consideration with respect to legal security while on duty consequently some of them have resigned due to state of insecurity they are facing.

4.4 Lack of motivation to village Game Scouts

Compensation and management of Village Game Scouts need to be taken over by the Community Based Organizations (CBOs) and be compensated by using funds from hunting concessions and other village based sources of income. In spite of hard and risky work, village game scouts have no defined financial support while on duty.

4.5 Adoption of improved technologies versus household economies

The evaluation team observed that top bar hives are more productive than bark and log hives, but they are expensive. The adoption of top-bar hives depends very much on the status of household economy. Communities in Ugalla Ecosystem are relatively poor and hence to increase the adoption rate of top bar hives and other improved technologies, affordable methods of cost sharing should be introduced.

4.6 The need for crop research

Before introducing alternative cash crops to tobacco it could be better if thorough research could have been carried out with respect to soil requirements, pests, growth performance and yield that could have reduced the level of uncertainties currently being experienced by most farmers cultivating Moringa. Sunflower, which was introduced in

the project area, is widely cultivated in other regions of Tanzania with similar ecological conditions to those of Tabora namely: Dodoma, Singida, Rukwa, Iringa and Shinyanga. Palm oil trees, which were also introduced, are widely cultivated in Kigoma region (Ministry of Agriculture and Cooperatives 2001, Ministry of Agriculture and Cooperatives 1997).

4.7 Women empowerment versus traditional norms

In the Ugalla Ecosystem, traditionally women were not involved in some revenue generation activities such as beekeeping and fishing. This resulted into great gender inequality in income. Women empowerment through training by UCCP has broken these traditional and cultural barriers and women are now increasingly involved in these male exclusive activities and have gained economic power.

4.8 The importance of clearly defined property rights

Sorting out land tenure issues and defining property rights through mapping and boundary demarcations are key factors of reducing/avoiding resource use conflicts.

4.9 The importance of social capital in sustaining Community Based Natural Resources Management Initiatives

Understandably that natural resource managers (Foresters and Game Officers) have been in confrontation with surrounding local communities for a long time but, building sustainable Community Based Natural Resource initiatives call for the creation of social capital whereby Natural Resource Managers should see local communities as equal and necessary partners.

The UCCP has clearly demonstrated that over the past five years it has build a very strong “social capital” and local people testified that natural resource managers in Ugalla Ecosystem are now their trust worth partners.

4.10 The dilemma of let the “power go”

Tanzania has a history of State dominance over decision making dating back to colonialism and socialism eras. The notion of involving local communities in the management of local resources has found its way in most policies and legislations in Tanzania, but still has yet to be fully institutionalized at the district level and downwards.

Natural resource managers are reluctant to let the “power go”. Cases of some natural resource managers being in conflict with local communities abound the Ugalla Ecosystem. For instance, boundary conflicts between UGR and surrounding communities in Sikonge District with respect to location of beehives.

4.11 Project spill-overs

Successful project interventions at the local level have crossed the project boundaries. For example in Urambo district one farmer in non project village (Kaliua) has adopted and constructed a relatively large fish pond based on his visit to project villages in Sikonge District.

Similarly, in the same district a youth group namely KIKUMUMI has established a tree nursery, which renders services to school and farmers primary cooperative societies in Urambo District with annual average seedlings production of around 50,000. These self-help groups and volunteer initiatives should be actively harnessed.

4.12 Impact of role models

Some of the key leaders in Tabora region have shown commitment to UCCP initiatives by implementing some of the advocated interventions.

The Chairman of UCCP Steering Committee, Member of Parliament for Urambo West and Minister for Labour, Youth and Culture, Honorable Alhaj Professor Juma A. Kapuya is a point case. He has planted over 80 ha of palm oil trees, which are serving as a demonstration for the farmers.

4.13 Victimization of seemingly committed actors

Committed members of some Village Natural Resources Committees and Village Game Scouts in UCCP villages seemed to be victimized due to the fact that they had been readdressing some corrupt tendencies of some political leaders particularly in Urambo district.

5. CONCLUSIONS AND RECOMMENDATIONS

5.1 Conclusions

The Ugalla Community Conservation Project is now well known both in the project and non-project villages and has positively influenced local communities' resource use practices to a large extent.

The project has also succeeded in gender mainstreaming as evidenced by the fact that women are now engaged in traditionally men's exclusive activities such as beekeeping. There is also evidence of increased adoption of environmental friendly technologies in beekeeping, fisheries and agriculture. In fact, there has been a drastic change from fish catching to fish farming to say the least.

The emergence of producer associations in the Ugalla Ecosystem is a new "locus" of power. This provides the local communities with authority, through their elected executives or boards, to make rules, to approve development plans, to enter into partnership with the private sector, and to receive and distribute benefits.

It is also worth noting that UCCP has acted as a mediator or "power broker" between the communities and some state organs helping to level the "playing ground" and ensuring true community participation. Ugalla Community Conservation Project has been instrumental in driving the agenda towards greater local level control of natural resources in Sikonge, Urambo and Mpanda districts.

5.2 Recommendations

5.2.1 The need for alternative cash crops

Besides the fact that some of the introduced alternative cash crops such as *Moringa oleifera* has not performed to the expectations, the project should continue to work towards providing farmers with alternative cash crops such as sunflower and palm oil trees. Although these crops are not as lucrative as tobacco per hectare basis, they have advantages that they require less capital and labor. These crops are also likely to slow the expansion of tobacco production and thereby reducing the fuelwood needed for tobacco curing and hence conserving forest resources.

5.2.2 The Importance of Baseline Data

Although there are estimates on wildlife and other resources, there are no concrete data on for example wildlife habitats and movements within or outside the Ugalla Game Reserve. These types of data are essential for the functioning of the pilot Wildlife Management Areas in Uyumbu and Ipole. Therefore, it is recommended that baseline studies be carried out.

5.2.3 Synergies between Sunflower and Beekeeping

The combination of sunflower growing and beekeeping in the Ugalla Ecosystem has the potential of improving the quality and quantity of sunflower seeds due to effective pollination by honeybees and on the other hand enhancing production of honey and beeswax. These types of synergies should be popularized among the local communities through documentation in the form of success stories by the project.

5.2.4 The importance of taking into consideration the needs of different stakeholders

Unlike what has happened in the last five years in Ugalla Ecosystem whereby pastoralists and refugees were not included in the conservation equation, the needs and concerns of the diverse stakeholders i.e. those who use the land and its resources need to be considered if resource conflicts are to be reduced if not to be completely avoided.

5.2.5 Village Natural Resource Management Committees to remain accountable to the local communities

The village natural resource management committees (VNRMC) in Ugalla Ecosystem appeared in the eyes of the evaluation team to be relatively successful as CBNRM institutions, provided that they do not become “elitists” but remain accountable to the local communities. Mechanism to ensure this need to be put in place by developing clear working terms of reference for VNRMC with periodic training to improve their skills on natural resources management.

Furthermore, the greater the authority and power such committees receive and the more the state is willing “to let it go” the more likely are to succeed.

5.2.6 The Importance of Social learning process in CBNRM

Building of CBNRM institutions that are representative of the different interests among the local actors and sensitive to the dynamics of power relations in the communities is an intensive and time consuming process. It calls for involving all actors, regardless of their socio-economic backgrounds in a negotiation process.

Differences and conflicts of interest need to be resolved amicably through collective stakes and should be strengthened through a “social learning process”. It should be emphasized that any attempt to speed up implementation and ignore the social learning process will condemn the CBNRM initiatives to failure in the long run.

5.2.7 Africare as a “Power Broker” between the private sector and local communities

The private sector in the Ugalla ecosystem is key to income generation and the case in point is the “Gold Apis Company” which is an essential and necessary partner. However, there are many examples where communities have benefited little from private sector involvements. For instance in Zambia, tourism partnerships have provided little more than an opportunity for employment for a very small number of community members (Sheona *et al.*, 2001).

It is recommended that to avoid such a situation to occur in the Ugalla Ecosystem, Africare through UCCP should serve as a “Power Broker”. The private sector is a powerful actor with a high degree of self interest and considerable knowledge of hunting tourism, an activity to be practiced in Uyumbu and Ipole pilot Wildlife Management Areas. This puts the would be Community Based Organizations (CBOs) in Uyumbu and Ipole at a distinct disadvantage and in this case, a third party broker (Africare/UCCP) is needed to ensure fair and equitable arrangements.

5.2.8 The need to integrate Traditional Institutions in the Management of the Ugalla Ecosystem

Despite the weakening of traditional institutions in Tanzania, some studies conducted in the country (Kajembe *et. al.*, 2000 and Kajembe *et. al.*, 2003) have indicated that neither past colonial policies nor post- independent government policies which have favored democratically elected local government structures have managed to destroy the institution of traditional leadership and its legitimacy completely.

Consequently traditional institutions remain important politically and administratively and should not be ignored or underestimated in the management of the Ugalla Ecosystem. Efforts should also be made to collect, document and utilize existing indigenous knowledge on natural resources management within the project area. Combination of indigenous and modern knowledge in natural resources management has provided positive impacts to poverty eradication and environmental conservation in HASHI project, Shinyanga region (Kilahama 1994).

5.2.9 The need for flexible approaches

Community Based Natural Resources Management approaches in the Ugalla Ecosystem must be flexible and adapted to fit local contexts, complexities and needs.

5.2.10 The need to review the UCCP Memorandum of Understanding

The introduction of the Ugalla Ecosystem Working Group (UEWG) (Africare, 2003d) and the inclusion of Uyui district in the project call for the review of the Memorandum of Understanding (MoU). It should clearly state the functional relationship between UEWG and the Project Management Team (PMT), the Steering Committee and Strategic Objective Team (SOT). It should also legally bind the Uyui District Council.

5.2.11 Strengthening Monitoring and Evaluation System

The contemporary seemingly constraints associated with data acquisition and management could be solved by strengthening monitoring and evaluation system for UCCP through among other things, employing a Monitoring and Evaluation Officer whose main duties should include developing a data management system and capacity building on data acquisition and management at all levels.

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ANNEXES

ANNEX 1. TERMS OF REFERENCE FOR EVALUATION OF UGALLA COMMUNITY CONSERVATION PROJECT

1.0 Introduction

Africare signed a memorandum of understanding with USAID/Tanzania Mission in January 1998 to implement a project entitled “Ugalla Community Conservation Project”. The donor provided a grant of \$ **2,197,087** to meet costs for implementing the project from May 1998 to April 2003. During January 2003, USAID/Tanzania Mission approved an extension of the project from May to September 2003 by providing an additional \$ **258,013**.

During January 2003, the Government of Tanzania launched the Wildlife Management Areas regulations formed under the Wildlife Conservation Act of 1974. The regulations provide a legal framework for community participation in management of wildlife resources in 16 pilot wildlife management areas in Tanzania, two of which (Uyumbu and Ipole pWMAs) are within UCCP target areas. Africare has submitted a proposal for extension of UCCP beyond September 2003 and has requested USAID/Tanzania Mission to provide a grant of \$ **1,450,000**. The funds will in part be used to assist communities sharing Ipole and Uyumbu Pilot Wildlife Management Areas to carry out community based conservation activities that will make the two pilot WMAs operational. The funds will also be used to carry out selected Community Based conservation activities, which will improve conservation of Ugalla Ecosystem.

Africare has also requested USAID/Tanzania Mission to provide a grant of \$ **175,000** to improve infrastructure and communication in Ugalla Game Reserve as a core protected area, which is expected to sustain viable population of wildlife for Uyumbu and Ipole pilot WMAs. The Department of Interior of the US Government is also committed to provide a grant of \$ **50,000** to develop a Radio Communication System for Ugalla Game Reserve, which will improve law enforcement and enhance conservation of Ugalla Game Reserve.

According to UCCP work plan for May-September 2003, Africare made a commitment to carry out an evaluation of UCCP to look at what was planned to be done in 1998, what has been done to date and what needs to be done to improve conservation of Ugalla Ecosystem and to actively engage communities in managing natural resources in Ugalla Ecosystem to derive maximum benefits that will contribute to poverty reduction. This evaluation is expected to provide future guidance to UCCP in the light of anticipated changes in project implementation. The evaluation is expected to identify Strengths, Weaknesses, Threats and Opportunities that may be used as a guide for developing strategies for implementing future CBNRM activities in Ugalla Ecosystem.

2 Background

Ugalla Community Conservation Project was initiated with an aim of *developing a foundation for community participation in management and wise use of natural resources in Ugalla Ecosystem*. The project was initiated to address a number of problems in Ugalla related to resource use, environment, poverty and institutional issues. A problem analysis which was conducted in 1998 identified the following key problems faced in Ugalla:

Resource use issues

- Over fishing by fish poachers through use of illegal beach seine nets that trap small fish
- Collateral damage to the environment resulting from indiscriminate cutting of trees for fish smoking, construction of canoes and debarking of trees to make beehives
- Forest fires caused by beekeepers and game hunters which hinder natural regeneration
- Illegal poaching of game
- Inadequate control of resource users due to limited number of game scouts needed to patrol the vast area of the Ecosystem

Environmental issues

- High degree of control through creation of many gazetted lands (Forest Reserves and Game Controlled areas).
- Encroachments into gazetted areas
- Tree cutting for charcoal making
- Excessive and uncontrolled timber harvesting which results in loss of revenues to Government
- Increase in tobacco cultivation that causes deforestation through clearing of forests for new crop and through clearing trees to cure tobacco.
- Local peoples perception that there are limited options for other cash crops

Problems of local population in use of Ugalla Ecosystem's natural resources

- Acute shortage of transport and markets for fish and beekeeping products, which makes genuine resource users depend on middlemen that reap the benefits leaving the local communities in abject poverty.
- Lack of secure land tenure
- Communities do not benefit directly from tourist hunting
- Lack of awareness among the communities on the need for conservation of the ecosystem for sustainable development

Institutional constraints to improved conservation practices

- Lack of support service to local communities to address their problems both at district and village level
- Limited awareness and understanding among local and village government authorities on Community Based Natural Resources Conservation and participatory methodologies such as PRA
- Local authorities lack skills in NRM and conservation that are necessary to support communities in Ugalla

Other problems:

- Lack of capacity to monitor resource use
- Poor infrastructure
- Lack of policies and legislative environment for CBNRM
- Influx of refugees in Ugalla ecosystem that has resulted in indiscriminate use of resources.

3.0 UCCP's goal and specific objectives

Ugalla Community Based Conservation Project was initiated with the following main goal: ***“Foundational created for sustainable community based conservation and natural resource management around Ugalla Game Reserve”***.

The project had the following specific objectives:

- *Awareness created and support secured for conservation and responsible use of resources in UGR, surrounding FRs and non-protected areas. This entailed changing attitudes and acceptance of joint responsibility by communities and Government officials working in Ugalla and adjoining districts.*
- *Responsible resource utilization practices undertaken by resource users. This entailed promotion of appropriate technologies and techniques that were environmentally friendly which were expected to lead to improved efficiency in resource use.*
- *Approaches tested and accepted for community management of natural resources. In this objective UCCP was supposed to assist communities, technical agencies and district governments to develop new systems of controlling natural resources that ensure equitable sharing of benefits resulting from their participation in conservation*
- *Income levels of rural women and men increased through the use of environmentally sound small enterprises. These enterprises were expected to provide tangible benefits to communities*
- *Organizations and institutions strengthened to enable them carry out sustainable natural resource conservation.*

The project’s goal, objectives, Intermediate results and activities are linked to and directly contribute to USAID/Tanzania strategic objective number 2 ***“Improved conservation of coastal resources and wildlife in target areas”***.

4.0 Stakeholders and beneficiaries

UCCP has worked closely with communities, local NGOs, Community Based Organizations, Ugalla Game Reserve Management, Forestry and Beekeeping staff, Fisheries, local governments in Urambo, Sikonge and Mpanda districts, and other stakeholders to address natural resources management issues in Ugalla.

The project has worked closely with Wildlife Division, SUA-TU linkage Project and Green COM II to improve conservation of Ugalla Ecosystem. The project has also worked closely with other SO2 partners (see section 5) in a strategic objective team that has implemented various CBNRM activities that jointly contributed to attainment of AID/Tanzania’s strategic objective number 2.

During the last five years UCCP has reached out more than 127,000 people in 42 villages in Urambo, Sikonge and Mpanda Districts as target beneficiaries.

5.0 Project Management

A Strategic Objective Team comprising of representatives from USAID Tanzania Mission, Africare, SUA-TU Linkage Project, Green Com II, WD, WWF, AWF, TANAPA, NEMC, Vice Presidents Office, Ministry of Finance and PORALG oversees the implementation of UCCP and allocates resources for implementing UCCP activities.

At the technical level UCCP has been represented in CBC Management Regime Working Group Meetings and Ugalla Game Reserve Management Regime Working Group Meeting until may

2003 when the 19th SOT meeting decided to re-organize activity working groups to Ecosystem Management Regime Working Groups.

At field level UCCP activities have been guided by a Steering Committee Meeting comprising of the following key stake holders: 4 members of Parliament from Sikonge, Urambo and Mpanda Districts, Representatives from USAID (1), WD (1), FBD (1), RAS from Rukwa and Tabora regions, District Executive Directors and District Council Chairpersons from Sionge, Mpanda and Urambo, 2 Ex-Officials (PC UGR and Manager UGR) and Africare Country Representative.

The Project has been overseen by a Management Team of three namely UCCP Coordinator, UGR Manager and Zonal Anti-poaching Unit Commander for Western Zone.

6.0 Mid-Term Evaluation of November 2002

A midterm evaluation of the project was undertaken in November 2002 to assess progress of UCCP against proposed objectives and results, to review strategy and make recommendations for project implementation for the remaining period. The Midterm Evaluation Mission made a number observations and recommendations to improve project performance. These are outlined in the Midterm Evaluation Document.

7.0 Objectives for Final Evaluation of UCCP

It is necessary to carry out an evaluation of UCCP to look at historical perspectives namely what was planned to be done, what has been done and what needs to be done to improve conservation of Ugalla Ecosystem in the light of the new direction of the project.

It is necessary to do SWOT analysis to determine strengths, weaknesses, opportunities and threats that need to be taken into consideration during implementation of a project proposal for extension of UCCP beyond September 2003. This evaluation will determine desired course and guide project implementation and provide information that will be useful in developing strategies for implementing the project beyond September 2003.

The evaluation team will carry out among other things the following specific tasks:

- Evaluate UCCP's progress and its impact to Strategic Objective two (Improved Conservation of Coastal Resources and Wildlife in Target Areas).
- Evaluate UCCP's objectives and results and find out whether these have indeed contributed to SO2 results framework and identify gaps that need to be filled during implementation of "Proposal for extension of UCCP beyond September 2003"
- Evaluate UCCP's Efficiency and Effectiveness in addressing issues that were identified at the beginning of the project
- Evaluate UCCP's sustainability strategy and identify gaps that should be addressed during implementation of "Proposal for extension of UCCP beyond September 2003"
- Evaluate strategies used by UCCP for implementing different interventions and come up with recommendations that will improve implementation of future community based conservation activities in Ugalla Ecosystem
- Identify key project activities that should continue to be implemented along with other activities listed in the proposal for extension of UCCP beyond September 2003, which will improve conservation of Ugalla Ecosystem

- Identify constraints that have been encountered in the implementation of the project and suggest ways to overcome these for the smooth implementation of future CBNRM activities in Ugalla Ecosystem.
- Evaluate progress of collaborative activities undertaken jointly by UCCP, SUA-TU linkage Project, Green Com II, and WD and identify overlap to be avoided, gaps to be filled and synergies required to optimize use of resources to improve conservation of Ugalla Ecosystem and achieve SO2
- Evaluate performance and effectiveness of different UCCP's Project Management regime working groups, the planning process, Performance Monitoring Plan, Reporting and Financial Management, and identify gaps that need to be filled for efficient implementation of Proposal for Extension of UCCP beyond September 2003.
- Assess beneficiaries satisfaction and develop consensus with all key stake holders on way forward

The evaluation should produce the following results

- Indicate major achievements and shortcomings of UCCP
- Indicate what the project was supposed to do, what the project has been able to do and what needs to be done in the future
- Indicate strengths, weaknesses, threats and opportunities that can be used for streamlining future CBNRM activities in Ugalla Ecosystem
- Develop consensus with all stakeholders and strategies for implementing UCCP beyond September 2003.
- Show major ecological impact that has been achieved and what needs to be achieved in the future
- Clearly indicate synergies between SOT partners working in Ugalla Ecosystem that will optimize use of resources to improve conservation of Ugalla Ecosystem and insure that communities accrue maximum benefits from their participation in conservation of Ugalla Ecosystem

8.0 Methodology for Evaluation of UCCP

Evaluation of UCCP will be participatory and will involve all primary stakeholders. The evaluation team will be required to study these terms of reference and develop a methodology and time schedule which will enable them to carry out a participatory evaluation of UCCP.

The Evaluation Team will review, among others, the following key documents:

- USAID Tanzania Country Strategic Plan
- SO2 Team Charter
- SO2 Results Framework Document
- SO 2 Annual and Semi annual reports,
- Minutes of SOT meetings
- SO2 Annual Retreat Reports
- Ugalla Community Conservation Project document
- Mid Term Evaluation document prepared in November 2002
- New Proposal for Extension of UCCP beyond September 2003
- Latest UCCP Performance Monitoring Plan
- Proposal for Building a supportive Environment for Ugalla Game Reserve
- Annual and Semiannual Progress reports for UCCP

- Management Regime Working Group Reports to which UCCP has ascribed
- Field Conservation Officers Activity progress reports
- UCCP contractual documents with USAID

The evaluation team will carry out fieldwork and will consult as many target beneficiaries as possible to capture beneficiaries thinking regarding project performance and their perceptions on project interventions.

At the end of field work, the evaluation team will conduct a Participatory Evaluation Workshop in Tabora involving a minimum of 50 key stakeholders to discuss among other things, findings of the evaluation mission, lessons and experiences learned during implementation of UCCP that can be used/avoided during implementation of future community based conservation activities in Ugalla Ecosystem. The workshop will review and develop strategies for implementing proposal for extension of UCCP beyond September 2003 and chart the way forward.

9.0 Timing and reporting requirements

This evaluation will be undertaken during November 2003 for 21 effective working days. The evaluation team will review the attached time schedule and prepare a detailed work plan that will enable them to carry out this evaluation within the set time limit. The evaluation team will prepare a report following standards recommended by USAID (refer to chapter 12 of USAID handbook or USAID's Automated Directive Systems). The report should include: Executive Summary, Table of contents, Body of the report and appropriate appendices (TOR, List of people met, work plan and bibliography). The Team leader will be responsible for coordinating preparation of the final Evaluation Document and will produce 6 hard copies and electronic copies for distribution to USAID, Africare, WD, SUA-TU, Green Com II, and WWF.

The core evaluation team will do a debriefing in Dar-es-Salaam, which will involve the following partners: USAID/Tanzania, Africare, WWF, SUA-TU, Green COM II, WD, and FBD, at a venue to be decided by the partners.

10.0 Composition and Qualifications of evaluation team

Three National consultants will conduct this evaluation. The team leader must have a solid and strong background in Community Based Natural Resources Management issues, must have proven experience with PRA and must have been involved in evaluating Integrated Community Based Natural Resources Management programmes. The team leader should also have proven experience in Project management.

The second consultant should have a good background in Socio-economic issues related to Community Based Conservation of Natural Resources. He/She must have a good background in sustainable livelihood issues and must have proven experience in evaluating other donor funded Community Based Conservation Programmes.

The Third consultant should have a strong background in Wildlife Management and Community Based Natural Resources Management issues. The consultant should have experience on institutional issues related to community based conservation and must have been involved in evaluating Donor funded community based conservation programmes.

The Director of Wildlife and Africare/Tanzania will provide staff to accompany the three consultants to take note of issues that emerge in the field and to guide the consultants to do their work effectively.

11.0 Terms and conditions for the consultancy

The three Consultants will be paid consultancy fees for 21 effective working days each at a rate that will be negotiated between the employer and the three consultants. Besides consultancy fees all travel costs will be covered by the employer at rates that will be negotiated between the three consultants and employer.

Africare will meet travel costs for WD and Africare staff, who will accompany the evaluation team. In addition Africare will provide a vehicle and driver to facilitate movement of the evaluation team in the field. The employer will cover costs for these additional inputs.

Table 1: Revised Tentative time schedule for Evaluation of UCCP

ACTIVITY	DATE	LOCATION
Review documents and do consultations with USAID, WWF, SOT CHAIRMAN, TCMP& WD and sort out travel logistics with Africare/Tanzania Country Office	Mon 3 Nov 2003	Dar
Travel to Tabora	Tues 4 Nov, 2003	Tabora
Discussion with UCCP Management, Tabora Regional Authorities, SUA-TU, Ugalla Game Reserve Management and Uyui District Authorities. Review Project Documents	Tues 4 Nov, 2003	Tabora
Travel to Sikonge and do consultations with DC, DED, DCC & DNRO. Visit Ipole WMA, and consult JUHIWAI CBO members at Ipole Ward Office.	Wed 5 Nov 2003	Sikonge
Travel to Mpanda District and consult Mpanda District Authorities (DC, DED, DCC, DNRO). Visit Uruwira and Katambike Village Natural Resources Committee and Kambuzi Halt (Father Manyesha).	Thur 6 – Sat 8 Nov 2003	Mpanda
Travel to Urambo via Sikonge-Izimbili	Sun 9 Nov 2003	Urambo
Travel to Senga one (Ugalla Game to Reserve) and talk to Beekeeping and Fishing communities.	Mon 10 Nov 2003	Urambo
Do consultations with Urambo District council officials [DC, DED, DCC & DNRO]. Travel to Isongwa and talk to communities sharing Uyumbu pilot WMA and look at SUA-TU activities at Isongwa	Tue 11, 2003	Urambo
Travel to Tabora and synthesize materials collected	Wed Nov 12, 2003	Tabora
Prepare for Evaluation workshop	Thur, 13 Nov 2003	Tabora
Carry out participatory workshop	Fri 14 Nov 2003	Tabora
Carry out strategic planning on the way forward.	Sat 15 Nov, 2003	Tabora
Preliminary data analysis	Sun 16 Nov 2003	Tabora
Travel to Dar es Salaam	Mon 17 Nov 2003	Tabora
Data analysis and report write-up	Tue 18 Nov to Mon 24 Nov 2003	Dar es Salaam

ANNEX 2 OFFICIALS CONTACTED

Name	Address
Ministries and Development Partners	
Mr. Emmanuel L.M. Severre – Director of Wildlife	Wildlife Division P.O Box 1994 Dar es Salaam Phone 2866408 E-mail wildlife-division@twiga.com
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Mr. Eric Kamoga Mugurusi – Director	Department of Environment Vice President’s Office P.O Box 5380 Dar es Salaam. Phone 2118416/2113983
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Mr. Peter Sumbi – Forestry Programme Coordinator	WWF –Tanzania Programme Office P.O Box 63117 Dar es Salaam Phone 022-2700077 E-mail psumbi@wwftz.org
Regional/District Officials	
Hon. A. H. Kandoro –Regional Commissioner	Tabora region P.O Box 25 Tabora Phone 026-9600
Mr. Peter Balie - Regional Administrative Secretary	Tabora region P.O Box 25 Tabora Phone 026-9600
Mr. Hassan Liana – Regional Natural Resources Officer	Tabora region P.O Box 25 Tabora Phone 026-9600
Mr. Serene A. Chidumizi –District Executive Director	Urambo District Council P.O Box 170 Urambo Phone 43 Urambo
Dr. Ian Langiboli –District Commissioner	Mpanda District P.O Box 34 Mpanda
Mr. Dennis Bandisa –District Executive Director	Mpanda District Council P.O Box 34 Mpanda
Mr. M.I.C. Sizya -Chairman	Sikonge District Council P.O Box 70 Sikonge
Mr. P. Yarugaba – District Community Development Officer	Sikonge District Council P.O Box 70 Sikonge
Mr. A. H. Malunkwi - Chairman	Urambo District Council P.O Box 170 Urambo
Mr. B.M.C.M. Midala - Project Manager	Ugalla Game Reserve P.O Box 2137 Tabora
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Mr. Linus Salema – Field Conservation Officer	Africare – UCCP P.O Box 70 Sikonge

Name	Address
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Mr. Kiyungi M. Kiyungi –District Natural Resources Officer	Urambo District Council P.O Box 170 Urambo
Mr. Hawethu S. Kasola – District Natural Resources Officer	Sikonge District Council P.O Box 70 Sikonge
Mr. P.I.A. Mwakyusa – District Fisheries Officer	Mpanda District Council P.O Box 1 Mpanda

**ANNEX 3 AFRICARE - UCCP EVALUATION WORKSHOP PARTICIPANTS
(14-15 /11/2003)**

S/N	NAME	POSITION	ORGANIZATION	ADDRRES
1.	Salum S. Mgeleka	Chairperson	Uyui	P. O. Box 610 Tabora
2.	N.M. Udangu	District Community Development Officer	Urambo	P. O. Box 170, Urambo
3.	E.T. Rugarabamu	District Administrative Secretary	Urambo	P. O. Box 85, Urambo
4.	Kiyungu M. Kiyungi	District Natural Resources Officer	Urambo	P. O. Box 170, Urambo
5.	D.L. Charles	Chairperson	Mazingira Working Group	P. O. Box 65 Sikonge
6.	M.D.J. Msananga	Division Secretary	Sikonge	P. O. Box 11 Sikonge
7.	Mfaume H. Mfaume	Division Secretary	Kiwere	P. O. Box 11 Sikonge
8.	Ngassa G. Zacharia	Project Coordinator ADAP	Mpanda	P. O. Box 16 Mpanda
9.	Nuhu J. Ngoma	Chairperson - WIMA	Urambo - Uyumbu	P. O. Box 32 Urambo
10.	Elizabeth Simwanga	Chairperson JASHUMI	Urambo	P. O. Box 170 Urambo
11.	Hamisi Mkoma	Division Secretary	Usoke	P. O. Box 63 Urambo
12.	Dr. Ian Langiboli	District Commissioner	Mpanda	P. O. Box 34, Mpanda
13.	Hawethu S. Kasola	District Natural Resources Officer	Sikonge	P. O. Box 70, Sikonge
14.	Reuben D. Kasanda	Chairperson, CBO, Ipule	Sikonge	P. O. Box 70, Skionge P. O. Box 2165 Tabora
15.	Titus Philip	Editor	R.T.D.	
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17.	M.T. Mwakalinga	Division Secretary	Ilolangulu	P. O. Box 30, Tabora
18.	M.I.C. Sizya	District Council Chairman	Sikonge	P. O. Box 70, Sikonge
19.	V.S. Mushi	District Executive Director	Sikonge	P. O. Box 70, Sikonge
20.	Lt. E. B. Balama	District Commissioner	Sikonge	P. O. Box 11, Sikonge
21.	Dr. G. Massangya	For Regional Natural Resources Officer	Tabora	P. O. Box 25, Tabora
22.	Linus A. Salema	Field Conservation Officer	Africare - UCCP Sikonge	P. O. Box 70, Sikonge
23.	A. H. Malunkwi	District Council Chairman	Urambo	P. O. Box 170, Urambo

24.	O. S. Mnyika	Assit. Commander	ZAPU - Tabora	P. O. Box 916, Tabora
25.	Hon. P. J. Kalyalya	Assit. District Council Chairman	Mpanda	P. O. Box 1, Mpanda
26.	P. I. A. Mwakyusa	For District Executive Director	Mpanda	P. O. Box 1, Mpanda
27.	B. T. Simba	For District Natural Resources Officer	Mpanda	P. O. Box 86, Mpanda
28.	C.A. Kimamba	Division Secretary	Inyonga	P. O. Box 34, Mpanda
29.	Eliya Mgalihya	Field Conservation Officer	Africare UCCP Mpanda	P. O. Box 625, Tabora
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34.	Peter Ottaru	Principal Game Officer	Wildlife Division	P. O. Box 1994, Dsm
35.	Edward L. Massawe	Field Conservation Officer	Africare - UCCP - Urambo	P. O. Box 170, Urambo
36.	Emmanuel Kushoka	District Natural Resources Officer	Tabora District	P. O. Box 610, Tabora
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