

Three Decades of Swedish Support to the Tanzanian Forestry Sector

Evaluation of the period 1969–2002

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**Department for Natural Resources
and Environment**

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Sida Evaluation 03/12

**Department for Natural Resources
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On behalf of the entire Evaluation Team

Marko Katila
Indufor Oy

This report represents the professional viewpoints of a team of independent consultants. It does not represent, nor necessarily coincide with, the official views of the Government of Tanzania, the Government of Sweden, nor the Swedish International Development Agency.

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Abbreviations

| | |
|---------|--|
| CBD | Convention of Biological Diversity |
| CBFM | Community-based forest management |
| CBNRM | Community-based natural resource management |
| CCD | UN Convention on Combating Desertification and Drought |
| CF | Community forestry |
| CFS | Community Forestry Section |
| CRS | Creditor Reporting System |
| DAC | Development Assistance Committee |
| DANIDA | Danish International Development Agency |
| DAS | District Administrative Secretary |
| DFO | District Forestry Office (Officer) |
| DG | Director General |
| DNRO | District Natural Resources Officer |
| DONET | Dodoma Environment Network |
| DPSP | District Programme Support Programme |
| EAAFRO | East African Agricultural and Forestry Research Organization |
| ERP | Economic Recovery Programme |
| ESAP | Economic and Social Action Programme |
| FAO | Food and Agriculture Organization |
| FBD | Forestry and Beekeeping Division |
| FC | Forest Committee |
| Finnida | Finnish International Development Agency |
| FITI | Forest Industries Training Institute |
| FLCD | Forests for Local Community Development |
| FTI | Forestry Training Institute |
| FTPP | Forests, Trees and People Programme |
| FWTC | Forest Workers Training Centre |
| GDP | Gross domestic product |
| GOT | Government of Tanzania |
| GTZ | Deutsche Gesellschaft für Technische Zusammenarbeit |
| HADO | Hifadhi Ardhi Dodoma/Dodoma Region Soil Conservation Project |
| HASHI | Hifadhi Ardhi Shinyanga |
| HESAWA | Health through Sanitation and Water Programme |
| ICRAF | International Center for Research in Agroforestry |
| IMDAs | Integrated Multidisciplinary Development Activities |
| IMF | International Monetary Fund |
| JFM | Joint forest management |

| | |
|--------|---|
| KfW | Kreditanstalt für Wiederaufbau |
| LAMP | Land Management and Environment Programme |
| LGRP | Local Government Reform Programme |
| LMDA | Logging and Miscellaneous Deposit Account |
| LMNRP | Local Management of Natural Resources Programme |
| Ltd | Limited |
| M | Million |
| MNR | Ministry of Natural Resources |
| MNRT | Ministry of Natural Resources and Tourism |
| MOA | Ministry of Agriculture |
| MRALG | Ministry of Regional Administration and Local Government |
| NDC | National Development Corporation |
| NEAP | National Environmental Action Plan |
| NEMC | National Environmental Management Council |
| NESP | National Economic Survival Programme |
| NFI | National Forest Inventory |
| NFP | National Forestry Programme |
| NGO | Non-governmental organisation |
| NORAD | Norwegian Agency for Development Co-operation |
| OECD | Organisation for Economic Co-operation and Development |
| PFM | Participatory Forest Management |
| PORALG | President's Office of Regional Administration and Local Government |
| PRS | Poverty Reduction Strategy |
| PRSP | Poverty Reduction Strategy Paper |
| RC | Regional Commissioner |
| RELMA | Regional Land Management Unit |
| RFO | Regional Forestry Office (Officer) |
| RFP | Regional Forestry Programme |
| RIPS | Rural Integrated Programme Support |
| RPFB | Rolling Plan and Forward Budget |
| RSCU | Regional Soil Conservation Unit |
| SADC | Southern Africa Development Community |
| SAPU | Strategic Analysis and Planning Unit |
| SAREC | Swedish Agency for Research Co-operation |
| SCAPA | Soil Conservation and Agroforestry Program in Arusha Region |
| SECAP | Soil Erosion Control and Agroforestry Project |
| SEK | Swedish Crown |
| SEKA | Sida's Department for Cooperation with Non-Governmental Organizations and Humanitarian Assistance |
| Sida | Swedish International Development Authority / Swedish International Development Agency |

| | |
|-----------|--|
| SIDO | Small Industries Development Organisation |
| SLU | Swedish University of Agricultural Sciences |
| SPM | Southern Paper Mills |
| SRS | Silvicultural Research Station |
| SUA | Sokoine University of Agriculture |
| SULEDO | Sunya Division, Legatei Division, Dongo Division |
| SWAp | Sector Wide Approach |
| TA | Technical Assistance |
| TAF | Tanzanian Foresters' Association |
| TAFORI | Tanzania Forestry Research Institute |
| TANTIMBER | Tanzania Timber Marketing Company |
| TAS | Tanzanian Assistance Strategy |
| TFAP | Tanzania Forestry Action Plan |
| TFCMP | Tanzanian Forest Conservation and Management Project |
| TSh | Tanzanian Shilling |
| TURS | Timber Utilisation Research Station |
| TWICO | Tanzania Wood Industries Corporation |
| UNCED | United Nations Conference on Environment and Development |
| UNDP | United Nations Development Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| UNFF | United Nations Forum on Forests |
| USD | United States Dollar |
| WB | World Bank |
| VC | Village Council |
| WFC | World Forestry Congress |
| VFRs | Village forest reserves |
| VFU | Village Forestry Unit |
| WID | Women in development |
| WIDA | Winu Development Association |
| ZOFOMO | Zonal Forest Management Office |

Executive Summary

Introduction

The Governments of Sweden and Tanzania have been collaborating on the development of the Tanzanian forest sector since 1969. The two governments agreed to undertake a historical evaluation of this assistance. The evaluation was conducted by a four-person team, with three weeks of stakeholder consultations and field work in Sweden and Tanzania in December 2002, and two weeks of report writing in early 2003. The short time available for the evaluation and insufficient baseline information provided no opportunities to carry out an impact assessment.

Overview of Financial Aid Flows to the Tanzanian Forest Sector

Total Swedish support in 1972–2001 to the Tanzanian forest sector amounts to about SEK 1.16 billion, which equals about SEK 38.5 million in annual terms. In constant terms, the total Swedish support to the Tanzanian forest sector is estimated at SEK 2.2 billion.

In the mid-1970s Sweden provided almost 90 percent of FBD's and TWICO's combined budget. In the late 1970s the share was 65–70 percent and in the 1980s about 60 percent. The decentralisation of forestry support started in the 1990s. At present, everything has been decentralised and integrated into a district-based development project under LAMP.

Shifts in Support over Time

Support has been provided to virtually the entire spectrum of forestry activities. As a generalisation, the following shifts or trends in forestry aid can be detected:

- 1969–1980: forest plantations, forest industries, and training, with introduction of tree planting and village forestry;
- 1980–1990: efforts to commercialise plantations and industries, expansion of village forestry, soil conservation, and agroforestry; and
- 1990–2002: increasing focus on decentralised support to village and community forestry; other areas phased out.

Major reasons for these shifts have been changing development strategies and policies in Tanzania, changing Swedish and international development thinking and approaches, performance and experience gained in forest sector in Tanzania, and donor fatigue.

Relevance

When seen in historical perspective, the Swedish support to forestry activities in Tanzania has been generally consistent with Tanzania's development needs, and the prevailing policy objectives of the Tanzanian and Swedish governments.

Efficiency and Effectiveness

In the past, Sida did not pay adequate attention to efficiency and effectiveness of delivered aid. Many programmes and projects lacked clearly defined objectives, outputs, and indicators, and monitoring

systems, and their results were inadequately documented. Furthermore, costs in relation to the produced outputs were generally not recorded and analysed. Nonetheless, for some aspects of the support, it is possible to make some observations:

Swedish support did not succeed in meeting the broad objectives for the plantations and forest industries although physical achievements were acceptable, and sometimes even impressive, given the many constraints in the 1970s and 1980s. The results, however, do not justify all the support to the industrial plantations and forest industries, amounting to hundreds of millions of Swedish crowns over time.

General consensus is that the most effective efforts in village and community forestry have been the more recent ones involving community-based forest management. The current focus on promotion of community-based forest management and agroforestry through the district development programmes, i.e., LAMP, seems to have been achieving targets.

The large cost of technical assistance in relatively small pilot projects, which were later on not scaled-up or were closed down, has reduced the efficiency of the provided aid. Even today, the issue is still pertinent.

Impacts and Sustainability of Swedish Support

Sida's long-term support to the development of the Tanzanian human resources has contributed positively to most sub-sectors within forestry. A large share of Tanzanian foresters has received Sida-supported training, as training has been a feature of almost every project supported by Sida. Swedish support played a key role in turning the Forestry Training Institute (FTI) into a regionally recognised training institute providing courses in a wide range of forestry topics. Sida also played an instrumental role in developing and instituting forest industry training in Tanzania. The rural projects – community forestry, HADO, SCAPA, the FTTP pilot, Babati LAMP, and LAMP – have all provided substantial training to rural women, men, and youth in various topics pertaining to forestry, sustainable natural resource management and development.

Swedish support has helped in turning community forestry and community-based natural resource management into a mainstream management approach with wide support at different levels from the Ministry to village communities. The prevailing community-based forest and natural resource management “paradigm” builds a lot on past Sida-assisted efforts, especially in the LAMP districts and under the FTTP project.

In addition, Swedish support has had positive impacts in terms of development of physical resources and facilities, introduction of new ideas and technology, and developing forest policy and legislation. For example, Swedish support to community forestry has had a major impact on the development of the 1998 National Forest Policy and the 2002 Forest Act. In plantation forestry and forest industries, the Swedish assistance contributed a new way of working, in terms of introducing “modern” more-business oriented and integrated concepts of forest management, harvesting, and processing. Mobile sawmills and manufacture of quality softwood furniture are examples of positive technological impacts.

The contributions of Swedish forestry aid to poverty reduction in Tanzania are somewhat difficult to assess. Until the 1990s poverty reduction was not really explicitly addressed in most of the Sida-assisted forestry projects. Socio-economic impacts, including impacts on poverty reduction, reduction were quite limited. The current approach to poverty reduction focuses on empowerment and capacity-building of the poor, assisting them to achieve sustainable livelihoods. In this regard, the forestry-related activities of HADO, SCAPA, community forestry, LAMP, and perhaps some volunteer and NGO activities have made modest contributions.

Similarly, only in recent years have Swedish development cooperation focused explicitly on gender issues. Although some of the earlier forestry efforts benefited women, such as through employment in tree nurseries or the equipping one women's group with a mobile sawmill, more systematic efforts to train and benefit women, and address gender issues have been relatively recent, in programmes such as LAMP and SCAPA.

Key Lessons Learned

Programming Practices:

Programme approach. Considerable experience, both within Tanzanian forestry and more broadly, has demonstrated the weaknesses with project-based development support. Planning of development interventions should move away from the traditional project approach towards more broad-based and coordinated support of national programmes.

Policy, legal, and institutional analysis. The design of development interventions must pay adequate attention to the analysis of potential policy, legal and organisational constraints and facilitating needed reforms and changes. From the policy perspective and efficiency of aid delivery, it is crucial to find mechanisms that will link field activities with policy formulation and strategy formulation. It is essential that donors participate in relevant ongoing working groups dealing with sectoral programmes and related policy dialogue, to ensure adequate exchange of information and lessons learned, and to enhance the effectiveness of development interventions.

Logical framework and other planning methodologies. Programmes and projects need systematic planning, including clearly-defined objectives and outputs. Such planning should be based upon the logical framework approach and/or other relevant methodologies, and thus include well-defined indicators, systems and baseline data for monitoring and evaluation. Moreover, it is vital that such planning be undertaken in a participatory manner.

Broadening participation to include civil society and private sector. Experience in Tanzanian forestry has demonstrated the importance of broadening participation in sustainable forest management from government interventions to include the civil society, i.e., rural communities, NGOs, community-based organisations, and the general citizenry, as well as the private sector. The aim is to build broad-based local ownership for the development efforts.

Sustainability and phasing out. Project and programme design must pay adequate attention to issues related to financial recovery and local financial contribution to enhance local ownership, sustainability and reduce aid dependency. In addition to financial sustainability, it is essential to pay more attention to organisational sustainability and securing adequate (policy) commitment. Development assistance needs well-agreed time frames and plans for eventual phasing out from a supported sector. To ensure sustainability, it is often best that phasing out be planned as part of the initial design. In all cases, abrupt changes should be avoided, especially when the dependency on a specific donor is high.

Piloting and replication. It is important to plan for scaling-up after a pilot phase. To adequately make use of such pilot work, maximise development impacts, and improve the efficiency of the resource use, it is vital to link it to national policy dialogue and replication of successful approaches on a broader scale.

Longer time frames. It is vital to agree on longer time frames for development assistance support, to ensure well-planned and well-executed interventions. Longer time frames are also needed to bring about policy and institutional changes, such as reforming state-owned forestry industry or plantation sector.

Monitoring and Evaluation

Systematic monitoring and evaluation to learn from experience. It is essential to plan systematic evaluations of development interventions at various levels, to ensure relevance, effectiveness, efficiency and sustainability of assistance and promote learning from experience. Ongoing monitoring and close supervision, such as annual and semi-annual reviews, can contribute to improved performance and impacts. But it is also important to undertake evaluations covering longer time periods to more properly assess impacts.

Adequate follow-up by Sida to improve institutional memory. Donor organisations need to provide active follow-up on implementation of development programmes, rather than just leaving such work to the recipient institutions and consulting companies. To better learn from development experience, it is vital that efforts be periodically assessed and documented. Documentation should include maintaining a comprehensive project/programme library at Sida. It is furthermore essential that donor organisations have adequate staffing to follow such issues, and build institutional memory, rather than contracting out such responsibilities.

Sustainable Forest and Natural Resource Management Issues:

Tenure aspects. Tanzanian experience has demonstrated the importance of legislation enabling access to, and control over, resources to enable community-based natural resource management, i.e., adequate incentives for local managers to invest efforts into management. For community-based forest management, the ability of local communities to develop their own by-laws to control village forests, or the willingness of the state to share management rights and responsibilities in joint forest management, is probably more decisive than the technical forestry issues in promoting local participation.

Linking field activities with national and international efforts. The efforts to promote village forestry, community forestry, agroforestry, soil conservation, and more integrated approaches to management of land and natural resources require not only piloting and implementation at the field level, but also strong linkages to national and international activities. Forestry needs to be linked to macro national development efforts, such as in decentralisation and poverty reduction, in order to make meaningful contributions to development and avoid marginalisation. To achieve such linkages, foresters need to be involved in the current development debates, to demonstrate the relevance of the sector. It is insufficient to work only at the local level of a national programme, as isolated pilot field activities will have only a limited impact, at a relatively high cost. Furthermore, it is unrealistic to expect that a decentralised district development programme will have any ability to replicate its successes in other (non-programme) districts. Therefore, it is vital that work simultaneously occurs at a national level, so that field lessons can feed into policy dialogue, and influence and learn from field activities elsewhere in the nation.

Integrated vs. sectoral approaches. Experience in Tanzania indicates that neither a purely sectoral nor a purely integrated approach will suffice to adequately promote forestry's contributions to national development. It is vital to pursue a combination (hybrid) of the two. For example, LAMP's contributions to community-based forest management could be further enhanced through linkages to the national-level forestry sector efforts, such as the National Forestry Programme.

Addressing poverty. If forestry cannot demonstrate its relevance to poverty reduction, then neither the government nor donors (and other development partners) will be willing to support forestry, and thus its potential will remain underdeveloped. It is vital that forestry be mainstreamed into broader national strategies and development programmes.

Generation of income for local communities. More attention needs to be paid to marketing issues: for example, in some areas, tree nurseries have become so popular that they have reached local

market saturation, and require assistance to market their tree seedlings in other areas. If timber is to be harvested, however, then such community forests may require more support, in terms of simple participatory resource assessments (inventories) and management plans. To increase rural incomes from community-based forest management, it will be important in the coming years to assess potentials for co-management of areas with richer forest resources, which may have greater economic potential, such as for sustainable harvesting of timber.

Training, extension and research needs. As the overall context for forestry development in Tanzania has evolved, and prevailing paradigms shift, new needs for training and extension continue to emerge. These areas, therefore, require continued support. Experience has also demonstrated that as some forestry activities become privatised, new training responses are needed. For example, although the private sector has taken up much of the responsibility for forest industries, to date the private sector has not been investing in training in this area.

In conjunction with development efforts, more applied research is needed. In many cases, more responsive development interventions could be designed if they were preceded by more detailed social and environmental assessments, and other relevant background studies. To adequately assess impacts, it is vital that baseline data be obtained, and proper monitoring of social and environmental impacts be undertaken.

Future Directions and Opportunities

The policy and legislative developments during the last ten years create the potential for establishing a sound environment for forestry development, which is also fully consistent with Sida's aid policy principles and objectives. With respect to possible future Swedish collaboration with Tanzania on forestry activities, it seems that several clear opportunities exist, and warrant further investigation.

It will be important to build upon the forestry activities in the current decentralised district development programmes. When expanding district-based natural resource management programmes one should also more explicitly focus support to community-based forest and other natural resource management within district development programmes. It is essential to put more attention on increasing forestry's economic benefits for local communities. Such efforts could then further enhance forestry's contributions to poverty reduction.

Sida plans to provide decentralised support to district-level rural development to six districts along the Lake Victoria, similar to the approach used with LAMP. This programme will draw lessons not only from LAMP, but also from two other projects, one the Health through Sanitation and Water Programme (HESAWA), the other a pilot project dealing with development of small urban centres, or towns. It will be vital to link these field activities with national programmes and policy dialogue. Sweden needs to be actively engaged in the donor forum dealing with forestry and other natural resources, and contributing to the implementation of national programmes, policies and initiatives especially when there is good national ownership. This linkage should include not only the recently developed NFP, but also looking at how field efforts in forestry can contribute to national programmes in decentralisation and poverty reduction. A challenge, thus, is how to link decentralised, geographically-based development programmes with national programmes and policies. It may be vital to think about how such work could be simultaneously approached from two levels – both the local and the national. Given the needs to continue to build human capacities in Tanzania, it is vital to link these district programmes on decentralised natural resource management with further support to training, research, and extension. This issue requires greater collaboration with universities, research institutes, and NGOs.

The Evaluation Team believes that Sida could make a bigger impact with its support to promoting community-based natural resource management (CBNRM) if it were to work more closely in cooperation with other key donors in the sector. One alternative for Swedish support is to continue with the LAMP efforts, i.e. a district-based approach, but later on also provide support through a basket fund mechanism to promote CBNRM on a larger scale.

This intervention hinges upon Tanzania and the donor community moving towards SWAP in forest sector financing. Any donor interested in SWAP should be actively developing a supporting and enabling environment for implementing SWAP. This situation suggests a natural role for Sida to become involved again at the central level, but in a way that serves implementation of CBNRM or community forestry at the local level. Such support would also be an important step towards moving away from the traditional project or programme approach towards long-term support through contribution to broad national programmes.

In 2004, work will begin to develop the next country assistance strategy, for implementation to begin in 2006. Given the long history of collaboration in this sector, and the recent reforms that have enhanced the potential for obtaining significant results, this provides an opportunity to consider future collaboration between Sweden and Tanzania with respect to forestry.

1 Introduction

1.1 Evaluation Background and Objectives

The Governments of Sweden and Tanzania have collaborated on developing the Tanzanian forest sector since 1969. Support has been provided to virtually the entire spectrum of forestry activities. Over the years, various reviews and evaluations have been undertaken of the forestry support, but often these assessments focused on a specific project and a relatively short time period. Therefore, the two governments agreed in November 2000 that it would be instructive to carry out an external evaluation of all forestry collaboration.

The purpose of this evaluation is (i) to examine this history of cooperation, (ii) to draw lessons learned from the experience; and (iii) to guide future cooperation, both in Tanzania and elsewhere. In particular, this evaluation aims to improve:

- strategic decision-making concerning identification of areas and modalities for future support;
- planning, monitoring and evaluation of projects and programs, especially to enhance their contribution to meet both Sweden's objectives for development co-operation and more country-specific objectives;
- project design and management to enhance effectiveness, efficiency and sustainability of development efforts;
- mechanisms for learning from past experiences both in Tanzania and Sweden and improving the usefulness and actual use of evaluation information; and
- aid modalities, with special focus on identifying more efficient aid delivery mechanisms.

The evaluation situates this long history of forestry collaboration in the context of the prevailing thinking and development efforts as they evolved over time. The assessment considers the extent to which various interventions have contributed to the policy objectives of the two governments. More details are provided in the Terms of Reference (Annex 1).

1.2 Evaluation Scope

The evaluation has focused on Sweden's bilateral forestry activities in Tanzania, from 1969 through 2002. The assessment has looked at all forestry activities supported by Sida¹, including support to community-based forest management in the context of integrated decentralised integrated rural development programmes. The assessment also considered activities of Swedish volunteers and Swedish NGOs, most of which have received assistance from Sida.

Activities in other related sectors, such as support to environmental management through the National Environmental Management Centre (NEMC), have not been assessed. It has also not been possible in the time available to adequately assess Swedish contributions to regional and international institutions and activities, such as Regional Soil Conservation Unit / Regional Land Management Unit (RSCU/RELMA), the International Centre for Research on Agroforestry (ICRAF) and the Food and Agriculture Organization of the United Nations (FAO), which have had an impact on forestry efforts in Tanzania.

¹ For the sake of consistency, this report uses in the text the abbreviation "Sida" when referring to the Swedish International Development Agency, although before the mid-1990s the abbreviation was Sida.

1.3 Methodology

The evaluation of the Tanzanian-Swedish forestry development cooperation was carried out following the approach and steps outlined in Annex 2. The evaluation criteria were the standard ones used in evaluations carried out by Sida and other agencies: *relevance*, *impacts/achievements*, *effectiveness* and *efficiency*, and *sustainability* of development impacts. Although all these criteria are relevant, relevance and sustainability of development impacts were considered as priority criteria for this evaluation.

The assessment was carried out in relation to the overarching goals and policies of Swedish development cooperation which, at present, emphasise *poverty reduction*, *environmental development*, *democratic* and *human rights development* and *gender equality*. The development policies and objectives, both in Sweden and Tanzania, however, have changed over time. The team evaluated development cooperation against the policy context prevailing at the time when the programme or project was ongoing, while also reflecting on the consistency of past and current development policy framework and objectives.

The Evaluation Team has relied upon a variety of sources to undertake its assessment. It compiled and reviewed an extensive amount of relevant documentation in English, Swedish, and Kiswahili, including some historical material found in the Sida and Swedish National Archives (see References).

The Evaluation Mission spent one week in Sweden and two weeks in Tanzania in December 2002, meeting with various stakeholders and consulting key resource people (Annex 3). While many meetings were held as individual discussions, several group meetings were held. A one-day workshop was held in Stockholm on 3 December 2002, with a number of people who had been active in Tanzanian forestry over the years. On 12 December 2002, another one-day workshop was held in Dar es Salaam with a group of Tanzanian foresters.

A field trip was taken in Tanzania, to visit people who had been involved in various forestry activities, including forest plantations, industries, training, and village forestry. The Team decided to focus its field visits on selected sites where work had been ongoing in forest plantations, forest industries, training, and village forestry and community-based forest management. The Team travelled to Arusha, Meru, Olmotonyi, Moshi, West Kilimanjaro, and Babati. The latter included a field trip to visit an area under community management as village forest reserve, and two village meetings with local women and men.

A debriefing session was held in Dar es Salaam on 20 December 2002. Subsequently the report was presented at stakeholder workshops in Dar es Salaam on 31 March 2003, and in Stockholm on 7 April 2003. The report has been finalised on the basis of review comments.

The Evaluation Team has endeavoured to make this assessment as comprehensive as possible, given the limited time and resources available to undertake the assessment. The Team was not able to visit all types of activities in the field. Thus for some activities, the primary sources of data have been the documentation and people contacted. Given the limited resources for the study and the lack of baseline data, it was not possible to carry out a thorough impact analysis.

1.4 Organisation of the Report

This report is organised into a main summary report, which summarises the key evaluation issues, as well as supporting material in the annexes. The main report discusses the overall development context for forestry development cooperation in Tanzania as it evolved between 1969 and 2002, a historical overview of Swedish support to forestry in Tanzania, an analysis of programming of Swedish assistance, and an assessment of impacts, relevance, efficiency, effectiveness and sustainability. It then considers the major lessons learned, draws conclusions and proposes recommendations for the way forward.

The annexes contain the terms of reference (Annex 1), an overview of the evaluation design (Annex 2), people consulted (Annex 3), a timeline of key development approaches (Annex 4), and a matrix of Swedish-assisted forestry programme and project support over the past 34 years (Annex 5). Then Annexes 6.1 to 6.10 present a detailed analysis of each of ten key areas of support.

2 The Evolving Context for Forestry in Tanzania: Seeing the Forest and the Trees

In reviewing the history of Swedish support to forestry in Tanzania, it is vital to bear in mind the larger context in which these development efforts were taking place. One cannot “judge” the past performance using today’s criteria or without trying understand the overall political and economic environment and development thinking that influenced forest sector development and international forestry cooperation at specific points of time. The following text summarises some of the key events and developments bearing an impact on forestry development. This analysis is summarised in a timeline in Annex 4. When Tanzanian-Swedish forestry cooperation is evaluated by type or area of support, an attempt is made to relate the support to the larger context described below.

2.1 Macro Policy and Economic Developments in Tanzania

Tanganyika gained its independence in 1961, and shortly thereafter joined with Zanzibar to establish the United Republic of Tanzania. In the early years after Independence, Tanzania had prepared its first national development plans, and started receiving development assistance. While the economic growth was initially promising, the situation changed over time. The Tanzanian Government pursued a vision of “African socialism,” as articulated by President Julius Nyerere in his Arusha Declaration of 1967, which stressed self-reliance, rural development, and economic growth. From 1967 to 1970, many industries were nationalised. Subsequently, a villagisation policy was adopted in 1974, wherein many rural people were encouraged, or forced, to move into villages. In 1978–79, Tanzania went to war with Uganda, helping to chase Idi Amin out of power. These various policies contributed to an economic crisis. Subsequently, efforts began to restructure the economy. In the early 1980s, the Tanzanian government began its own efforts at economic reform, which were not particularly successful.

After Nyerere stepped aside an opportunity for more radical economic reform was created. The Government finally accepted World Bank and the International Monetary Fund assistance in the Economic Recovery Programme (ERP), beginning in 1986, followed by the Economic and Social Action Programme, from 1989–92. The Government also adopted a three-year Rolling Plan and Forward Budgeting system in 1992, and in 1993 established a Presidential Parastatal Reform Commission. Further changes, such as macro economic reforms, combating corruption, and policy reforms in many sectors, occurred after President Benjamin Mpaka came to power in 1995, in the first multi-party elections. In 1997, Government prepared a Poverty Eradication Strategy. In 2000, Government articulated its long-term development Vision 2025. In support of this Vision 2025, it has prepared a Poverty Reduction Strategy Paper (PRSP) and Tanzanian Assistance Strategy (TAS). The latter provides Government’s vision of how it aims to work with partners on development cooperation.

In institutional terms, a major shift has occurred towards decentralisation. Over the past two decades, the Government of Tanzania has been increasingly devolving power to local government, at both the district council and village level. The Local Authorities Act of 1982, the Village Land Act of 1999, and the recent government and donors’ efforts to build capacity of local government, through the Local Government Reform Programme (LGRP) have all contributed towards achieving this aim. In terms of forestry, this shift has meant increasing emphasis has been placed on participatory forest management, including village forest reserves, co-management of state forest reserves, and agroforestry.

2.2 General Trends in Development Assistance to Tanzania

During the late 1960s and 1970s, the donor community, especially the Nordic countries, expressed great support for Tanzania's vision of African socialism, as espoused by President Julius Nyerere. As a result, many donors provided substantial and increasing funding levels rather uncritically. It was only when the economic crisis began in the late 1970s and early 1980s that many donors began to pressure Tanzania to reconsider its policies and undertake economic reform. Increasing concern was also expressed about the degree to which Tanzania was becoming dependent upon aid. It has been argued that the amount of aid provided by the donor community in the 1970s and even 1980s had, in fact, supported unviable policies and parastatal structures, thereby delaying the impetus for change.

Since Independence, some general patterns have been noted in donor support to Tanzania. Elgström (1995), in reviewing overall Swedish assistance to Tanzania, has argued that the period from 1965 to 1970 was one of "project support and economic growth", whereas that from 1970 to 1979 was categorised as "aid on the terms of the recipient." He noted that 1979 to 1983 was a "period of uncertainty," whereas from 1983 to 1995, efforts focused on "saving the Tanzanian economy."

Internationally, donor assistance in recent years has focused on meeting the Millennium Development goals – the most important of which is combating poverty. This concern has been reflected in development assistance to Tanzania. In addition, donors have increasingly focused their support to decentralisation and providing "basket funding" for sectoral programs, such as in education and health.

2.3 Evolution of Sida's Aid Policies in Tanzania

2.3.1 General Aid Policies

Aid to Tanzania during the 1960s and 1970s followed the general trend of Swedish development assistance, which emphasised economic growth and industrialisation. Growth was considered a prerequisite for poverty alleviation. The priority put on economic growth was established by the Swedish Government Aid Bill already in 1962. The four other basic goals were poverty alleviation, enhancing political and economic autonomy, enhancing democratic development in the society, and promoting economic and social equity.

Following the Government Aid Bill in 1970, Sweden started prioritising countries, which strove to accomplish structural changes in order to promote economic and social equality. The introduction of country programming was one of the main features in the ideology of giving aid "on the terms of the recipient". The recipient authorities were expected to use funds as they themselves wished within a negotiated broad programme framework. At that time it was Sida's policy to allow the aid recipient to plan and manage aid. Tanzania was one of the main beneficiaries of this new policy, because in the Swedish aid policy and political circles, it was almost an ideal candidate. Forest sector programme support in Tanzania in the 1970s was provided following these principles.

The Swedish aid policy in Tanzania initially prioritised education and rural infrastructure (water, power, roads). In the mid-1970s industry became a new focus area. Sida decided to support Tanzania's Basic Industry Strategy.

In the late 1970s, the early development optimism waned and the capability of the Tanzanian authorities to plan and manage aid efficiently was increasingly questioned. No major cuts occurred in aid allocations but aid was increasingly provided through specific projects rather than broad sectoral programmes. Similar shift took place in the forestry sector, where several projects were started in 1979–1980 under a programme umbrella. Broad forest sector support was discontinued. At the same time, increasing focus was being paid to helping the government of Tanzania in carrying out major structural

economic reforms in cooperation with the WB, IMF and the entire donor community. Support to state-owned industries, however, was continued.

In the 1990s, Swedish aid had a marked emphasis simultaneously on promoting the market economy and economic growth and reducing poverty. Since the late 1990s, the overriding objective of the Swedish development cooperation with Tanzania has been to contribute to poverty reduction.

The general aid objectives remained more or less unchanged in 1962–1988. Concern for the environment was added as a new policy objective in 1988. Gender equality had featured strongly in the Sida policies already since the mid-1980s. In 1996, gender equality was introduced as a separate, sixth policy objective in Swedish foreign aid. Consistently with the shift in the overall Sida aid policies, gender became an explicit part of Sida's forestry support in Tanzania in the late 1990s.

2.3.2 Sida's Forestry Aid Policies

Swedish forestry aid policy has gone through a number of phases during the thirty years of cooperation with Tanzania. In the beginning forestry development by governments efforts, especially in production-oriented forestry and forest industries, was seen a positive change agent. In the late 1970s the focus shifted to community/social forestry, fuelwood production and controlling desertification and soil erosion, to which small-scale wood growing by communities became a "solution". Social forestry became a focal area of Sida's forestry cooperation everywhere, including Tanzania.

In the mid and late 1980s, more emphasis was given to environmental considerations and sustainable development. This era could be called the period of "environmental forestry" although the emphasis on social forestry also remained strong and Sida started to support Tropical Forestry Action Plans. Sida's internal assessment states that the outcomes of these approaches were not very impressive.

In the 1990s, Swedish forestry assistance began to emphasise poverty reduction in rural areas. In 1996–1997 a major change took place in Sida's policy on forestry. Sida started promoting a more holistic and integrated approach to sustainable natural resource management. Sida's new policy on natural resources does not even mention forestry explicitly but refers to sustainable land management. Underlying this policy shift was the recognition that issues such as improving land tenure security, empowering local authorities and communities, and support to improved agriculture are likely to be more effective means to reduce deforestation and promote sustainable utilisation of forest resources. This policy has led to a gradual disappearance of separate forestry projects.

2.4 General Trends in International Forestry

In the 1960s, international forestry thinking focused on the role of "forestry in economic development". Forest development and international forestry development cooperation during this period emphasised industrial forestry, i.e., management of productive natural forests and plantations, and development of forest industries, to generate employment and income. In line with overall development trends, the aim was to increase development through infusion of funds and where needed, human resources.

In the late 1970s, international concern increasingly focused on issues such as the fuelwood crisis, land degradation and soil erosion in developing countries. Many countries began to address these issues through tree planting campaigns, improved cookstove projects, and efforts to deal with soil erosion. While some efforts to address the fuelwood shortage were conducted as industrial forestry projects, such as large-scale fuelwood plantations, many efforts focused on community or village-level activities, such as village woodlots for fuel.

In 1978, the 8th World Forestry Congress was held in Jakarta, Indonesia on the theme of “Forests for People”. This conference introduced the concepts of community forestry to a broader audience. This conference and follow-up work, especially by FAO Forests for Local Community Development (FLCD), from 1978 to 1986, and then Forests, Trees, and People Programme (FTPP), from 1987 to 2002, to promote community forestry world-wide, also influenced Tanzanian and Swedish policies in forestry development. Sida was the lead donor supporting FLCD and FTPP. The Swedish University of Agricultural Sciences (SLU) also played a prominent role, as coordinator of the FTPP activities in East Africa.

In recent years, growing attention has also focused on the environmental aspects of forestry, especially as they relate to conservation of biological diversity. This issue was highlighted in the Rio Summit on Sustainable Development and Environment, and the recent follow-up conference held in South Africa.

3. Historical Overview of Swedish Support to Forestry in Tanzania

A chronological review of Swedish support shows how the cooperation evolved over time, in response to changes in the Tanzanian society and economy, international thinking on development and forestry, and Swedish thinking and experience on these issues. More specific details are provided in Annexes 5 and Annexes 6.1 to 6.10.

3.1 1960s: The Seed: Request for Assistance and Initial Identification Mission

Forestry and forest industries had played an important role in the development of the Swedish economy. It was widely believed that the Swedish experience and comparative advantage could be put into a good use also in developing countries to advance the contribution of forestry to socio-economic development.

In 1968, Sida asked FAO to help in identifying the need for forestry support in those countries to which Sida had decided to concentrate its efforts (Box 1). Forestry cooperation between Tanzania and Sweden started in 1969. A joint FAO/Sida preparatory mission was mobilised in early 1969 to identify projects or programmes for foreign assistance in Tanzania, Kenya and Uganda.

Box 1. How It All Started

FAO and personal contacts played an important role in initiating and influencing the scope of forestry co-operation between Sweden and Tanzania. Dr. N.A. Osara, Director of FAO's Forestry Division and Mr. Godfriend Kileo, Director of Forest Division met each other in the World Forestry Congress in 1966. At that time FAO was emphasising afforestation and industrial forestry in its forestry operations. Dr. Osara arranged a visit for a small Tanzanian delegation, headed by Mr Kileo, to study industrial forestry in Sweden and Norway. During the visit contacts were established with Sida and also with the highest management of Domänverket (Forest Service) and Assi Domän (a major forest industry parastatal). These initial contacts partly explain the involvement of Domänverket and Assi Domän in providing technical support to Tanzania in the early 1970s, and the strong emphasis given initially to state forestry. It was seen quite natural that a developed country with socialist inclinations and strong state-dominated forest sector would help a newly independent socialist African country to develop its state-owned forest resources and industries.

The mission, together with representatives from the Tanzanian Government, identified the following areas for potential support:

- development of sawmilling industry;
- provision of financial and technical assistance to logging and transport;
- afforestation for industrial purposes and local production of fuelwood and poles;
- identification of a programme for forest inventories; and
- provision of senior forestry advisers and executives.

The proposals of the FAO/Sida mission formed the foundation on which forestry co-operation between Sweden and Tanzania was established in the early 1970s. The decision to start supporting the Tanzanian forest sector was an easy one for the Government of Sweden. Tanzania had become one of the priority aid programme countries for Sweden. The official priorities and development philosophy of Sweden and Tanzania were politically and ideologically compatible. The Arusha Declaration of 1967 emphasised the concept of self-reliance and reducing Tanzania's dependence on imports. Development of the country's own forest resources and related forest industries was seen fully consistent

with this policy, and Sida was keen to help Tanzania in implementing this policy. Furthermore, at this time, Tanzania had articulated its national development plans, which Sida wanted to support.

International development theory and aid programmes in the 1960s put major emphasis on economic growth and industrialisation. Massive transfers of funds were advocated, with investments and human resources (“experts”) needed to fill gaps and to fuel economic growth. Domestic production was to be promoted to meet the increasing demand for products and substitute for imports from developed countries. Thus, the Swedish support to industrial forest plantations and domestic forest industries in Tanzania was consistent with the international development thinking at that time.

Swedish support to the Tanzanian forest sector started with the mobilisation of three Swedish experts in the fields of road planning and construction, forest mensuration and inventory, and research linked to plantation silviculture and management in 1969. Many of the provided experts came from senior positions in Domänverket and Assi Domän. The experts were placed directly under Tanzanian forestry administration in the Forest Division in Dar es Salaam and Forest Research Station in Lushoto.

3.2 1970s: A Growing Sapling: Developing Sector Programme Support

Until 1972, Swedish support to the Tanzanian forest sector was comprised of only personnel. By that time the number of Swedish personnel working under the Tanzanian forestry administration had grown from three to ten. These experts focused on strengthening the forestry administration and technical capacity both at the Forest Division and TWICO. The experts worked effectively as employees of the Tanzanian government although Sida paid their salaries. They were seen as supporting implementation of Tanzania’s own development programmes and plans.

The experiences with this type of personnel support were mixed. Tanzanians valued the inputs from the consultants, and in fact, in 1971 requested more consultants. Most of the consultants filled gaps, which were left when British foresters had left in the 1960s. Due to the scarcity of trained Tanzanian personnel, the Swedes played thus an important role in undertaking tasks no one else was able to do. They provided also on-the-job training to Tanzanian colleagues, and later on, gave support to building up human resource capacity at the Forestry Training Institute (FTI) in Arusha and the Forest Industries Training Institute (FITI) in Moshi.

This arrangement, however, created frustrations for both the Swedish experts and their Tanzanian colleagues. The experts, who were used to working in a more efficient environment, suddenly found themselves operating inside a relative inefficient, bureaucratic organisation, over which they had no influence; even the Sida funds were largely outside their control.

The main objective of Sida’s forestry support in the 1970s was to help develop the forest sector, so that it would optimally contribute to the socio-economic development of the country and especially its rural sector. The way this was done was quite progressive and bears similarities to the current thinking of how aid should be delivered. Funds were provided as sectoral financial support through the GOT’s budget, to be used relatively freely based on the priorities as perceived by the Tanzanians. Rather than supporting implementation of independent projects, the idea was to support a broad forest sector programme.

The “forest sector programme” started in 1972, when the first formal agreement on assistance to the forest sector for 1972–74 was signed. Under this programme, support was provided especially to investments in industrial plantation development and maintenance, developing TWICO’s capacity and to build up training capacity. The next two agreements covered the period from 1974 to 1980. They expanded the scope of Swedish support to include almost all fields within the forest sector. Swedish

support relatively rapidly developed into a major sector programme, which in the early period accounted for almost 90 percent of the entire Forest and Beekeeping Division (FBD) budget. Areas of support included:

- Central support to Forest Division and the Tanzania Wood Industries Corporation (TWICO);
- Development of training capacity and facilities at the Forestry Training Institute and Forest Industries Training Institute;
- Tree planting and plantation management;
- Support to TWICO companies;
- Village afforestation throughout the country;
- Support to forestry research;
- Limited support to natural forest management and catchment forestry; and
- Dodoma Region Soil Conservation Project (HADO).

Support to forest industry was provided also outside the forest sector programme through Sida's Industry Division (Industribyrån). Sida financed pulp and paper industry feasibility studies in 1975–1977. Direct investment support to the Southern Paper Mills (SPM) in Mufindi, which complemented World Bank financing, started in 1979 and ran until 1991. SPM was implemented under the National Development Cooperation.

In the 1970s, international concern was emerging about rural people being affected by fuelwood shortages, soil erosion and desertification. In Tanzania, as a policy of villagisation was adopted, concern arose that villages might not have adequate supplies of fuelwood and other forest products. In this context, then, support began to village afforestation efforts. HADO was started in 1973 under FBD administration as a separate project, but as part of Sida's sector support. HADO's main objective was to prevent soil erosion and to reclaim already eroded land in the semi-arid Dodoma region.

Over time, it became apparent that FBD's capacity to manage a broad sectoral support programme was limited. At the same time, the Tanzanian economy started worsening, corruption was on the increase and morale of government staff went down because of low salaries and rapidly increasing living costs. All these factors had a negative impact on the implementation of forest programme support. Nonetheless, when the changes in the Swedish forestry programme in Tanzania started taking place in the late 1970s, they were more due to the outside forces rather than on the basis of careful evaluation of programme performance.

In the late 1970s, the concentration of Swedish aid efforts became a prominent goal in all Sida-assisted countries. All sectors were asked to reduce the number of projects and identify priority areas for support. At the same time, a forest management paradigm change had taken place in the international forestry "circles". The focus had shifted from industrial forestry towards community forestry/social forestry. Sida, Tanzania and a number of other donors and recipient countries were quick to adopt the new trend.

In 1979, a decision was made to concentrate Swedish forestry support primarily on:

- village afforestation;
- logging and road construction;
- improving the management of existing plantations;
- training, especially at FTI, but also in the projects; and
- complementary support to TWICO, e.g. its Service Centre.

Support to FITI, natural forest management, catchment forestry and research was phased out. The focus of industrial plantation development shifted to improving the maintenance of the already existing plantations and making them financially self-sustaining. The plan was to gradually phase out the Swedish support for industrial plantation forestry.

3.3 1980s: Diverging Branches: Industrial vs. Village Forestry

In the 1980s, two major areas in forestry were being supported. One area concerned village and community forestry, as well as related efforts in soil conservation. The other focused on industrial forestry – primarily forest industries and plantations. The main objectives for Swedish support to the Tanzanian forest sector, which had been revised in 1979, remained valid until 1987:

- to support Tanzania’s efforts to make every village self-reliant on wood for fuel and household consumption and to protect the productivity of soil by planting trees and balanced utilisation of existing forests (Village Forestry and Soil Conservation); and
- to assist Tanzania in improving the management of its forest resources, especially its industrial plantations, so that they are better utilised and can increase the forest sector’s contribution to economic growth and creation of employment opportunities (Forest Management).

In 1987, two new objectives to forestry collaboration were introduced:

- to assist in efforts to deal with all kinds of environmental problems; and
- to support all efforts that will improve the living conditions of the women in Tanzania.

Most Swedish support to forestry in Tanzania in the 1980s was provided through the agreements on the Forest Development Plan (1981–84) and the Forest Sector Support Programme (1985–1990).

The Forest Development Plan (1981–84) provided support to village forestry and support to HADO. On the industrial forestry side, support was provided for forest plantation management, logging and road building, the TWICO gasification project, forest survey and inventory, and training. Initially, limited support was provided to natural forest management, catchment forestry and forestry research.

The Forest Sector Support Programme (1985–1990) included support to the Village (Community) Forestry Programme at national level, the Regional Community Forestry Programme in Arusha, Singida and Dodoma, and support to HADO. In terms of plantations and forest management, it covered the management and utilisation of existing plantations, the Zonal Forest Management Office (ZOFOMO), TWICO’s gasification project, mobile sawmills, TWICO Service Centre, rehabilitation of Rongai sawmill, and general support to the Forestry and Beekeeping Division and TWICO. The Forest Training Institute (FTI) received continued support, as well as the forest workers’ training centres.

The activities on village forestry, which had been initiated in 1975, greatly expanded in the 1980s. The Village Forestry Section (later renamed the Community Forestry Section, and then subsequently the Forest Extension Section) at FBD was established in 1983. It was responsible for coordinating national efforts to promote tree planting by communities, households, schools, and other groups. A Publicity Unit was established, which focused on information dissemination and awareness-raising campaigns, pertaining to the importance of forestry and tree planting, and need to control fire.

While Sida support was originally focused on the country as a whole, it was soon decided to focus on four regions – Arusha, Singida, Dodoma, and Kagera. In 1984 it was proposed that Sida support to Kagera Region be discontinued, to concentrate efforts. The Regional Community Forestry Programme

supported nurseries and tree planting activities. In 1987, the international Forests, Trees and People Programme (FTPP) began a pilot project in four villages in Babati District, piloting approaches to community forestry.

Meanwhile, work was ongoing in soil conservation, with continuation of the HADO project. While HADO originally began under the Forest Management Section of FBD, by 1989 it was being managed by the Village Forestry Section. Its activities focused on rehabilitation of degraded lands, through work on erosion control, rehabilitation of gullies, tree planting, and initially in woodlots and later in agroforestry systems. A highly controversial, but important, element in the programme was the removal of livestock from severely degraded areas, which permitted natural regeneration of the grassy and woody vegetation to occur.

Other work on soil conservation and agroforestry was being promoted by the Sida-supported Regional Soil Conservation Unit (RSCU) based in Nairobi. In 1983, activities began in Arusha Region, which led to the creation, in 1989, of the Soil Conservation and Agroforestry Programme for Arusha Region (SCAPA).

A 1988 review of village forestry and soil conservation efforts argued that community forestry activities in semi-arid regions, where the Sida support had been operating, was not viable on its own – but needed to be integrated with soil conservation activities. This review also proposed that the support should cover entire districts, rather than just selected divisions with selected districts. In 1988 a decision was made then to launch the Babati Land Management Pilot (LAMP) Project on Environmental Conservation to be implemented by FBD. It incorporated the activities of the FTTP pilot.

In 1988–89, Sida joined other donors in providing support for the preparation of the Tanzania Forestry Action Plan, which was approved and adopted in 1989. Sida agreed to provide support to community forestry activities, forest inventory, and planning. In 1989, when FBD established a planning section, Sida expanded its support to forest sector planning and started to support national forest inventory.

In terms of plantation management, the emphasis in the 1980s was on moving towards commercial management. In 1983 a special study was commissioned to develop a proposal for a self-supporting plantation management system. In 1985 one of the study recommendations, to set up a special Logging Miscellaneous Deposit Account (LMDA) for logging and road building fees, was adopted on a pilot basis. FBD was allowed to retain the logging fees to enable the harvesting unit to cover its own costs. In the same year a proposal to turn the Meru/Usa, North Kilimanjaro and West Kilimanjaro plantation projects into a self-financing Zonal Forest Management Office (ZOFOMO) was approved. Sida supported ZOFOMO from 1986 to 1991.

On the forest industry side, Sida supported introduction of mobile sawmills in the early 1980s, and sought to promote cost-efficiency in operations. Increasing disagreements developed between Sida and TWICO regarding management strategies. In 1986 Sida made a decision to start phasing out the support to the TWICO headquarters. At the same time, the focus of forest industry support was shifted to the establishment of commercially-viable, financially self-sustaining companies. This decision led to support of the Imara furniture factory, as well as the establishment of a joint venture operation, TANSCAN.

Although a decision had been made already in the late 1970s to phase out Swedish assistance for industrial forestry, it proved to be very difficult and lengthy for Sweden to disengage. By the end of the 1980s, however, a large part of such support had been phased out. Final support to plantations ended in 1991 and to forest industries in 1995.

3.4 1990s–2002: Pruning Back and Thinning: Focusing on Participatory Forestry, Land Use and Natural Resource Management

In the early 1990s, Swedish support to forestry was through the Tanzania Forest and Environmental Sector Cooperation Programme (1991–94, extended to 1995). Continued support was provided to the Community Forestry Unit, the Regional Community Forestry Unit, and HADO. New support was provided to the Babati LAMP project. Support at FDB included strengthening of forestry planning, a project on manpower survey and development, and a pilot national forest inventory project. In terms of plantation forestry and forest industries, support was still ongoing for ZOFOMO, TWICO, and TANSCAN, as well as in training, to FTI and the forest workers' training school. The programme also included support to the NEMC.

This period saw the emergence of Sida support to community-based forest management, in terms of pilot efforts to establish village forest reserves and subsequently joint management of state forest reserves. This work began in Babati in the early 1990s. Over the past decade, these pilot efforts have developed considerably and been replicated in other LAMP districts.

In the early 1990s, Sida support to HADO, forest plantations, forest industries, and forestry training at FTI and the forest workers' training schools were phased out. Sida ended some of these activities quite abruptly, without adequate planning or consultation with the Tanzanian authorities. For example, support to FTI was ended in 1993 without adequate warning, which placed the institution in difficult circumstances for the next few years. As agreed with Sida, HADO staff had prepared a plan for a third phase of support, only then to be informed that such support would not be forthcoming.

The subsequent support was given through the Local Management of Natural Resources Programme (LMNRP, or more commonly, LAMP) which was designed to run from 1996 to 2000, and extended up to early 2002. It included support to eight sub-programmes, of which four were district development sub-programmes operating in Babati, Singida, Kiteto, and Simanjiro Districts. The district sub-programmes were built upon the Babati LAMP pilot project. The other sub-programmes included SCAPA, support to NEMC, support to a newly created Strategic Analysis and Planning Unit (SAPU) at FBD, and a District Programme Support Programme (DPSP) in the Ministry of Agriculture. The SCAPA, SAPU, and DPSP sub-programmes were all intended to provide support to the district development activities. The latter sub-programme did not work well, so it was quickly discontinued.

Under LAMP forestry support was provided to tree nurseries and tree planting, community-based forest management (village forest reserves and joint management of state forest reserves), and agroforestry in four districts. Such activities have been continued in the current programme. During LAMP I, support to forestry was being provided at the central level through support to SAPU, which ran until 2002.

SAPU contributed towards dissemination of the community forestry pilot efforts developed under Sida assistance, through production of the community forestry guidelines, and contributions to the National Forest Policy and Forest Act, especially related to community-based forest management. SAPU utilised the pilot field achievements as input into national policy dialogue. SAPU also undertook some studies related to inventories and commercialisation of plantations.

The current LAMP II (2002–2005) encompasses further support to the four district-based development programs aimed at improved local management of natural resources. These programmes have four components, dealing with land security, community empowerment, extension services, and building capacity of villagers and district councils. Support continues to community-based forest management, agroforestry, and tree planting and nurseries although they are not priority areas of support. The

current programme aims to focus more explicitly on improved local management of natural resources, stressing poverty reduction, good governance and participation. Work is now beginning to look at issues at how village forest reserves can be managed to generate more economic benefits for local communities.

4 Programming Swedish Forestry Assistance to Tanzania

4.1 Changing Approaches to Swedish Aid in Tanzania: Aid Programming Practices

4.1.1 Programming Approaches

Changing approaches. Over the past four decades, approaches to programming Swedish forestry aid to Tanzania changed significantly. Initially, forestry assistance supported the Government's first and second five-year development plans. The earliest development cooperation involved placing Swedish experts in the Tanzanian Government structure, to work for Tanzanian authorities on undertaking specific activities, and providing on-the-job training to local colleagues. The initial Swedish foresters working in Tanzania were very senior and experienced people, and generally highly regarded by their Tanzanian colleagues.

Subsequently, the Swedish Aid was provided as a “forestry programme”, with both experts and funds for implementation of activities provided. This change was in line with the Swedish government decision to adopt three-year development programmes. The programming was rather loose, as there was just agreement on the general level of activities. It was assumed that the Tanzanian Government would work out the details. Sida provided funds directly to the Treasury, which were then assumed to go to agreed forestry programme elements.

As time went on, Sida ended up financing a wide range of projects under a programme umbrella. Old projects were put under the same umbrella and over the time new ones were added. Project-driven approach dominated Swedish aid to Tanzania from 1979 to 1996.

In recent years, Sida assistance to Tanzania as a whole has been focused through the development of country assistance strategies, covering the periods 1997–2001 and 2001–2005. In 1996, the Nordic countries and Tanzania agreed to pursue a new partnership in development cooperation, seeking to increase Tanzanian ownership of the development agenda. The 1997–2001 country strategy emphasised four areas for support, which included “support for ecologically sustainable rural development through environmental management and production raising activities”. The 2001–2005 strategy emphasises three areas of development cooperation: (i) pro-poor growth, (ii) human resource development, and (iii) democratic development. LAMP operates within this framework.

Programme coherence. Sida has been the only donor providing support to practically all areas within the Tanzanian forest sector. Sida, thus, has had a unique opportunity to try to develop a more sectorwide approach to forest development. In the 1970s, support to forest industries and industrial plantations and related training and research formed conceptually a logical, integrated entity. In the 1980s some new areas were added and others, such as support to research and natural forest management, were dropped out. Despite the Sida objective of concentrating forestry support in Tanzania, Sida ended up supporting a very large programme, which comprised a wide range of projects. This situation applied especially to the cooperation in the 1980s but also to the Tanzania-Sweden Forestry and Environment Support Programme in 1991–1996. These development cooperation agreements were called “programmes”, but they were more a portfolio of separate projects operating under the same umbrella. The projects did not have much synergy with each other. Under LAMP, the situation has improved and Swedish support has become more focused and integrated.

Aid allocation and performance. During the 1970s, Sida's operating principles in Tanzania were quite soft and accountability was not high on the agenda. Altruism and solidarity thinking prevailed

both at the official and operative level in Swedish aid policy in Tanzania. Funds were used on “the terms of the recipient”. How the funds were used, what results were produced and cost-efficiency were less important than the principle of allowing the recipient to decide how to use the funds. In general, Sida has not systematically linked aid allocation to *improving* performance.

4.1.2 Monitoring and Evaluation and Project Management

Sida’s oversight and monitoring has included both bilateral annual or semi-annual (until now) and Nordic technical review missions (1975–1987). The emphasis of these missions has been on solving current issues and improving performance. They have allowed active interaction between the Tanzanian stakeholders, consultants and Sida officials. These missions have also fostered personal relations between the Tanzanians and Swedes and enhanced understanding of each other’s perspectives and priorities.

What has been lacking, however, is a longer-term perspective for planning and evaluation. A review of about fifteen of these reports demonstrated that the annual review reports do not contain enough discussion on crucial institutional and policy matters. It appears that annual joint review missions have partly substituted for proper evaluations or thematic and impact studies. Many Tanzanians perceived that this arrangement may have led to *ad hoc* decision-making by individuals, rather than carefully considered strategies and programmes based upon systematic evaluations. Relatively few external evaluations were conducted, either as mid-term project reviews or larger impact studies. Inadequate attention paid to evaluations has resulted in missed opportunities to learn from the past and also to use M&E as a project or programme management tool.

Over time, the preparation of these projects or programmes improved. In the 1990s, for example, the use of the logical framework in project design, monitoring, and evaluation became more common. Increasingly external evaluations are conducted, such as the LAMP formative evaluation conducted towards the end of LAMP I, as input into the design of a next phase. LAMP has also undertaken impact studies.

FBD lacked adequate capacities in planning and administration of the use of funds, which became a bottleneck to smooth implementation. Serious problems were experienced in getting the funds from the Treasury to FBD, and then to the field and the projects. This situation caused considerable delays in field implementation, inefficient use of consultant time, and even direct losses, such as when the plantations could not be maintained in time.

Scarce financial and skilled human resources within FBD were spread too thinly. No systematic attempts were made to help the Tanzanians to reform the institutional set-up for more efficient use of funds. The system was not transparent enough to promote accountability; it was sometimes simply difficult to monitor how the funds were used. The development partners failed to agree on what was to be achieved and by when, which made it difficult to monitor the progress and indirectly contributed to reducing accountability. Furthermore, financing was not linked to the delivery of outputs and performance.

4.1.3 Use of Consultant Companies, Ownership and Institutional Memory

Initially technical advisors or consultants were hired individually through companies or directly by Sida. In the 1980s, a single Swedish consulting company, Swedeforest (a subsidiary of Domänverket), provided most of the technical assistance. Subsequently, a different Swedish consulting firm, Orgut, has provided the technical and support services since 1991. Sida-assisted projects have been quite intensive in terms of technical assistance. Especially during the 1970s and 1980s consultants played major roles in implementation. During the last ten years consultants have become more facilitators and trainers (or mentors), which can be considered sound development.

Consultant companies already in the country, working with Tanzanian partners, have often prepared projects to be financed by Sida. In the 1990s planning became more participatory, but still consultant companies have played an important role in the design of projects. Some senior Tanzanian decision-makers have argued that this situation has even led to the higher use of expatriate technical assistance than would have been otherwise necessary, with adverse impacts on the ownership and sustainability of projects. This issue has been raised also in a book “The Sustainability Enigma” (1999), which looked at aid dependency and phasing out of Swedish-financed projects in Tanzania.

Due to high staff turnover and other factors, Sida’s institutional capabilities and memory in forestry development in Tanzania are limited. By relying heavily upon the consultant companies, Sida has not followed closely enough the sectoral developments and thus has not been able to contribute as effectively as it might have otherwise to policy dialogue in the forest sector. Also, as a result of the Swedish reliance on consultants, the expertise in Tanzania forestry has been built up among the consultants, rather than Sida personnel.

4.2 Overview of Financial Aid Flows to the Tanzanian Forest Sector

Since the early 1970s the Tanzania-Sweden forestry cooperation programme has been one of the biggest in Sida’s portfolio together with Vietnam, Nicaragua, India, Laos, and Ethiopia. Based on various data sources, it is estimated that Sweden has provided in nominal terms about SEK 1.16 billion of aid, including industry support, to the Tanzanian forest sector in 1972–2001², which equals about SEK 38.5 million in annual terms. Without the support to Mufindi pulp and paper mill, the total forestry support during this period amounts to about SEK 841 million, or SEK 28 million per year. In constant terms³, the total Swedish support to the Tanzanian forest sector is estimated at SEK 2.2 billion or about USD 240 million (TSh 230 billion). These figures likely overestimate the support by some 10–15 percent, as for many years only the agreed budget figures were available. Consistent historical disbursement data was not available.

In the 1970s, the volume of budgeted annual support, excluding Mufindi pulp and paper mill, averaged SEK 14 million. In the 1980s and 1990s, the annual support averaged SEK 28 million and SEK 31 million, respectively (in nominal terms).

Tanzania’s share of the total forestry assistance to the Swedish *programme* countries was 6–10% in the 1980s. In 1990–1995, the corresponding share was 15%, indicating that Tanzania’s importance in Sida’s forestry cooperation programme had increased. At the same time, forestry’s importance in the overall Sida aid portfolio in Tanzania increased. In the 1970s the support to forestry, excluding direct industry support (Mufindi), was 1.9 percent of the total Swedish grant support to Tanzania. In the 1980s and 1990s the share was 3.5 percent and 6.5 percent, respectively.

Swedish financial support has been very important to FBD. In the mid-1970s Sweden provided almost 90 percent of FBD’s and TWICO’s combined budget. In the late 1970s the share was 65–70 percent and in the 1980s it averaged about 60 percent. Sida’s budgetary importance at the central level declined drastically in the 1990s with the introduction of LAMP and a more decentralised approach to implementation. At present, Sida provides no support to the forest sector at the central level.

² It is difficult to reliably estimate the total amount of disbursed aid because of deficiencies in statistics. A number of project documents, including annual reports and evaluation reports, do not report expenditure data. Most of the easily available data is based on annual budgets. Sida does not have systematic historical time series information on the provided aid by sector and by country. Information in the OECD International Development Statistics database (DAC and CRS) did not cover all the years and were in some cases not consistent with Sida statistics.

³ Annual nominal assistance was turned into constant 2001 value using a gross domestic product (GDP) price deflator. It was calculated using historical current and constant GDP data in 1950–2001 from the Statistiska Centralbyrån.

In terms of thematic areas for support, industrial plantation forestry and forest industries dominated the first two decades of cooperation. In the mid-1970s, their combined share was 80–90 percent of the total forestry support. In 1987, support to forest industries and industrial plantation forestry accounted for 65 percent of the total budget; the share of community forestry was 20 percent. If the support to the Mufindi mill were included, the share of industrially-oriented support would be even higher.

In a way, these figures are in contradiction with the official Sida policy decision in 1979 to move away from industrial forestry to village forestry, or more people-oriented forestry in general. Village forestry was to become a key area for support already in the early 1980s, but in relative terms it became focal only in the late 1980s, and especially in the early 1990s. By the mid-1990s, community-based natural resource management was the most important area of support.

The decentralisation of forestry support started in the 1990s. The support to FBD accounted for about 43 percent of the total programme budget in 1991 but only 4 percent in 1996. In 2002 the share was zero. Everything has been decentralised and integrated into a district-based development approach under LAMP. Within LAMP, however, direct support to forestry receives a relatively small proportion of the budget.

It has not been possible with the financial data available to assess in detail how the financial support to forestry in Tanzania has been spent, such as assessing what proportion went to technical assistance, training, and capital investments.

Table 1. Swedish Support to the Tanzanian Forest Sector in 1969–2002

| Year | Total Sida support to Tanzania SEK million | Support under forestry co-operation programme SEK million (current)* | Support to Southern paper Mills (Mufindi) SEK million (current)** |
|--------------|---|--|---|
| 1969 | 252 | not available | |
| 1970 | 277 | | |
| 1971 | 345 | | |
| 1972 | 464 | 10 | |
| 1973 | 591 | 14 | |
| 1974 | 812 | 12 | |
| 1975 | 832 | 12 | |
| 1976 | 901 | 15 | |
| 1977 | 756 | 15 | |
| 1978 | 906 | 16 | |
| 1979 | 853 | 21 | 8 |
| 1980 | 680 | 22 | 34 |
| 1981 | 983 | 21 | 54 |
| 1982 | 782 | 28 | 49 |
| 1983 | 865 | 35 | 66 |
| 1984 | 797 | 44 | 28 |
| 1985 | 692 | 21 | 15 |
| 1986 | 819 | 34 | 19 |
| 1987 | 714 | 23 | 15 |
| 1988 | 711 | 20 | 7 |
| 1989 | 1026 | 34 | 4 |
| 1990 | 773 | 39 | 21 |
| 1991 | 831 | 38 | |
| 1992 | 565 | 40 | |
| 1993 | *** | 36 | |
| 1994 | *** | 25 | |
| 1995 | *** | 38 | |
| 1996 | *** | 41 | |
| 1997 | 373 | 33 | |
| 1998 | 493 | 28 | |
| 1999 | 365 | 42*** | |
| 2000 | 583 | 42*** | |
| 2001 | 506 | 42*** | |
| 2002 | | | |
| Total | | 841 1487 (in 2001 SEK) | 321 668 (in 2001 SEK) |

* Combination of expenditure and budget allocation data

** Actual disbursements

*** Total LAMP support calculated from aggregated expenditure data for 1997–2001

5. Assessment of Swedish Support to Tanzanian Forestry

5.1 Impacts

Where Swedish assistance made a difference:

Sweden has provided assistance to forestry in Tanzania for more than thirty years. This collaboration has made a valuable contribution to the development of the forest sector. Because of the long period of cooperation and wide range of support provided, it is difficult to summarise concisely the achievements and prioritise development interventions on the basis of their impacts. Using the Sida development objectives and a number of other criteria as a benchmark, the Evaluation Team assessed the key impacts by development intervention (Table 2).

Two areas of cooperation stand out in terms having major positive and lasting impacts on the development of the Tanzanian forest sector: long-term support to human resource development, and long-term support to community forestry.

Support to human resource development. Both the Tanzanian and Swedish stakeholders almost uniformly cited the positive impacts on the quality of the human resources as the most important achievement of the Tanzanian-Swedish cooperation. This support has been extremely valuable, especially considering the large gaps in skilled human resources in the 1970s. Now people skilled and knowledgeable in different topics and fields are available at FBD, regions, in various plantation projects, industries, district governments, and NGOs. Most Tanzanian foresters have benefited from Swedish-supported training over the years.

Swedish support played a key role in turning the Forestry Training Institute (FTI) into a regionally recognised training institute providing courses in a wide range of forestry topics. Most plantation and project managers, as well as a great number of forestry staff and students at the Sokoine University of Agriculture have a background from FTI. Sida also played an instrumental role in developing and instituting forest industry training at FITI.

The rural projects – community forestry, HADO, SCAPA, the FTTP pilot, Babati LAMP, and LAMP – have all provided substantial training to rural women, men, and youth in various topics pertaining to forestry, sustainable natural resource management and development. Many villagers now have mastered skills in running their own tree nurseries and planting trees. Such projects have involved considerable staff reorientation, such that many foresters have moved from focusing on law enforcement and protection of the forests to seeing themselves primarily as extension agents and technical advisors to local communities.

Support to community forestry. An area where Swedish support has really made a difference is turning community forestry and community-based natural resource management into a mainstream management approach with wide support at different levels from the Ministry to village communities. More than 200 000 ha of forests are being managed by local communities under the three of the four LAMP districts.

The prevailing community-based forest and natural resource management “paradigm” builds much on past Sida-assisted efforts, beginning with the work in Babati under the FTTP project and subsequently in the LAMP districts. In the 1990s, LAMP helped in expanding the pilots and cementing the achievements to an extent that the ideas started to gain wider acceptance elsewhere in the country. This work has also received international recognition: at the Johannesburg World Summit on Sustainable Development, one of five Equator Initiative Awards for Sustainable Development was given to the communities involved in community-based management of SULEDO Forest.

Table 2 Assessment of Impacts of Sida-assisted Forestry Activities in Tanzania

| Sida-assisted Forestry Activities in Tanzania | Physical Resource Base (i.e. forests, plantations, trees) | Physical facilities or major equipment | Environmental Impacts | Human resource development | Improved knowledge or information base | Promotion of new ideas or technology | Replication of some elements in other development projects | Contributions to policy and legal developments | Women in Development / Gender Issues | Contributions towards poverty reduction | Activities still ongoing (sustainability) |
|--|---|--|-----------------------|----------------------------|--|--------------------------------------|--|--|--------------------------------------|---|---|
| Government forest plantations | + | + | +/- | ++ ⁴ | | + ⁵ | +/- | +/- | +/- | +/- | +/- ⁶ |
| Forest industries (TWICO, sawmills, IMARA furniture) | +/- | + | | ++ | | ++ ⁷ | +/- | +/- | +/- | +/- | +/- |
| Forest inventory | | | | + | + ⁸ | | +/- | | | | +/- |
| Forest research (related to plantations and wood utilisation) | + | | | +/- | +/- | | | | | | +/- |
| Environmental conservation (soil conservation and rehabilitation, HADO & SCAPA) | ++/- ⁹ | + | + | ++ | ++ | ++ | + ¹⁰ | | ++ | + | + |
| Village afforestation, tree planting | +/- | +/- | +/- | + | | ++ | +/- | +/- | +/- | +/- | +/- |
| Community forestry extension/ publicity | + | | + | ++ | | ++ | | | | +/- | +/- |
| FTPP Pilot Community Forestry (applied research) | | | | ++ | ++ | + | | | + | | |
| Community-based forest management (village forest reserves, joint forest management) within LAMP | ++ | | ++ | ++ | + | ++ | ++ | ++ | ++ | + | ++? |
| FBD Planning Section & Strategic Analysis & Planning Unit (SAPU) | | | | +/- | +/- | + | | + | | | +/- |
| Forestry training institutes (FTI at Olmotonyi, FITI at Moshi, also Rongai & Sao Hill) | | ++ | | ++ | | ++ | | | + | | + |
| Swedish Volunteer & NGO forestry activities | +? | | | + | | + | | | | ? | ? |

Key to rating of impacts:

++ Major positive impact

+ Positive impact

+/- Small or no impact

- Negative impact

? Impact unclear or insufficient information to assess

⁴ Through on-the-job and staff training via training institutes (FTI, FITI, Rongai, Sao Hill)

⁵ Introduction of retention scheme, Logging & Miscellaneous Deposit Account (LMDA), now operational in all plantations.

⁶ Only some plantations are still functioning.

⁷ Introduction of mobile sawmills and use of softwood for furniture (IMARA)

⁸ Inventory data generated, but it has not been used.

⁹ HADO had some negative impacts, in terms of reallocating grazing pressure/land degradation from highlands to lowlands.

¹⁰ Many elements of SCAPA and HADO replicated elsewhere. The cattle eviction adopted by HADO, however, has not been replicable.

Impacts on other areas:

Contributions towards poverty reduction. The contributions of Swedish forestry aid to poverty reduction in Tanzania are somewhat difficult to assess, given the varying definitions of poverty reduction over the years. When Sweden began development cooperation in 1962, the overall objective was poverty alleviation through economic. Thus, forestry projects in the 1970s and 1980s did not pay explicit attention to poverty reduction but to overall generation of employment and economic growth. Even in this sense, the impact of support to industrial plantations and industries on poverty reduction is relatively limited.

The current approach to poverty reduction focuses on empowerment and capacity-building of the poor, assisting them to achieve sustainable livelihoods. In this regard, the forestry-related activities of HADO, SCAPA, community forestry, LAMP, and perhaps some volunteer and NGO activities have made modest contributions. In some areas, for example, rural poor are now operating their own tree nurseries as income-generating activities, or their agricultural production has improved through agroforestry and soil conservation technologies, and increased water flows from the forests. LAMP is also contributing to empowerment of the poor, with respect to securing their rights over land and other natural resources through community-based forest and wildlife management. A recent assessment indicates that people are benefiting from (i) improved forest vegetation cover, (ii) climate and water improvement/availability, (iii) soil fertility and erosion improvement, (iv) improvement in wood product availability and tree planting, and (v) livestock related changes.

LAMP is working to develop commercial and income-generating activities, which would also contribute to poverty reduction. To date, however, such efforts have not been related to forestry. In the case of forest resources the focus has been on conservation and meeting household needs. To further increase the forestry contributions to poverty reduction, the LAMP activities will need to focus more explicitly on the objective of increasing income from commercial forestry activities.

Other non-forestry activities of LAMP make contributions as well to poverty reduction. One of the main ideas of the LAMP concept is to increase productivity through better and more sustainable use of natural resources to increase incomes and tax revenue, which would lead to improved social services and reinvestments in better natural resource management. Until now, there is no hard evidence that this is happening. This approach also does not specifically target the poor but the focus is on increasing district revenue base as a whole; the benefits are to then trickle down to all sections of the society.

Contributions to policy and legal development. Swedish support to community forestry, and especially the LAMP experiences in creation of village forest reserves and joint forest management, had a major impact on the development of the 1998 National Forest Policy and the 2002 Forest Act. The efforts to introduce commercial modes of managing forest plantations and forest industries had an important impact, although it took a number of years before the overall enabling environment was in place for the Government to be ready to adopt them.

Promotion of new ideas and technology and spread effects. The mass campaigns on tree planting and fire, for example, have changed thinking nationwide and allowed expanding the range of forest managers and beneficiaries. The extension efforts in agroforestry programmes have introduced new technologies and species. Swedish support, together with inputs from other donors and the NGO community, have brought community-based forest management into the mainstream.

In plantation forestry and forest industries, the Swedish assistance contributed a new way of working, in terms of introducing “modern” more-business oriented and integrated concepts of forest management, harvesting, and processing. This approach differed significantly from that promoted earlier under the British colonial government, wherein forest management was seen as distinctly separate from forest

industries. Unfortunately, it was not possible to influence the location of plantations, which were earlier established in quite remote areas without paying attention to market aspects.

The Sida inputs also contributed towards a more commercial orientation in forest management and forest industries. It took a long time before the Government of Tanzania started to implement some of the recommended changes on a larger scale. Although these important changes were later introduced more as part of the overall economic policy reform process rather than due to donor support to the forest sector, Swedish support in a way prepared the ground for the new thinking. Mobile sawmills, which were introduced through Swedish support in pilot areas, have been now adopted throughout the country.

While not all the work undertaken by HADO was replicable, many of the approaches served as models for similar projects funded by other donors in other regions, i.e., HASHI.

Environmental impacts. Industrial plantation development, forest industries and later on in the 1980s, community/village forestry have dominated the Tanzanian-Swedish forestry cooperation. These programmes or activities paid little attention to environmental issues because they were not really on the agenda. However, they did not have any major negative impacts on the environment. Positive impacts include reducing the impact on natural forests because of increased utilisation of plantation forests and establishment of protective plantations e.g. in Mount Kilimanjaro. The reduced pressure on natural forests, has however likely been small and not a lasting one.

Although Sweden was committed to environmental conservation already since the very early 1980s, it is somewhat surprising how little impact this had on forestry cooperation. Biodiversity conservation, watershed management, and wildlife management received practically no direct support, but the focus remained mainly on industrial forestry. In some plantation areas, such as Mt. Meru, however, some selected areas were managed for conservation, as part of overall forest management plans for the plantations.

In 1988 that the sustainable use of natural resources and environmental protection was adopted as the fifth explicit goal of Swedish development cooperation. After that Sida started providing support to NEMC, including assisting with the development of the National Biodiversity Conservation Strategy. NEMC may have played an important role at the national (policy) level but it has had only limited impacts on the ground.

The efforts of HADO and SCAPA, which did not represent mainstream forestry support, are positive examples of Swedish support with explicit environmental objectives. Both projects/programmes focused on environmental rehabilitation and soil conservation. HADO succeeded in regenerating rangelands and conserving soil through closing the land to grazing and allowing natural regeneration to take place. Social problems were associated with this approach, but the positive impact on the environment was definitely significant and on a scale that mattered. On the other hand, some reports claim that closing the area to cattle resulted in increased land degradation problems in other areas. SCAPA has been quite successful in introducing improved soil conservation and farming methods. An in-depth evaluation of SCAPA and its impacts will take place in 2003.

Efforts to improve management of natural forests through community-based management, have contributed to conservation of biological diversity and watershed protection. Conservation efforts under LAMP are deemed to be quite successful. LAMP has just undertaken a strategic environmental assessment, as an initial step to examine and begin to monitor environmental impacts.

Promotion of women in development and gender issues. Forestry activities in Tanzania have made varying contributions towards the promotion of women in development (WID) and gender issues.

Although Swedish development cooperation became supportive of WID issues in the 1970s and 1980s, it was not until 1996 that “gender equity” was added as the sixth objective of Swedish development cooperation. Looking at the overall forestry cooperation programme, one can conclude that gender aspects have not received systematic attention until relatively recently.

The forest plantation and forest industries support did not explicitly focus on WID or gender issues except in few cases. Nonetheless, women did participate and benefit from these activities, such as through employment in tree nurseries. One notable exception was an explicit WID initiative, whereby one mobile sawmill was provided to a women’s group as an income-generating activity. This group is still functioning, and at least two other women’s groups have followed their example.

Swedish-supported activities have increasingly emphasised the importance of gender issues and the training of women. Training has included both formal training, such as at the Forest Training Institute at Olmotonyi, as well as informal training provided to rural women and men. Such training has involved not only training on forestry issues, such as tree nursery, tree planting and tree management techniques, but also gender training for local officials and village leaders. Notable work in this regard has been done by SCAPA and LAMP, which included their collaboration in producing the 1998 Gender Manual on “How to Integrate Gender in Natural Resources Management at the Local Level in Tanzania.”

Some evaluations of Swedish projects have examined the gender impacts. For example, a 1995 HADO evaluation found that the project had not adequately considered women. The zero-grazing system increased women’s workload, and their interests had not been considered with regard to the soil conservation activities and choice of species for the woodlots. On the other hand, a LAMP evaluation found that women are benefiting from the community-based forest management, i.e., now the entire community considers and discusses the problems of firewood, rather than just considering it to be a women’s issue.

Forest resource base. Over the years, the Swedish assistance has had a positive impact on the forest plantation resource development especially in terms of the management of existing plantation forests. Without Swedish support to replanting and silvicultural operations, especially through the Zonal Forest Management Office (ZOFOMO), these plantations would be in a much worse shape than they are now in terms of quality and stocking. Despite these achievements, Swedish support did not result in instituting an efficient, self-financing forest plantation sector even in the pilot areas. After Sida pulled out from the industrial plantation sector, the quality and extent of plantation resources has declined. Taking into account that at least SEK 200–300 million was invested into plantation development over the years, the lasting impacts on the resource base can be considered to be relatively small.

The Swedish assistance to improved management of natural forests has been largely limited to the LAMP areas. In the 1970s and 1980s the focus was almost entirely on industrial plantations or village afforestation; natural forest management received limited support mainly in the Kilimanjaro and Tanga regions. Over the past decade, the amount of natural forest under community management has increased rapidly in the four LAMP districts. Some 150 000 ha of natural forests are estimated to be under sustainable community management in Babati, Singida, Kiteto and Simanjiro. From the national perspective this is not much but locally this achievement is quite significant. LAMP still needs to properly demonstrate that these forests are actually managed sustainably. The available evidence is positive but until now there has been no attempt to study the sustainability of forest management using baseline information and new studies, including resource inventories and socio-economic assessments.

Since the early 1970s, considerable tree planting took place all over Tanzania with support from Sida especially through the efforts of the Community Forestry Section and the awareness campaigns of its

Publicity Section. Village afforestation programmes succeeded in establishing new plantations, but it appears that many of them have not survived. The biggest positive impact of this support may have been an indirect one. These efforts demonstrated a role for communities, farmers, schools and NGOs in tree growing. As the result, tree-growing activities have spread widely throughout the country. Many observers attribute the spread in private tree nurseries and tree planting to the cumulative awareness-raising efforts of government, with considerable Sida support, over the years.

Development of infrastructure and provision of machinery and equipment. In a number of forestry projects, Sida support has contributed to substantial investments in infrastructure and equipment. The training centres at FTI and FITI, for example, were financed with Swedish support. Similarly, the HADO and LAMP programmes have provided considerable investments in infrastructure, such as offices and staff housing. Work in the plantations and forest industries also necessitated major investments in infrastructure and equipment.

Tanzanian foresters appreciate the Swedish support for development of infrastructure and procurement of machinery and equipment. This support was crucial for realising other programme activities, such as increasing the wood and wood product production or implementing comprehensive training programmes. Many of these facilities are still in use today. Unfortunately, in far too many cases, not enough attention has been paid to maintenance and replacement investments. Thus, machinery and equipment have become outdated, and offices and other infrastructure have been inadequately maintained. Some of the most valuable industry assets created, such as the Imara Furniture Factory, have subsequently been privatised.

Generation of new information. Sida support has included relatively little formal forestry research, which was primarily related to silvicultural management of plantations and wood utilisation. This research was managed by FBD, prior to the establishment of the Tanzania Forestry Research Institute (TAFORI). The research impacts, while important, have been minor. Much research was not completed, reported nor disseminated properly.

If research is conceived in a much broader perspective, however, to include all the work done on piloting new approaches and generating information, then the Swedish-assisted forestry activities have involved considerable applied research. Areas where piloting has had a significant impact nationwide are the work done through HADO and SCAPA, and the community-based forest management pilots undertaken through FTTP pilot in Babati, the Babati LAMP and the subsequent LAMP programmes. These programmes not only undertook their own applied research, they have also had collaboration with other organisations, such as the forestry faculty at Sokoine University, collaboration with the Swedish Agricultural University at Uppsala (especially for HADO and FTTP), Swedish-funded Regional Soil Conservation Unit (RSCU) in Nairobi, and international organisations receiving considerable Swedish support, such as ICRAF and FAO's Community Forestry Unit, through its Forests, Trees and People Programme.

5.2 Relevance, Efficiency, Effectiveness, and Sustainability

5.2.1 Congruence with Development Needs of Tanzania and Policy Objectives of Tanzania and Sweden

When seen in historical perspective, the Swedish support to forestry activities in Tanzania has been generally relevant. It has been consistent with Tanzania's development needs, and the prevailing policy objectives of the Tanzanian and Swedish governments.

In 1962, the Swedish Government adopted an overall aid objective of poverty alleviation, to be achieved through: (i) economic growth; (ii) political and economic autonomy; (iii) democratic

development in society; and (iv) economic and social equity. In the early years after Independence, the Government of Tanzania focused on economic development, as a means of poverty reduction. Thus, the early focus of cooperation on forest plantations and forest industries was seen as relevant and congruent with the policy aims of both partners. As the Government of Tanzania pursued its policies of *ujamaa*, self-reliance and villagisation, these ideas fit in well with emerging ideas and collaboration regarding village and community forestry.

The major area, however, where the relevance of support can be questioned is the long support to forest plantations and industries in the 1980s and even into the early 1990s. It has been argued that the degree of support from the Nordic countries (Sweden, Finland and Norway) reduced the incentives to transform the forest sector and facilitated maintaining the *status quo*. In the early 1990s Sida's assistance to forest plantations and industries was discontinued. It appears that the decision to suddenly to pull out from these sectors was driven by "aid fatigue" and dissatisfaction with the slow progress in developing commercially-oriented, self-financing forest plantations and industries. It was not based on a thorough analysis of aid relevancy and consistency with the new development priorities, which emphasised poverty reduction. In terms of national commitment and policy environment for reforming the state-run forest plantations and industries, the situation improved considerably in the mid- and late 1990s. By that time Sida and also other donors had more or less exited from the forest plantation and industry sub-sectors.

As the Tanzanian Government has shifted its focus toward economic reform, decentralisation, and increasing grassroots participation in development, the Swedish assistance has responded accordingly. Currently, both Governments are renewing their focus on poverty reduction. The current support to district development programmes in LAMP, and the envisaged support to six additional districts around Lake Victoria, is consistent with this priority. These programmes also support other cross-cutting policy objectives, such as gender equity and environmental protection. Nonetheless, more work will need to be done to considerably sharpen the focus on poverty, to ensure that these programmes really reach the poorer members of rural society and support them to find pathways out of poverty. In this regard, the community-based forest management approach has considerable potential.

Throughout the entire period of support, major emphasis has been placed on training and human resource development – including both pre-service and in-service staff training, as well as training for forest workers, local government, and villagers. Given the lack of skills in the sector after Independence, this focus has been highly relevant. The relevance of the provided training support has been greatly enhanced by linking training to the needs derived from programme implementation. The emphasis given to developing the Tanzanian training institutions and implementing comprehensive training programmes has also enhanced the relevance and sustainability of the other assistance provided to the development of the sector. As the paradigms of forestry development and larger macro strategies to development have shifted, however, some of the older approaches to training have become irrelevant. Efforts have been ongoing to update the training curricula, but some areas still lag behind. Even though many forest industries have been privatised, training of workers is still needed, yet so far is rarely being funded by the private sector. Concerning training of rural people, questions now are emerging regarding the relevance of focusing support solely on government extension staff, as opposed to alternative (complementary) extension models, such as through NGOs.

5.2.2 Efficiency and Effectiveness

It has been difficult for the Evaluation Team to adequately assess the overall efficiency and effectiveness of the Swedish support to forestry in Tanzania. Many of the programmes and projects lacked clearly defined objectives, outputs, and indicators, and monitoring systems, and their results were inadequately documented. It is difficult to track information on costs involved, in order to assess the overall efficiency.

It appears that effectiveness and efficiency have not major areas of concern in the past forestry cooperation; most of the evaluation reports until late 1990s did not even address these matters.

Nonetheless, for some aspects of the support, it is possible to make some observations. As a generalisation, Swedish support did not succeed in meeting the set broad objectives for the plantations although physical achievements were acceptable given the many constraints that were faced in the 1970s and 1980s. The results do not justify all the support to the industrial plantations amounting to hundreds of millions of Swedish crown over twenty years. When the support to ZOFOMO was ending, FBD still estimated that it required millions of Swedish crowns of assistance annually to run some 17 000 hectares of plantations, although the analysis carried out by the project indicated that ZOFOMO could be self-sustaining.

In the forest industries the general objectives were also not met and that aid was not efficient. TWICO, and its subsidiary mills, did not become efficient business-oriented self-financing organisations as planned despite some twenty years of support from Sweden and other donors. The Mufindi pulp and paper mill received about SEK 324 million from Sida in 1979–1991: the mill never turned a profit and was closed in 1997. The relatively expensive TWICO Wood Gasification Project achieved practically no results, and TANSCAN, which had been assessed to be commercially-viable, required considerable ongoing grant support.

General consensus is that the most effective efforts in village and community forestry have been the more recent ones, involving community-based forest management. It is quite difficult to assess the efficiency of the earlier village forestry efforts, although some reports indicate that problems arose in meeting targets for activities, such as with tree nurseries and planting. It seems evident that the training of villagers with respect to tree nurseries and tree planting has been more effective than earlier approaches using centralised nurseries and paid labour. Questions of efficiency have been raised regarding the Community Forestry Unit's Publicity Section. While some observers argue that the publicity campaigns and mobile extension vans were very effective, others expressed considerable doubt on this issue. Some review reports indicate problems, for example, with distribution of extension materials, such as calendars for schools.

The current focus on promotion of community-based forest management and agroforestry through the district development programmes, i.e., LAMP, seems to have been achieving targets. As the LAMP support has evolved to become a more demand-driven type of support, however, the degree to which specific villages or districts focus on forestry activities depends not only on their own needs and interests, but also on the degree to which skilled facilitators focus on these issues. It is understandable that many rural communities, as well as local government officials and politicians, may place a higher priority on other development activities, which are perceived to have a more immediate and visible impact. The challenge, thus, is to facilitate a deep understanding of not only the symptoms, but the long-term underlying causes, of under-development and poverty, and thus build consensus on most sustainable responses. This issue is a key challenge for LAMP, which seeks to promote sustainable land and natural resource management as a means for addressing rural poverty.

Overall, activities directly related to forestry consume a relatively small portion of the LAMP district budgets. Some forestry activities within LAMP are supported by separate budget allocations, such as funds for agroforestry extension, contracts with SCAPA or resource assessments to be undertaken by the forestry faculty at the Sokoine University of Agriculture.

As a general comment, the large cost of technical assistance in relatively small pilot projects, which were later on not scaled-up or were closed down, reduced greatly the efficiency of the provided aid. This situation certainly prevailed with some of the industrial forestry projects. But even today, the issue

is still pertinent. As noted in Sida's current (2001–2005) country assistance strategy, “it is insufficient to work only at the local level of a national programme.” Thus for the LAMP programme in general, as well as for the community-based forest management efforts more specifically, the overall effectiveness would be enhanced through closer linkages to national programmes and the ongoing national policy dialogue. This situation is a major challenge, however, as the district councils have responsibility to implement not only forestry, but other national sectoral programmes and policies.

5.2.3 Sustainability

Sida's support to the Tanzanian forest sector has always emphasised human resource development and capacity building in general. This has definitely improved sustainability of Swedish aid in all areas. Due to the considerable training and human resource development, many well-trained and experienced Tanzanians are working on forestry-related activities. This factor makes a major contribution to the sustainability of forestry activities launched with Swedish support.

Organisational and financial sustainability, cost-efficiency and effectiveness are, however, issues that should receive much more attention. Cost recovery, financing of recurrent costs, and taking care of maintenance and replacement costs after Sida's support is over were not considered in most projects. Many projects have depended too much on direct Sida support, which has covered quite often also recurrent costs, such as spare parts, per diems and diesel, in addition to investment costs. Project implementation has also depended a lot on intensive delivery of technical assistance. When the Sida financing has been stopped, FBD in many cases has not been able to continue implementing the activities. Financial sustainability could be enhanced if more attention would be paid to securing adequate government contribution and requiring that it will increase over time, as Sida support will be gradually phased out. Another common problem has been that implementation has happened very much within a project environment without paying adequate attention to organisational sustainability and local commitment.

ZOFOMO and the ongoing LAMP are good example of projects where specific attention was paid to designing a self-financing system already at the project design stage. Unfortunately, ZOFOMO failed in meeting its main objective. LAMP aims at increasing taxable production and improving revenue collection to finance the operations, which are now financed directly by Sida. This is a laudable objective. The idea of matching funds should also have a positive impact on sustainability. Unless these matters receive explicit attention, however, the ongoing LAMP may fall into these same pitfalls as previous projects.

But many other elements are crucial to ensure sustainability. Over the years, recognition has been growing that it is imperative to have an adequate enabling environment, in terms of policies, legislation, regulations, strategies, plans, and institutions, as well as adequate financing and economic incentives. The recent macro economic and development policy changes, as well as the adoption of the 1998 Forest Policy and 2002 Forest Act as well as the 2002 National Forest Programme provide more support to sustain ongoing activities in community-based forest management. Regrettably, however, it seems that recent reforms in the forest sector have not yet been adequate enough to address the problems confronting the forest plantations and forest industries. With World Bank assistance, work has been ongoing to revamp the institutional structure by replacing the national Forestry and Beekeeping Division with an independent semi-autonomous government agency, the Tanzanian Forest Service.

The Forestry Training Institute (FTI) and Forest Industries Training Institute (FITI) still require additional assistance, to update their programmes and facilities, and to offer more outreach. The whole issue of extension and information dissemination requires careful reassessment, given the institutional weaknesses of government. In this regard, the complementary provision of extension support through

NGOs, such as Vi-Agroforestry, or smaller NGO projects, warrants closer consideration. Education is an investment in human capacity, which should always receive adequate support from the public sector.

Efforts to improve planning in the forest sector, initially through support to FBD's planning section, and later to its Strategic Analysis and Planning Unit (SAPU), do not seem to have reached an adequate level of sustainability. It is unclear, in fact, what the FBD or Ministry of Natural Resources and Tourism plans to do with regard to strategic planning. Yet it is clear that this area is vital for the forest sector to survive, and for it to respond to the current challenges. How forestry can make meaningful contributions to decentralised district development, and to macro national priorities, such as poverty reduction, requires systematic analysis and forward-thinking strategies. As such, it is vital that support be provided to link pilot field efforts with national-level policy dialogue and replication.

6 Key Lessons Learned

A detailed analysis of lessons learned for each area of support is provided in the Annexes. The following summarises the overall lessons learned.

6.1 Programming and Planning

Systematic planning. Programmes and projects need systematic planning, including clearly-defined objectives and outputs. Planning of development assistance needs clear, focused attention to overall objectives – such as poverty reduction, promotion of gender equity, and environmental protection. Unless such objectives are clearly articulated in the programme design, significant achievements in these areas are unlikely to occur. Such planning should be based upon the logical framework approach, and thus include well-defined indicators, systems and baseline data for monitoring and evaluation. Moreover, it is vital that such planning be undertaken in a participatory manner, with active involvement and decision-making by the ultimate beneficiaries. Where recipient country institutions have weak planning skills, they should be assisted with technical assistance and training to develop this capacity. To ensure that planning is well done, adequate appraisals are needed.

Policy, legal, and institutional analysis. The design of development interventions must pay adequate attention to the analysis of potential policy, legal and organisational constraints. Thus, it is important to ensure that content and implementation of the existing legal framework is conducive for the envisaged development interventions. If found necessary, the programme or project should be designed to help with improving the policy, legal and institutional environments for long-term investment support. For example, in the 1970s and 1980s, Sida's efforts to develop and commercialise/privatise plantation management (e.g. ZOFOMO) and forest industries (TWICO mills) could have been more efficient, or at least one could have avoided wasting funds, if enough attention had been paid to policy and institutional matters.

From the policy perspective and efficiency of aid delivery, it is crucial to find mechanisms that will link field activities with policy formulation and strategy formulation. Such a link existed between SAPU and LAMP field activities. If no such link exists, a donor working in isolation from national and regional reforms and processes may end up operating in the sidelines having relatively little impact on the larger scale. Such arrangements also risk inadequate learning from the area-based programmes at the central level, and among other similar programmes. This issue requires attention as Sida considers expanding its district-based programmes and approaches from LAMP to include the proposed six Lake Victoria districts.

It is essential that donors participate in relevant ongoing working groups dealing with sectoral programmes and related policy dialogue, to ensure adequate exchange of information and lessons learned, and to enhance the effectiveness of development interventions.

Sustainability and phasing out. Project and programme design must pay adequate attention to issues related to financial recovery and local financial contribution to enhance local ownership, sustainability and reduce aid dependency. In addition to financial sustainability, it is essential to pay more attention to organisational sustainability and securing adequate (policy) commitment. The partners must also engage in open policy dialogue regarding the ultimate objectives of development cooperation. Experience suggests that some of the past reform objectives, such as commercialising the industrial plantations or privatising selected industry operations, were mainly driven by Sida and the

technical advisers. Such pilots were possible as long as Sida support was available, but there was no true (political) commitment on the Tanzanian side to change at that time.

Considerable experience, both within Tanzanian forestry and more broadly, has demonstrated the weaknesses with project-based development support. As a result, the international development community is increasingly supporting the idea of moving towards more broad-based and coordinated support of national programmes.

Development assistance needs well-agreed time frames and plans for eventual phasing out from a supported sector. To ensure sustainability, it is often best that phasing out be planned as part of the initial design. Several Sida forestry projects, such as support to HADO, TWICO, and forest plantations, appear to have been continued year after year due to no phase-out plan and no firm exit date. In all cases, abrupt changes, such as the sudden cessation of support to the Forestry Training Institute, should be avoided, especially when the dependency on a specific donor is high.

Piloting and replication. It is important to plan for scaling-up after a pilot phase. Piloting is invaluable, to learn what works well, what needs improvement, and what approaches will not work in a given context. To adequately make use of such pilot work, it is vital to link it to national policy dialogue and replication of successful approaches on a broader scale. Unless one aims at scaling up or having an impact outside the project area, e.g. through method development and adaptation elsewhere, the pilot projects or projects with limited geographical focus may become very costly in relation to the actual impacts achieved. This situation prevailed, for example, with the National Forest Inventory, which was piloted in a few areas but never scaled up to national level, and trials with the Wood Gasification Plant. It also applies to community-forestry efforts supported under LAMP.

Longer time frames. It is vital to agree on longer time frames for development assistance support, to ensure well-planned and well-executed interventions. Shorter time frames risk *ad hoc* decision-making. In supporting activities in forestry and natural resource management, it is essential to envisage a minimum of ten to fifteen years of support, to achieve sustainable impacts. Longer time frames may also be needed to bring about policy and institutional changes, such as reforming state-owned forestry industry or plantation sector.

Patience was required to see the delayed impacts of pilot community forestry efforts on new Forest Policy and new Forest Act, which required that other enabling conditions (macro economic and policy changes) to be in place. Similarly, it took years to get government acceptance of the idea of Logging and Miscellaneous Deposit Accounts (LMDA), and adoption on a national scale.

Paradoxically, whereas some observers argued that Sida continued support in certain forestry sub-sectors for too long a time, others argued that Sida was not patient enough, and ended support prematurely, giving up too quickly when problems were encountered, rather than seeking ways to resolve them. NORAD's long-term commitment to support catchment management was frequently cited as an example. Nonetheless, most Tanzanian foresters readily acknowledge and appreciate the long and valuable support that Sida provided to forestry in Tanzania.

For donor collaboration, it is vital not only to consider duration and presence, but active engagement. It is essential to conduct active dialogue, to work firmly in partnership with government, other donors and other development partners towards long-term goals.

Prerequisites for sectoral programme support. Based upon the early experience of Sida support to the forest sector in Tanzania in the 1970s, it is clear that sectoral support requires certain elements to be successful:

- It is essential to have a detailed enough programme with a clear vision, defined targets and outputs, and integrated plans of action. Such a national programme must demonstrate local vision, genuine ownership and political will for development.
- It is important to have proper planning, accounting and monitoring systems in place before adopting sector-wide approach to aid delivery.
- Financing agencies must help in strengthening the country's administrative capacity and require transparency and accountability.
- The internal financial delivery system within the recipient organisation(s) must be efficient.
- Donor financing should not replace financing that can be generated internally.

6.2 Monitoring and Evaluation

Systematic monitoring and evaluation to learn from experience. It is essential to plan systematic evaluations of development interventions at various levels, to ensure relevance, effectiveness, efficiency and sustainability of assistance and promote learning from experience. Ongoing monitoring and close supervision, such as annual and semi-annual reviews, can contribute to improved performance and impacts. But it is also important to undertake evaluations covering longer time periods, to more properly assess impacts. Clear procedures are needed for reviewing evaluation recommendations, and deciding how they will be incorporated into ongoing and future activities. Examples of good evaluations include the evaluation of SCAPA in 1992, the evaluation of support to Imara furniture factory in 1995, and the already mentioned in-depth evaluation of HADO in 1995. The best examples of project or programme monitoring and evaluation are the LAMP follow-up missions, impact studies and Formative (thematic) Evaluation of LAMP in 2000. This type of evaluations will hopefully become more common in Sida-assisted forestry and natural resource management projects, because they allow learning from project implementation and focus evaluation more on issues, which are crucial for maximising the project development impacts.

Adequate follow-up by Sida to improve institutional memory. Donor organisations need to provide active follow-up on implementation of development programmes, rather than just leaving such work to the recipient institutions and consulting companies. As such, it is vital that they be engaged in ongoing policy dialogue, such as participating in relevant donor working groups. To better learn from development experience, it is vital that efforts be periodically assessed and documented. Documentation should include maintaining a comprehensive project/programme library at Sida. It is furthermore essential that donor organisations have adequate staffing to follow such issues, and build institutional memory, rather than contracting out such responsibilities. Ways of reducing staff turnover should be considered at Sida to enhance continuity and feeling of partnership in development work, and to improve continuity in programmes when Sida staff are transferred from one position, or country, to another.

Monitoring of collaborative efforts. Sida should play an active role in all projects where it provides significant support. It is risky to assume the role of a "silent partner" in co-financing agreements, as the collaborating partners may not provide adequate oversight to ensure that programmes are well-executed and consistent with key Sida development priorities. This situation arose, for example, with Sida collaboration with the World Bank in the case of the Southern Paper Mills (Mufindi).

6.3 Building Participation, Ownership and Collaboration

Broadening participation to include civil society and private sector. Experience in Tanzanian forestry has demonstrated the importance of broadening participation in sustainable forest management from government interventions to include the civil society, i.e., rural communities, NGOs, community-based organisations, and the general citizenry, as well as the private sector. Some of the more sustainable interventions introduced with Sida support are now being carried forward by rural communities, such as the community-based forest management, tree nurseries, and agroforestry, or by the private sector, such as the mobile sawmills and the utilisation of softwoods.

Gender. The projects and programmes that have been the most successful in supporting gender equity are those that have developed specific, targeted approaches and strategies to this issue. In Swedish-Tanzanian forestry collaboration, examples include work undertaken by SCAPA and LAMP, as well as efforts at the Forestry Training Institute to recruit and train women. These activities have included not only training and promotion of women, but also specific training on gender issues (for both men and women). Such efforts can be successfully linked to efforts to promote participatory and community-based development.

NGOs and volunteers are making valuable contributions to sustainable development. Such work, however, is often seen as outside of bilateral development cooperation. In the future, however, it would be beneficial if such activities were more adequately considered and promoted alongside other development cooperation programmes. Such collaboration of NGOs and volunteers with Sida-assisted forestry projects seemed to be more common in the 1980s.

Transparency in decision-making. It is vital that development cooperation among partners be based upon transparent decision-making and partnership. Frank and constructive dialogue is needed when implementation problems arise, and commitment to seeking collaborative, rather than unilateral, responses. Many Tanzanian stakeholders raised the issue of inadequate transparency in decision-making in past forestry collaboration. It seems that sometimes after a joint review mission, the actual decision was made in the Sida headquarters. Similar problems with transparency arose on the Tanzanian side. Quite often, for example, field projects were not informed (by FBD) about the discussions and decisions made at the central level between FBD and Sida.

6.4 Sustainable Forest and Natural Resource Management Issues

Lessons drawn from the less successful projects in forest industries and industrial plantations that resulted in a re-orientation towards community forestry. Experience in Tanzanian forestry has shown that community forestry efforts had greater chances of success, in that the rural people involved were able to derive direct benefits from their participation, whereas the state-run forest industries and plantations were not being managed on a commercial basis, and indeed some vested (corrupt) interests saw no incentive in changing in the situation. This experience contributed towards the shift in the Sida support.

Tenure aspects. Tanzanian experience has demonstrated the importance of legislation enabling access to, and control over, resources to enable community-based natural resource management, i.e., adequate incentives for local managers to invest efforts into management. For community-based forest management, the ability of local communities to develop their own by-laws to control village forests, or the willingness of the state to share management rights and responsibilities in joint forest management, was probably more decisive than the technical forestry issues in promoting local participation.

Linking field activities with national and international efforts. The efforts to promote village forestry, community forestry, agroforestry, soil conservation, and more integrated approaches to management of land and natural resources require not only piloting and implementation at the field level, but also strong linkages to national and international activities.

- Forestry activities on the field (local) and national levels need to be linked with regional and international efforts, “best practices,” evolving paradigms, etc. For example, the experience in community forestry in Tanzania both greatly benefited from, and contributed to, the development of international thinking on community forestry and agroforestry.
- Forestry needs to be linked to macro national development efforts, such as in decentralisation and poverty reduction, in order to make meaningful contributions to development and avoid marginalisation. To achieve such linkages, foresters need to be involved in the current development debates, to demonstrate the relevance of the sector. Otherwise, for example, if forestry cannot demonstrate its relevance to poverty reduction, then neither the government nor donors (and other development partners) will be willing to support forestry, and thus its potential will remain under-realised.
- Field forestry pilot activities not only contribute to more sustainable environmental management, but can have major contributions to larger macro policy objectives, such as the development of local institutions capable of mobilising people’s participation and representing their interests (thereby promoting democracy, governance and transparency). Thus, it is vital that forestry be mainstreamed into broader national strategies and development programmes.
- It is insufficient to work only at the local level of a national programme, as isolated pilot field activities will have only a limited impact, at a relatively high cost. Furthermore, it is unrealistic to expect that a decentralised district development programme will have any ability to replicate its successes in other (non-programme) districts. Therefore, it is vital that work simultaneously occur at a national level, so that field lessons can feed into policy dialogue, and influence and learn from field activities elsewhere in the nation. Although it had originally been anticipated that SAPU would provide support for the field activities in LAMP, as it turned out, LAMP provided valuable field lessons and information for SAPU’s work on a national level, in contributing to national policy development.

Integrated vs. sectoral approaches – Experience in Tanzania indicates that neither a purely sectoral nor a purely integrated approach will suffice to adequately promote forestry’s contributions to national development. It is vital to pursue a combination (hybrid) of the two. For example, although LAMP has taken an integrated approach, its contributions to community forestry have been possible only because it has retained a specific focus on forestry issues, with dedicated budgetary support, and in some districts, skilled facilitators (programme national advisor, District Forest Advisor) promoting such efforts. Over time, LAMP’s focus on forestry has become progressively diluted, and its linkages with national level efforts and the Forestry and Beekeeping Division (FBD) of the Ministry of Natural Resources and Tourism progressively weakened. LAMP’s contributions to community-based forest management could be further enhanced through linkages to the national level efforts, such as the National Forestry Programme. (Similar experience has occurred with forestry efforts in other decentralised district programmes supported by other donors.)

Addressing poverty. Experience in Tanzanian forestry has paralleled international development experience in general, and international forestry experience in particular. Although the support to forestry in the 1960s and 1970s also aimed to reduce poverty, the prevailing paradigm at the time focused on promotion of industrialisation and economic development, assuming that jobs and other benefits would trickle down to the poor. Thus, both Tanzanian and Swedish policies promoted support to state-run forest plantations and forest industries. The degree to which these activities promoted

employment, especially for the poor, was, however, not explicitly examined. Over time, increasing emphasis was placed on support to village and community forestry, which arose out of the concern that the rural poor were contributing to environmental degradation, and thus needed to be encouraged to plant trees and woodlots, to provision themselves in fuelwood and other forest resources.

Subsequent experience, and conceptual development, has led to the understanding that poverty – and its linkages with environmental degradation – are multi-faceted issues, and require a much more complex set of responses. Today it is widely recognised that forestry's contributions towards reducing poverty requires efforts on several levels:

- Promoting access to and sustainable management of forest resources to ensure food security and meet basic subsistence needs;
- Promoting forestry-related income-generating activities, including not only formal forestry sector employment, but also informal employment, small-scale enterprises, and value-added processing activities;
- Supporting sustainable rural livelihoods, through contributions to agricultural and livestock production, protection of watersheds (catchments) and biological diversity), and reversal of environmental degradation, e.g., work done by HADO, SCAPA and LAMP;
- Privatisation of productive functions, such as tree nurseries, mobile sawmills, and furniture factories;
- Building local skills and knowledge, such as knowledge of tree growing;
- Organisation and empowerment of the rural people and the rural poor, with access to forest resources seen as a fundamental right, and a necessity to ensure long-term investments in wise stewardship of the resources;
- Undertaking specific activities targeted at helping the poorest help themselves and find pathways out of poverty;
- Specific monitoring of efforts to reduce poverty, and the impacts of those efforts; and
- National-level efforts to improve overall forest management, such as improving collection of forest taxes and royalties, to contribute to the national treasury and hence the national socio-economic development efforts.

Generation of income for local communities. As community forestry activities have evolved to the point where they can generate income for local households and communities, such as in operating tree nurseries as commercial small-scale enterprises, or potentially in harvesting timber from community forests, incentives for such activities and their sustainability increase. More attention needs to be paid to marketing issues: for example, in some areas, tree nurseries have become so popular that they have reached local market saturation, and require assistance to market their tree seedlings in other areas. If timber is to be harvested, however, then such community forests may require more support, in terms of simple participatory resource assessments (inventories) and management plans.

Much of the work done to date on community-based forest management in Tanzania has occurred in communal lands where forest resources have been relatively degraded. As such, the local benefits from improving management of such forests and woodlands have been primarily related to improving environmental protection, such as increasing water flows from the forest, or improving management of woodlands for grazing. To increase rural incomes from community-based forest management, it will be important in the coming years to assess potentials for co-management of areas with richer forest resources, which may have greater economic potential, such as for sustainable harvesting of timber.

Training, extension and research needs. As the overall context for forestry development in Tanzania has evolved, and prevailing paradigms shift, new needs for training and extension continue to

emerge. These areas, therefore, require continued support. Experience has also demonstrated that as some forestry activities become privatised, new training responses are needed. For example, although the private sector has taken up much of the responsibility for forest industries, to date the private sector has not been investing in training in this area.

In conjunction with development efforts, more applied research is needed. In many cases, more responsive development interventions could be designed if they were preceded by more detailed social and environmental assessments, and other relevant background studies. To adequately assess impacts, it is vital that baseline data be obtained, and proper monitoring of social and environmental impacts be undertaken.

7 Conclusions and Recommendations: What Way Forward?

7.1 Prevailing and Evolving Economic and Policy Environment

The forest sector in Tanzania currently faces considerable challenges. Some elements of the sector, such as forest plantations and forest industries, require major reorientation and new strategies. In other areas, such as community forestry, past achievements provide a good basis on which to build future efforts.

Many challenges in forestry remain the same as in the past when Sida was the leading donor. Recent developments, however, have greatly enhanced the enabling environment for development of the sector, as compared with ten or twenty years ago. One can argue that in many ways, the likelihood of achieving results with provision of development assistance to forestry is better now than ever before, due to these relatively recent developments:

- *General economic and policy reforms.* These reforms include: (i) the Macro-Economic Policy Framework, (ii) Planning and Budgetary Management System Reform, including Medium Term Expenditure Framework, (iii) the Public Service Reform Programme, and (iv) the Financial Sector Reform and Monetary Policy, and (v) the Parastatal Sector Reform. These socio-economic reforms aim to combat poverty and improve people's welfare; creating an enabling environment for a strong private sector; ensuring macro-economic stability; improving efficiency in the use of public resources; and maintaining an environmentally sustainable development path. The strategies for realising these objectives are embedded in creation of an attractive setting for the development of private enterprises and parastatal sector restructuring, including forest industries, through privatisation or liquidation for optimisation of resources use. The productive functions of the government have been devolved to the local governments, communities and the private sector.
- *Local Government Reform Programme (LGRP)* aims to improve the quality of and access to public services provided through or facilitated by local government authorities. Changes being introduced in the reformed local governments cover financial and human resource management and organisational structures and functions. The initiatives being undertaken include sectoral reforms aimed at improving the coverage and quality of service delivery in all sectors (including forest management) and fostering reform activities, which have been introduced within the Local Governments (LGAs) through pilot projects. Under these reforms, the main task of central government will be to enhance local government capacity to support the efforts of communities. Implementation of the LGRP is proceeding much slower than planned but still it offers both great opportunities and challenges in devolving forest management.
- *Poverty Reduction Strategy (PRS).* The strategy focuses on improving income and human development. Social development objectives emphasise decentralisation of productive functions, including forest management, with broad participation of the local governments, local communities and the private sector. The strategies include creation of an enabling environment for good governance and gender-balanced participation; capacity building for enhancing economic growth, and equity in the agriculture sector, industry, infrastructure and marketing, and improvement in the health, education, water supply and environmental conservation. Forestry is not included as a priority sector in the PRS and reference to the environment is also quite weak. Nonetheless, forest sector has a great role to play in environmental conservation, agricultural production and supply of water in addition to direct benefits, such as employment opportunities and contributions to the national economy. This potential must be tapped and the linkages of forestry development to poverty reduction enhanced.

- *National Land Policy, and Land Act.* Consistent with the National Land Policy, provisions of the Land Act and Village Land Act and related regulations recognise customary rights in land and allow for registration of these rights. This legislation directly affects the status of millions of hectares of unreserved or “general” forestlands. Customary rights as provided for in the new laws specifically include the right of households, groups, or communities to hold commons such as forests as registered common property.
- *National Forest Policy and Forest Act* aim at (i) decentralising the responsibilities for forest management to the local communities and districts, (ii) separating the normative and service delivery functions of the Government through the creation of a Forest Service, (iii) commercialising or privatising the management of the forest plantations, and (iv) promoting increased involvement of the private sector and civil society in sustainable forest management. The Forest Policy and Forest Act emphasise that sustainable forest management requires strategic sector planning, which takes into account changes in the macro-economic policies towards market economy, participation of local communities and the private sector as well as other stakeholders. The Forest Act encourages and facilitates the active involvement of the citizens in the sustainable planning, management, use and conservation of forest resources through the development of rights and responsibilities to use and manage forest resources at the lowest possible level.
- *National Forest Programme (NFP).* Participatory Forest Management (PFM) is one of the programme priorities in the Tanzanian National Forest Programme. The development objective of the PFM component is to achieve sustainable participatory management of forests, resulting in reduced rural poverty and equitable distribution of benefits. The NFP also includes a financing strategy focusing on improved sectoral self-financing, increased private investment, and streamlining of the use of donor funding through a Sector Wide Approach (SWAp), initially through “basket-funding” arrangements. It also identifies the key cross-sectoral issues to be tackled during implementation.
- *The National Environmental Policy (1997)* emphasises the cause-and-effect relationship between poverty and environmental degradation, and stresses the need for sectoral policies to address poverty issues by taking into account the need for sustainable resource utilisation.
- *International Treaties and Initiatives.* During the last decade or so, Tanzania signed and became a party to following international agreement and conventions: the Convention on Biological Diversity (CBD), the UN Convention on Combating Desertification and Drought (CCD) and its protocol; the United Nations Framework Convention on Climate Change (UNFCCC) and the Kyoto Protocol; and the United Nations Forum on Forests (UNFF) all of which have implications for the forest sector. Tanzania is committed itself to meeting its obligations for implementation of the respective treaties and initiatives.

These new policy and legislative developments create the potential for establishing a sound environment for forestry development, which is also fully consistent with Sida’s aid policy principles and objectives. As many of these policies are not yet under implementation, one has to be patient and see whether this potential will be realised. These policies and programmes offer opportunities for enhancing development cooperation in many areas, including forestry. A number of governments such as Norway, Finland, Germany and Denmark are building their forestry support on these developments.

Sweden has committed itself to developing a new partnership with Tanzania, which includes envisaged support to sectoral programmes. In its current country assistance strategy (2001–2005), Sida has highlighted several key strategies. Sweden is committed to providing support to enhance pro-poor economic growth, human resource development, and democracy and governance. Sweden is also committed to moving away from project towards national programme (sector) support. Continued support to forestry and natural resource management could well be framed in this overall context.

7.2 Building on Past and Ongoing Activities

Sweden has agreed with the East African Community to support the Lake Victoria Initiative. In Tanzania, Sida plans to provide decentralised support to district-level rural development to six districts along the Lake, similar to the approach used with LAMP. This programme will draw lessons not only from LAMP, but also from two other projects, one the Health through Sanitation and Water Programme (HESAWA), the other a pilot project dealing with development of small urban centres, or towns. Consideration is being given to providing expanded support to the NGO project, Vi-Agroforestry, already operating in the area. This new district development programme is to be designed during the current country assistance strategy period (2001–2005).

It will be vital to link these field activities with national programmes and policy dialogue. Sweden needs to be actively engaged in the donor forum dealing with forestry, and contributing to the implementation of national programmes, policies and initiatives especially when there is good national ownership. This linkage should include not only the recently developed NFP, but also looking at how field efforts in forestry can contribute to national programmes in decentralisation and poverty reduction. A challenge, thus, is how to link decentralised, geographically-based development programmes with national programmes and policies. It may be vital to think about how such work could be simultaneously approached from two levels – both the local and the national. Other donors are facing similar questions in supporting their programmes. For example, the experience with the Finnish-assisted Rural Integrated Programme Support (RIPS) in Mtwara and Lindi Regions has shown that decentralised district-based programmes may be unable, by themselves, to provide adequate support to community-based forest management. They have decided that this activity needs to be linked with NFP.

Another crucial question is how such programmes could best be supported institutionally. The LAMP is linked with the President's Office of Regional Administration and Local Government (PORALG), whereas a similar programme funded by NORAD is linked with the Ministry of Natural Resources and Tourism (MNRT). If a decision is made to focus more specifically on forestry and natural resources management, then this issue would require careful consideration.

Given the needs to continue to build human capacities in Tanzania, it is vital to link these district programmes on decentralised natural resource management with further support to training, research, and extension. This issue requires greater collaboration with universities, research institutes, and NGOs.

7.3 Future Opportunities

With respect to possible future Swedish collaboration with Tanzania on forestry activities, it seems that several clear opportunities exist, and warrant further investigation. It will be important to build upon the forestry activities in the current decentralised district development programmes. As was argued in the LAMP Formative Evaluation, the community-based forest management activities have a considerable importance. Not only are these efforts improving environmental management, but they also have considerable potential to contribute to poverty reduction, democracy and governance. When expanding district-based natural resource management programmes one should also more explicitly focus support to community-based forest and other natural resource management within district development programmes. It is essential to put more attention on increasing forestry's economic benefits for local communities. Such efforts could then further enhance forestry's contributions to poverty reduction. Considerable conceptual work has been recently undertaken internationally in this area. These international developments should be effectively tapped in Sida-supported programmes and other development interventions.

The current FBD Director has discussed with the Evaluation Team the Government's desire to obtain additional support from the Swedish Government with respect to supporting community-based forest management, and helping to replicate it on a broader scale. He also requested assistance with forest inventories, as he noted that it is difficult to manage resources if they are not adequately known. In the current LAMP phase, this year efforts will begin to support resource assessments in at least two pilot forests. The aim is to be able to determine sustainable harvesting levels, and thereby work out mechanisms for rural people to obtain more economic benefits from these community-managed forests, whether they be village forest reserves or state forests that the villagers are co-managing with the state. The Evaluation Team endorses this approach.

The Evaluation Team is also of the view that Sida could make a bigger impact with its support to promoting community-based natural resource management (CBNRM) if it were to work more closely in cooperation with other key donors in the sector. Danida has now taken up the lead among the donor community in assisting the government to spread community forestry into other parts of the country on a large scale. A document "Framework for support to PFM" has been prepared as an input to the development of the national strategy, which offers a good opportunity to support CBNRM in Tanzania in a concerted manner. One alternative for Swedish support is to continue with the LAMP efforts, i.e. a district-based approach but later on start also providing support through a basket fund mechanism to promote CBNRM on a larger scale.

This intervention hinges upon Tanzania and the donor community moving towards SWAP in forest sector financing. Any donor interested in SWAP should be actively developing a supporting and enabling environment for implementing SWAP. This situation suggests a natural role for Sida to become involved again at the central level, but in a way that serves implementation of CBNRM or community forestry at the local level. It would allow Sida to stay focused and not really add any new sectors, but the new interventions would build on the past and ongoing efforts (LAMP) and allow expansion of already tested approaches elsewhere flexibly and driven by the Tanzanian interests. Such support would also be an important step towards moving away from the traditional project or programme approach towards long-term support through contribution to broad national programmes, or rather to government activities integrated into government development plans and budgets at different levels.

In 2004, work will begin to develop the next country assistance strategy, for implementation to begin in 2006. Given the long history of collaboration in this sector, and the recent reforms that have enhanced the potential for obtaining significant results, this provides an opportunity to consider future collaboration between Sweden and Tanzania with respect to forestry.

If Sida were to consider supporting forestry cooperation, it is the Evaluation Team's conclusion that environment for such cooperation is better now than during the years when Swedish aid dominated the forest sector. Sida has much to offer in forestry and natural resource management based on its own experiences in Sweden, accumulated international experiences through its long-term support to several developing countries and international development organisations, and most importantly through its long-term presence in Tanzania and well established partnership with the Tanzanian forestry community. The Tanzanian forest sector would benefit if Sida would "reactivate" itself in the sector and become a development partner again working in areas and using aid delivery mechanisms that are consistent with both the Tanzanian and Swedish policies and practices. This kind of cooperation would help Tanzania to implement new programmes such as NFP, enhance the role of forestry in poverty reduction, and plan and implement activities based on international conventions, treaties and agreements Tanzania is committed to.

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Annex 1

Terms of Reference Evaluation of the Swedish Support to the Forestry Sector of Tanzania

1. Background

The Swedish development co-operation with Tanzania has a long and intensive history. It has, since its very beginning, covered many sectors of the economy. There are today many strong links between the two countries, links that have grown strong over the years.

One of the main sectors has been the forestry sector. Sweden has supported the natural resources and forestry sectors in Tanzania for more than 25 years. One reason for this long-term support is that both countries are well forested with their economies depending on products coming from the forests. It is, therefore, a sector where comparative advantages could be found, and where also competent personnel were available.

In addition, there has been long lasting support to this sector also from all the other Scandinavian countries. This has been going on for such a long time that it seems difficult to determine exactly when what started.

Over time, many different sub-sectors have been covered. It has included support to very traditional forest activities such as plantation forestry, forest inventory, and different aspects of training. There has also been support to forest industry development, including the development of a parastatal wood working industry, the defunct Tanzania Wood Industries Corporation (TWICO) and support to the now idle Southern Paper Mills (SPM). Village forestry including publicity and rural tree planting has been another important area.

During the 1990s the collaboration shifted to focus on participatory forest management, environmental issues and strategic planning. The present support to the sector is given under the Local Management of Natural Resources Programme, which includes support to a Strategic Analysis Planning Unit at central level [FBD], and several forestry activities within the Land Management Programme at local [District] level.

The Swedish support to the Strategic Analysis and Planning Unit (SAPU) of the Forestry and Beekeeping Division under the Ministry of Natural Resources and Tourism (MNRT) was phased out in December 2001. This means the end of the long-term direct support to the forestry sector itself.

It is today difficult to get an easy overview of these various interventions made over the years. Programme officers in Sida who have been responsible for the sector are many. Several technical experts and specialists have come and gone. Unfortunately, no consistent collection of documentation has taken place – and no major and overlapping conclusions as to the overall and long lasting impact of the support have been made.

There is, therefore, every reason to undertake an evaluation of the long term Swedish support to the forestry sector of Tanzania. The various programme interventions have no doubt had different objectives and the results and impacts must have been quite varied as well.

For the long period of time that we are looking at, priorities in Tanzania have certainly not been constant. And the economy at large has changed most dramatically. It is therefore of interest to see to

what extent the Swedish support has been able to fulfil its intended objectives, adjust and keep up in order to support the development efforts of the Government and other actors.

In the Annual Review Meeting of the Local Management of Natural Resources Programme in November 2000, it was agreed that an external evaluation should be carried out, which should cover the impact of the Swedish supported programmes in the forestry sector up to date.

The main purpose of the evaluation shall be to learn from experiences and how to use them in the future, to draw conclusions not only for Tanzania but also for Sida's support to the sector in other countries in Africa.

2. Objectives

The Evaluation is a process of learning with an emphasis on lessons for the future. Consequently, it has the following objectives:

- (i) To establish past influences from the supported programmes on the situation in the FBD today and relate these to the on-going socio-economic and political processes.
- (ii) Identify strengths and weaknesses in the planning, implementation and evaluation of the Swedish support to the Division, and analyse the learning mechanisms applied on both the Swedish and Tanzania side.
- (iii) To situate the impact of the support in the current development thinking and practices of Tanzania development strategies.
- (iv) To assess the influence of the management of forests and the role of forests in poverty alleviation

3. Expected Outputs

- 3.1 A historical overview of how support started, objectives were shifted, administrative systems, budget levels.
- 3.2 An analysis of the reasons for the historical shifts, that have occurred.
- 3.3 Assessment of overall impact of the programmes and analysis of relevance of project objectives to the long-term development of the sector in Tanzania.
- 3.4 Analysis of relevance of project objectives and impact in fulfilling the Swedish Development Goals.
- 3.5 Assess sustainability and the activities that are still ongoing on a general level.
- 3.6 Assessment of strengths and weaknesses of the approaches to planning, implementation and monitoring.
- 3.7 Impact on capacity building and institutional development.
- 3.8 Determine the level of influence from Swedish supported programmes on the development of forest policy and laws.
- 3.9 Assess the influence of Swedish supported programmes on other development programmes in the sector that are existing today.

- 3.10 An evaluation of the comparative advantages for Sweden in giving support to Tanzania. Analysis as to which Swedish knowledge, competence, experiences has been the most valuable asset for Tanzania.
- 3.11 Contributions to building up the Swedish and Tanzanian resource base within the technical sectors covered.
- 3.12 An analysis of which support that has been most efficient for poverty alleviation, i.e. forestry sector's contribution to the economy (households, district, national)
- 3.13 Key lessons of potential importance to forest sector development in other Sub-Sahara African countries.
- 3.14 An analysis of the extent to which local users (including women) have access to, income from, and long term control of forests.
- 3.15 An evaluation of the cost effectiveness of the support.
- 3.16 Recommendations for future Government support to the forestry sector/ and for future Sida support to the forestry sector in general. The analysis shall take into account both governmental programs; government supported programmes as well as private initiatives, with or without government/donor support.

4. Method of Work

It will be necessary to identify and make an initial list of all major programmes and projects that have been under implementation. Their development goals, together with the length of the programme and the budget allocated, need to be determined. Long-term impact and the results should be determined. An explanation as to why some interventions have been successful and others not, should be sought. Reference should be made to many previous project/programme evaluations.

This evaluation cannot be detailed. It should focus on lessons for the future.

The evaluation shall look into the following programmes as a minimum:

- Forestry Components within LAMP
- SAPU
- FTTP
- Regional Forestry Programme (Arusha, Dodoma, Singida)
- National Forest Inventory
- ZOFOMO
- HADO
- Support to Imara
- Support to Olmotonyi
- Support to Village Forestry
- Support to Forest Publicity
- TWICO
- Southern Paper Mills

The first part of the work will be carried out as a desk study. The study shall concentrate on programme documents and evaluations made (if any). Old documents should be collected and be analysed. In addition to searching for documents, the mission should also consult with and interview individuals who at the time were involved in programme implementation.

The evaluators shall interview key persons both Government officials as well as consultants on the Swedish and Tanzanian side historically involved in the programme. The study shall concentrate on National development trends, and will therefore spend time in Dar es Salaam, interviewing officials.

Field trips will be made in order to determine sustainability and impact on capacity building.

5. Organisation

The evaluation will be external to all on-going forestry programmes as well as LMNRP.

6. The Consultant

A team of four independent consultants not having previously worked in the Programme will carry out the evaluation. The consultants should among themselves have knowledge and skills in the following areas:

- Forestry sector,
- Macro-economic, political and social analysis
- Knowledge of the current political and socio-economic situation in Tanzania
- Swedish and Tanzanian development trends over the years
- Project planning, monitoring and evaluation
- Human resource development
- Rural development and participatory forest management
- Excellent writing skills in English, good communication skills in English and Kiswahili

The team will include two internationally recruited consultants and two locally recruited consultants, and shall amongst themselves have the following qualifications:

- Master in forestry
- Socio-economy
- Institutional development
- Rural development

7. Reporting

The report shall be written in English and shall not exceed 35 pages excluding annexes. The draft report shall be presented to the Ministry of Natural Resources and Tourism and the Embassy of Sweden. The draft report will also be presented at general stakeholders' seminar in Tanzania, and at a similar meeting in Sweden. The invitees to the seminar shall include other similar programmes in Tanzania, as well as other Sida-supported Programmes in Africa.

The draft report shall be submitted no later than 31 January 2003. Within two weeks after receiving Sida's comments to the draft final report, a final version with six copies and on diskette shall be submitted to Sida. Subject to decision by Sida, the report will be published and distributed as a

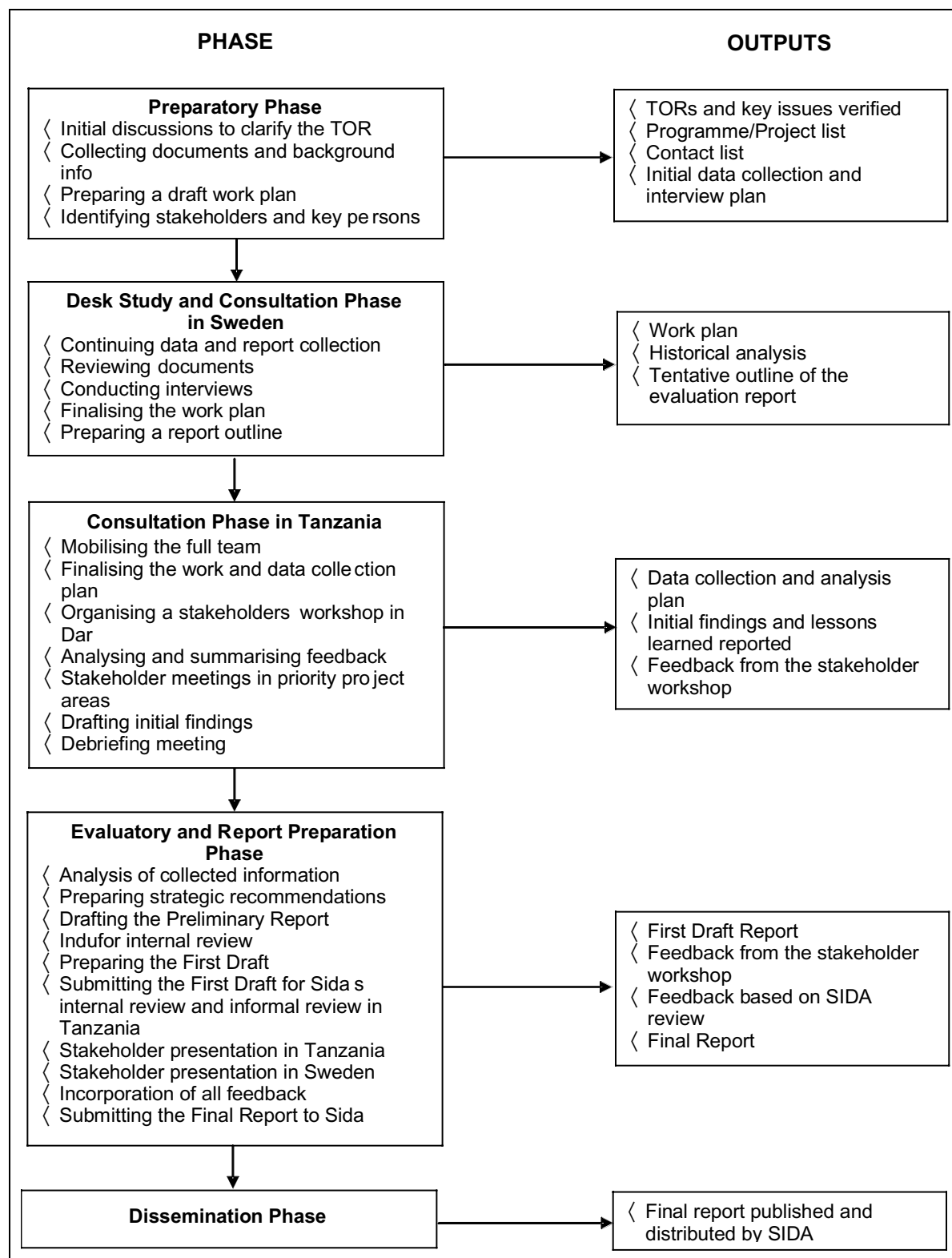
publication within the Sida Evaluation series. The evaluation shall be written in Word 97 for Windows or in a compatible format and should be presented in a way that enables publication without further editing.

8. Timing

Proposed starting date for the evaluation is 1 November 2002. The total work is estimated at a maximum of eight weeks for two consultants [i.e., four weeks each], who will be involved in the initial desk study and interviews. The other two consultants will spend a maximum of three weeks each. The team leader will, be assigned an extra week for final editing and seminars.

Annex 2

Evaluation Phases



Annex 3

People Contacted

Sida, Stockholm:

- Mr. Lennart Bondesson, Director, Planning and Administration, Department for Natural Resources and the Environment, formerly at Embassy of Sweden, Dar es Salaam
- Ms. Margaretha Sundgren, Department for Natural Resources and the Environment
- Ms. Åsa Bjällås, Department for Natural Resources and the Environment
- Mr. Göran Björkdahl, Department for Natural Resources and the Environment
- Ms. Marianne Kronberg, Desk Officer, Tanzania, Department for Africa
- Mr. Anders Höök, Senior Programme Officer, Department for Natural Resources and the Environment
- Ms. Eva Löfgren, Department for Evaluation and Internal Audit

Consultants and Others Contacted in Sweden:

- Mr. Robert Bäckström, Land Tenure Specialist, Orgut
- Mr. Björn Hansson, Project Manager, SccNatura, Scandiaconsult [former SwedForest], formerly with Morogoro Women-Focused Afforestation Project, and Regional Conservation Service Unit (RSCU)
- Dr. Lill Lundgren, Technical Director, SccNatura, Scandiaconsult [former SwedForest], former Head, RCSU
- Ms. Stina Mossberg, Managing Director, SccNatura, Scandiaconsult [former SwedForest]
- Mr. Håkan Sjöholm, Orgut
- Mr. Ingemar Öhrn
- Dr. Reidar Persson
- Mr. Roland Öqvist
- Mr. Sten Norén

Participants in Seminar held in Stockholm, 3 December 2002:

- Dr. Reider Persson
- Mr. Martin Wiklund
- Mr. Roland Öqvist
- Mr. Rolf Gilliusson
- Mr. Carl-Åke Järden
- Mr. Arnold Ahlbäck
- Mr. Henning Hamilton
- Mr. Sten Norén
- Mr. Björn Hansson
- Mr. Andrew Hurst

Government of Tanzania:

- Mr J. Amani, principal of FITI, 1975–1990
- Dr. Hamisi Chilembu, General Manager, ZOFOMO, FBD
- Prof. Said Iddi, Director, FBD, 1996–present
- Mr Godfriend Kileo, Director, FBD, 1964–1968, former Director of Natural Resources and Principal Secretary of MNRT
- Mr. Christopher Lema, Regional Natural Resource Officer, Arusha Region
- Mr Felix Mallya, Dean of Studies, FTI, Olmotonyi
- Mr Stephen W.L. Mariki, National Forest Programme Coordinator
- Mr Isaya Y. Nang'one, Assistant Director, Research, Training and Statistics, FBD, former head of SAPU
- Mr Julius Mkunto, Assistant Manager, Meru Plantation, FBD
- Mr Charles Mtuy, Director of FBD, 1992–1996
- Mr O. Musange, Manager, Imara Wood Products Company
- Mr J.N. Mushi, General Manager of TWICO, 1979–1989
- Dr. Vladislaus Nshubemuki, Director, TAFORI
- Ms Sekiete, Acting Principal, FITI
- Mr James K. Sige, FITI
- Mr Tango, Principal, FTI, Olmotonyi
- Mr Keja M. Urrio, FTI
- N.N. Tarimo, former ZOFOMO Manager, FBD (retired)
- Mr. Matiko, FDB Publicity Unit, Community Forestry
- Mr. R. P. Yonazi, Vice-Minister's Office, Dept. Environment, former Tanzania Forestry Action Plan (TFAP) Coordinator, Planning Unit, FBD
- Mr. Elias Nkwilima, Regional HADO Manager (based in Kondoa, met in Dar es Salaam)
- Mr. E. E. Kianda, Divisional Forester, Gorowa Division, Babati District
- Mr. Calysyt B. Kavishe, Technical Advisor (Forester), LAMP, Babati
- Mr. Rwiza, District Forester, Babati District

Tanzania seminar, 12 December 2002:

- Mr. I. Y. Mnangwone, FBD
- Dr K.B. Kilahama, FBD
- Mr. George Mbonde, Assistant Director, FBD
- Mr E.M Mnzava, former director of FBD
- Mr Jacob Mushi, Moshi
- Mr E.M. Nansi, FBD
- Mr M.A. Mwanuo, FBD
- Mr A. Sakafu, FBD, Kiwira Forest Plantation, Mbeya
- Mr N.T. Singunda, FBD, Sao Hill Forest Plantation, Mafinga
- Mr E.W. Masunuta, FBD, Meru Forest Plantation, Arusha
- Mr F.N.J. Nyabusani, FBD, West Kilimanjaro Forest Plantation, Moshi
- Mr. Y. Shmu, North Kilimanjaro Forest Plantation
- Ms. T. Nitmo, FBD
- Mr. B.S. Kessy, FBD
- Ms. Jane Kibassa, Swedish Embassy

Small Meeting held in Babati, Manyara Region, 16 December 2002:

- Colonel A. Tarimo, Regional Commissioner (RC), Manyara Region
- Mr. Leonard Mawenya, Regional Agricultural Officer, Manyara Region, formerly with SCAPA
- Mr. Mbagi, District Officer
- Mr. Kibonda, Livestock Office, Manyara Region
- Mr. Hassan Olondi, District Cooperative Officer
- Ms. Lucy Msofe, District Extension Officer (LAMP), Babati
- Mr. Gwandu, District Administrative Secretary (DAS)
- Mr. Kiango, District Livestock Officer

Embassy of Sweden, Dar es Salaam:

- Mr. Sten Rylander, Ambassador, Embassy of Sweden
- Ms. Ann Stödberg, Counsellor and Head of Development Cooperation, Embassy of Sweden
- Ms. Jane Kibbassa, Programme Officer, Embassy of Sweden
- Mr. Ralph Kårhammar, Regional Infrastructure Adviser, Embassy of Sweden

Consultants and Others Contacted in Tanzania:

- Ms. Ulla-Maj Jern, Development Advisor, LAMP, Babati
- Mr. Pär Oscarson, LAMP, Orgut
- Ms. Anna-Leena Simula, Tanzania NFP Advisor, Indufor
- Mr. Unto Äikäs, Finance Adviser, LAMP, Scanagri
- Mr. Torbjörn Öckerman, Team Leader, LAMP, Orgut
- Ms. Karin Öljemark, Tanzania Field Director, Forum Syd [Swedish NGO Centre for Development Cooperation]

Other Embassies, Dar es Salaam:

- Ms. Kirsikka Lehto, Second Secretary, Embassy of Finland
- Mr. Veli Juola, Counsellor (Forestry), Embassy of Finland
- Mr. Jan-Erik Studsrod, First Secretary, Royal Norwegian Embassy
- Mr. Kahama Lukumbuzya, Assistant Programme Officer, Royal Danish Embassy

Others:

- Mr. Andrew Hurst, Ph.D. candidate, School of Geography & The Environment, University of Oxford, UK
- Mr. Olivier Dubois, FAO Programme Officer (working on participatory forestry issues, including Forests, Trees and People Programme, FTTP), Rome
- Mr. Dominique Walebango, former Regional Coordinator, East Africa, FTTP (via email)

Village Consultations, Babati District, 14 December 2002

Riroda Village

- Mr. Kaondo S. Kaondo, Chairman Village Council (VC)
- Mr. Joseph A.M Hayghaimo, Acting Village Executive Officer & Member VC and Forest Committee (FC)
- Mr. Paulo Daman, Member, VC
- Mr. Jonathani Qamara, Member, FC

- Mr. Machungwa Datho, Member, VC
- Mr. Faustini Hougeli, Member, FC
- Mr. Joseph Yona, Member, VC
- Mr. Husein Alawa, Member, VC
- Mr. Philipo Nachani, Member, FC
- Ms. Hadija Peter, Member, VC
- Mr. Gwandu Gulday, Member, VC
- Mr. Juma Daslo, Member, FC
- Mr. Emmanuel Guti, Chairman, FC
- Mr. Shamba Labowa, Member, VC
- Ms. Heva Gulday, Member, VC
- Ms. Agatha Raphael, Member, VC
- Ms. Margane Tluway, Member, VC
- Ms. Marcelina Bombo, Member, FC
- Ms. Asha Hamisi, Member, FC
- Ms. Selina Duuma, Member, FC
- Mr. Yuda Gadiye, Member, VC
- Mr. Abdallah Ibrahimu, Member, VC
- Mr. Paulo Taghasi, Member, VC
- Ms. Zainabu Awe, Member, VC
- Mr. Qambalal Tsaray, Elder
- Mr. Heke Waya, Elder
- Mr. Manangaray Gisaghani, Elder

Endagwe Village

- Mr. Jackson Haibei, Chairman and Councillor, Duru
- Mr. John Mpunzi, Village Executive Officer
- Mr. Khalili Minthay, Member, FC
- Mr. Michael Amsi, Member, FC
- Mr. William Qwaray, Member, FC
- Mr. Fabiola Niima, Member, FC
- Mr. Edward Safari, Member, FC
- Mr. Mabiwa Mohe, Member, FC
- Ms. Catherina Joseph, Member, FC
- Mr. Sharo Bombo, Chairman, FC
- Mr. Juma Saktay, Secretary, FC
- Ms. Veronica Sarme, Member, FC
- Mr. Filipo Muriya, Member, FC
- Mr. Daniel Dosla, Member, FC
- Mr. Faustini Bariye, Member, FC
- Mr. Daudi Barae, Member, FC
- Mr. Hiiti Biyay, Member, FC

- Mr. Mathayo Gadiye, Member, FC
- Ms. Mery Nada, Member, FC
- Mr. Rahabu Buu, Member, FC
- Ms. Katarina Mpunzi, Member, FC
- Mr. John Tluway, Member, FC
- Ms. Kristina Tsii, Member, FC
- Ms. Luumi Tui, Member, FC
- Ms. Evalina Muna, Member, FC
- Mr. Nicodemu Gewe, Member, FC
- Mr. Gidos Guni, Member, FC
- Ms. Avelini Kijuu, Villager
- Mr. Gabrieli Makande, Villager
- Mr. John Baha, Villager
- Mr. Samweli Harseo, Villager
- Mr. John Masay, Villager
- Mr. Tsino Lala, Villager
- Mr. Rafaeli Asoph, Villager
- Ms. Tata Ally, Villager
- Mr. Omary Mbogo, Villager
- Ms. Dinna Sumay, Villager

Annex 4 Timeline

| Year | Tanzania | Sweden | International development | International forestry (and environment) |
|--------------|---|---|---|--|
| 1960s | | | | |
| 1961 | Tanzania gained Independence | | | |
| 1962 | | First official Swedish aid policy, Aid Bill, aiming at poverty alleviation, with 4 other basic goals | | FAO paper on The role of forest industries in the attack on economic underdevelopment |
| 1963 | | First official Swedish aid to Tanzania | | |
| 1964 | Long-term national development plan (1964-80) prepared, as well as first five-year development plan | | | |
| 1965 | | Swedish International Development Authority (Sida) created | | |
| 1966 | | | | World Forestry Congress (WFC) |
| 1967 | Arusha Declaration | | | |
| 1968 | | | | |
| 1969 | Second national five-year development plan (1969-74) | | | |
| 1960s | 1967-70: Nationalisation of many industries | | Stress on economic and industrial development | Swedish foresters began working at FAO in the 1960s |
| 1970s | | | | |
| 1971 | <ul style="list-style-type: none"> • Tanzania Wood Industries Corporation (TWICO) created • Small border conflict with Uganda | | | |
| 1972 | | <ul style="list-style-type: none"> • Aid Bill introduced the idea of country programming • Sweden hosted the Global Conference on the Environment | | |
| 1973 | | | | |
| 1974 | Villagisation policy adopted | | | |
| 1975 | Basic Industry Strategy (1975-95) | | | |
| 1976 | | | | |
| 1977 | | | | |
| 1978 | War with Uganda | | | 8 th World Forestry Congress on Forests for People advocated community forestry |
| 1979 | War with Uganda | | | |
| 1970s | Economic conditions began deteriorating from mid-1970s onward | Emphasis on aid on the terms of the recipient | | Shift towards community forestry, land degradation, soil conservation, and fuel wood shortages |

| Year | Tanzania | Sweden | International development | International forestry (and environment) |
|--------------|---|--|---|--|
| 1980s | | | | |
| 1980 | Perspective Plan (1980-2000) | | | |
| 1981 | TAFORI established; National Economic Survival Programme (NESP) 1981-82 | | | |
| 1982 | Structural Adjustment Programme (1982-85) | | | |
| 1983 | Community Forestry Unit at FBD created | | | |
| 1984 | | | Nordic donors discussed need for economic reform with Govt. of Tanzania | |
| 1985 | President Nyerere stepped down, replaced by Pres. Mwinyi | | | |
| 1986 | GOT agreed with IMF/WB on Economic Recovery Programme (ERP) | | Sida agreed to join the international donor community in supporting ERP | |
| 1987 | | | | |
| 1988 | | Fifth policy goal for development aid added: sustainable use of natural resources and environmental protection | | |
| 1989 | <ul style="list-style-type: none"> • Tanzania Forestry Action Plan (TFAP) adopted • 1989-2 Economic and Social Action Programme (ESAP, or ERP II) | | | |
| 1980s | Early 1980s, severe economic crisis | | | Critique of Swedish-supported Bai Bang paper mill in Vietnam |
| 1990s | | | | |
| 1991 | National Environmental Action Plan (NEAP) adopted | | | |
| 1992 | Authorisation to create multiple political parties; Three-year Rolling Plan and Forward Budget (RPF) adopted | | | Rio Summit, United Nations Conference on Environment and Development (UNCED) |
| 1993 | Parastatal Reform Commission established | | | |
| 1994 | Local Government reforms, with greater support for decentralisation | | | |
| 1995 | <ul style="list-style-type: none"> • Multi-party elections held • President Mpaka elected: stress on macro-economic reforms, reducing corruption | Swedish International Development Agency (Sida) created, merging different agencies | | |

| Year | Tanzania | Sweden | International development | International forestry (and environment) |
|---------------------|--|--|---|--|
| 1996 | National Conservation Strategy adopted | Sixth policy goal for aid added: gender equity | | |
| 1997 | National Environmental Policy; Poverty Eradication Strategy; | | | |
| 1998 | New Forest Policy adopted, replacing 1957 policy | | | |
| 1999 | New Land Act and Village Land Act | | | |
| 1990s | Mid-90s onward: privatisation started | | | |
| 2000 onwards | | | | |
| 2000 | Government's Vision 2025 being developed in Poverty Reduction Strategy Paper (PRSP) and Tanzania Assistance Strategy | | International Community agrees on Millennium Development Goals, i.e., halving poverty by 2015 | |
| 2001 | | | | |
| 2002 | Forest Act; National Forestry Programme | | | Johannesburg conference on Sustainable Development |

Annex 5: Matrix Programme and Project Support

| Name of the Project | Period | Type of Support/ Components | Comments |
|---------------------------------|---|--|---|
| Late 1960s and 1970s | | | |
| Sida/FAO Identification Mission | 1969 | | Mission recommended support in sawmilling, logging, transport & road building, forest inventory, and training in Tanzania |
| Personnel support from Sida | 1969-1972 | <ul style="list-style-type: none"> • Three Sida-financed experts) started in 1969 • By 1973 already ten experts in the country | Experts worked inside the government system either in Forest Division or TWICO. |
| Forest sector support | 1972-1980 (1972-74) (1974-76) (1976-80) | <ul style="list-style-type: none"> • Central support to Forest Division and TWICO in three phases • Training support at FITI in 1974-80 • Tree planting and plantation management (especially Ruvu, Meru, West and North Kilimanjaro, and Sao Hill) • Logging and road building project (1979-1985, became ZOFOMO in 1986) • Support to forest industry TWICO throughout the 1970s • Village forestation from 1975 • Limited support to natural forest management, catchment forestry and forestry research in Lushoto and Moshi | <ul style="list-style-type: none"> • This period was characterised by wide-ranging support given freely as sector aid to the Tanzanian government. Funds were mainly used for industrial plantation forestry and wood industry (TWICO) • In the late 1970s the assistance started to focus more on village afforestation and improved management and utilisation of already existing plantations. By 1979 village afforestation objectives covered almost entire country. Direct research support concentrated on silviculture and wood utilisation • Sida s support at one stage covered 90% of the FBD and TWICO budget; in the late 1970s the share was 65-70% |
| HADO (Phase 1 1973-85) | 1973-1979 (1973-1995) | <ul style="list-style-type: none"> • Reclamation of land through soil conservation measures • Raising and distributing seedlings and establishing demonstration woodlots and promoting village afforestation | <ul style="list-style-type: none"> • National project under FBD. In the first phase limited support from Sida as part of Sida s sector support • Focus initially on self-sufficiency in wood requirements removing cattle from non-agriculture area, construction of contour bunds and planting trees and other vegetation • HADO brought under forestry program in 1980-81 |
| 1980s | | | |
| Forestry Development Plan | 1981-1984 | Project/Sub-projects: <ul style="list-style-type: none"> • Forest Plantation Management • Support to FTI • Forest Survey and Inventory • Natural Forest Management and Catchment Forestry • Village/Community Forestry • Forestry Research • Publicity and Workers Training • Logging and Road Building • HADO • TWICO Gasification Project (1982-88) | <ul style="list-style-type: none"> • Village forestry support at this stage was focused on production of fuelwood and poles in Arusha, Singida, Dodoma, and Kagera. It was centrally driven and financed. FBD established a Village Forestry Section in 1981, which was named a Community Forestry Section in 1983 • First mobile sawmill introduced in 1982 • Support to research phased out in 1982, to FITI in 1980 to natural forest management in 1981 • Research supported through HADO and Wood Gasification Project • Sida s annual support amounted to about 65% of the FBD annual budget |
| Forestry Sector Support Program | 1985-1990 | <ul style="list-style-type: none"> • Community Forestry at national level • Community Forestry Unit • Publicity Section • Regional Community Forestry Programme in Arusha, Singida and Dodoma • Urban Fuelwood Plantation Project in Ruvu • Management and Utilisation of Existing plantations: <ul style="list-style-type: none"> • ZOFOMO • TWICO Gasification Project (85-88) • Mobile sawmills in 6 plantations • TWICO service centre • Rehabilitation of Rongi Sawmill 1986- | <ul style="list-style-type: none"> • Community forestry became more participatory and locally driven. Community forestry pilots, including FTTP, evolved into LAMP in the early 1990s • ZOFOMO started in 1986 with an objective of making forest plantations business-oriented and financially self-sustaining • Support to TWICO comprised of on-the-job training, formal training, limited investment support, and managerial support • Sida discontinued the Gasification Project after which the project collapsed • Sida s support amounted to about 65% of the FBD annual budget. in 1987, support to forest industries and industrial plantations still accounted 65% of the total budget; share of community forestry was 20% |

| Name of the Project | Period | Type of Support/ Components | Comments |
|---|------------------------------|---|--|
| | | <ul style="list-style-type: none"> • General support to FBD and TWICO • HADO (summarised separately below) | |
| HADO (part of Phase 1) | 1979/80-1985 | <ul style="list-style-type: none"> • Support to regeneration • Support to reforestation • Extension on soil conservation in croplands • Support to livestock management • Education and information • Training | <ul style="list-style-type: none"> • Cattle evicted totally in 1979. Emphasis on community forestry, establishment of local nurseries and farming extension • Agroforestry introduced • In 1983, RSCU strengthened research, including studying impacts of livestock eviction |
| Phase 2 (1986-1995) | 1986-1989 | Continuation of previous activities with some modifications and more focus on research and reintroducing cattle. | <ul style="list-style-type: none"> • Ten-year HADO Master Plan prepared for 1986-1996. More focus now on soil conservation, social benefits and people's participation • HADO came under Community Forestry Section of FBD in 1989 |
| SCAPA (Integrated into forestry and environment support program in early 1990s) | 1989-2000 | <ul style="list-style-type: none"> • Training and research in soil and water conservation, including agroforestry techniques • Development of extension • Implementing soil and water conservation in Arumeru and Arusha districts | <ul style="list-style-type: none"> • Started in 1989 through RSCU in Nairobi but made part of Tanzanian forestry support program in 1993 • Environmentally oriented project • Limited but well-focused TA inputs |
| Forests, Trees and People Programme (FTPP) pilot project in Babati | 1987-89 | Village forestry pilot in 4 villages in Babati. Actual field implementation only 1.5 years. Pilot aimed to develop methodologies and interventions relating to: (1) baseline studies; (2) participatory monitoring and evaluation; (3) forestry and nutrition; (4) tenure issues; (5) local management of trees and woodlands; (6) forest-based small-scale enterprises; (7) communication/extension and training | One of 8 pilot FTTP projects in Africa, started by Sida and FAO. Implemented by CFS of FBD and the Swedish University of Agricultural Sciences (SLU). The pilot was handed over to Babati LAMP in Dec. 89 |
| Imara Furniture Factory (part of forestry support program) | 1986-89 (continued to 1994) | <ul style="list-style-type: none"> • Direct investment support • Technical assistance • Import support | <ul style="list-style-type: none"> • Established to improve utilisation of softwood plantations and reduce pressure to use natural forests |
| TANSCAN (part of forestry support program) | 1987-1994 | Tanzanian-Swedish Joint venture (TWICO held 49% shares) | <ul style="list-style-type: none"> • Included mobile sawmills at Rubya, Kawatire and West Kilimanjaro • TANSCAN was a subsidiary of TWICO although legally an independent company. |
| 1990s | | | |
| Tanzania Forest and Environmental Sector Cooperation Programme | 1991-1994 (extended to 1995) | <ul style="list-style-type: none"> • Strengthening of Forestry Planning • Manpower Survey and Development • National Forest Inventory Pilot Project • Support to Community Forestry Section • FTI and Workers Training School • Regional Community Forestry Programme in Arusha, Dodoma, Singida • ZOFOMO • HADO • Babati Land Management Pilot Project for Environmental Protection (LAMP) • TWICO and TANSCAN • NEMC | <ul style="list-style-type: none"> • Early in this phase, the support to industry and industrial plantations was effectively phased out • NEMC concentrated on environment as a whole and did not really address forestry issues |
| Imara Furniture Factory (part of forestry and environment support program) | 1990-1994 | Technical assistance (training, marketing assistance, etc.) Import support | <ul style="list-style-type: none"> • Objective was to turn the company into a proper commercial operation. Sida pulled out after it assessed that Imara should stand on its own. • Privatised in Sep 2002 |
| HADO (part of forestry and environment support program) | 1990-1995 | Continuation of past activities. | <ul style="list-style-type: none"> • Continuation of the Ten-year Master Plan • SAREC continued providing research support • HADO properly evaluated in 1995, and after which Sida discontinued the support |

| Name of the Project | Period | Type of Support/ Components | Comments |
|--|------------------------------|---|--|
| Local Management of Natural Resources Programme (LMNRP, or more commonly, LAMP) | 1996-2000 (extended to 2001) | <ul style="list-style-type: none"> District Sub-programme in Babati, Singida, Kiteto, and Simanjiro SCAPA District Programme Support Programme (DPSP) in MOA SAPU/FBD NEMC | <ul style="list-style-type: none"> In this phase was almost entirely on community-based natural resource management integrated into overall district planning and development Community forestry support concentrated on four districts in Arusha and Singida by merging LAMP from the previous phase and Regional Forestry Programme. Dodoma was dropped out Only remaining support to FBD is SAPU; all other support cut out SAPU's aim was to help with strategic planning and policy formulation relying on systematic analysis of information |
| 2000s | | | |
| Local Management of Natural Resources Programme (LMNRP, or more commonly, LAMP) | 2002-2005 | <p>Four district based programs (Babati, Singida, Kiteto, and Simanjiro) aimed at improved local management of natural resources (increased productivity and sustainable use), stressing poverty reduction, good governance and participation</p> <p>Four components:</p> <ul style="list-style-type: none"> Land Security Community Empowerment Farmer's Extension Services Village and District Council Capacity Building | <ul style="list-style-type: none"> Sida support to SCAPA phased out after 10 years of support. SCAPA considers evolving into a NGO, but no action yet taken Support to SAPU stopped, marking discontinuation of all support to the FBD Forestry activities are supported as part of improved management of natural resources, under community empowerment. Forestry activities supported include community-based forest management, joint forest management, tree nurseries, tree planting, and agroforestry |
| Other Support | | | |
| Mufindi/Southern Paper Mill | 1975-1992 | <ul style="list-style-type: none"> Support to feasibility studies in 1975-77 In 1979-1992 direct financial support to the company Special railway vans provided in 1988 to remove transport bottleneck | <ul style="list-style-type: none"> Implemented through NDC Part of Sidas industry support. It however influenced Sidas support to plantation sector in Sao Hill Mill closed in 1997 |
| Vi-agroforestry Program | 1994-ongoing | <ul style="list-style-type: none"> Promoting agroforestry extension in Mwanza (since 1994) and Musoma (since 1999) with focus on: food & nutritional security, increased fuelwood availability, and increased household income | An NGO-project working around Lake Victoria, starting in Kenya in 1983, then spreading to Uganda in 1992 and Tanzania in 1994. Initially distributed seedlings from central nurseries but in 1997 started to concentrate on promoting of agroforestry through intensive extension, using NGO staff as extension workers |
| Other Swedish NGOs working with Swedish volunteers | | <ul style="list-style-type: none"> Swedish Society for the Conservation of Nature — coastal forests south of Dar TAF-BSI project in Mbeya, Makabaku and Mwanjeru Village forestry in Karatu | |
| Swedish Volunteers (Forum Syd) | 1983-ongoing | | Examples: Morogoro Women-Focused Afforestation Project, 1987-94/95; Swedish volunteers with HADO, SECAP; etc. |
| Swedish support to multi-lateral organisations, which then support forestry efforts in Tanzania | Ongoing | Various types of support | Examples: support to ICRAF; current support to FAO for the NFP Facility |
| FTPP activities in Tanzania (Phase I: Forests for Local Community Development, FLCD, 1987-95; Phase II: FFTP, 1995-98; Phase III: FFTP, 1999-2002) | 1987-2002 | International program focusing on promoting community forestry, through studies, networking, training, publications, newsletters, radio programs, workshops, and pilot projects | Originally activities in E. Africa coordinated by SLU. Starting in 1993, the Tanzanian activities were coordinated by FBD and SUA, in along with SLU. Tanzanian facilitator role was taken over by the NGO, Dodoma Environment Network (DONET). A regional facilitator was established in 1996. |
| Swedish Embassy funds provided to Tanzanian NGOs for forestry | 1990s and 2000s | Very small-scale support, i.e., funding a workshop or a tree nursery | |

| Name of the Project | Period | Type of Support/ Components | Comments |
|----------------------------------|-----------------------|---|----------|
| Research (SAREC) as part of HADO | In Phase 2 1986-95 | <ul style="list-style-type: none"> • Universities of Stockholm and Dar es Salaam, School of Geography, department of botany in Dar and Uppsala and RSCU working with HADO • Supported consisted of staff and student exchange, minor studies program and graduate studies | |
| Training: curriculum development | Late 1980s | ICRAF & RSCU provided limited support to Olmotonyi to develop agroforestry curriculum | |

Annex 6: Evaluation of Key Swedish Forestry Programme Support to Tanzania

Annex 6.1: Industrial Forest Plantation Development

Overview of Support

Between 1969 and 1991 industrial forest plantation development formed one of the core areas of the Swedish assistance to the Tanzanian forest sector. Over the years the form and the objectives of the support to the industrial plantations changed. The basic idea behind the programme remained unchanged: to develop a commercially viable modern plantation sector linked to forest industries to (i) meet the increasing demand for forest products, (ii) add value to the national economy and (iii) provide employment, similar to the Swedish model.

Swedish support to the industrial plantation sector can be divided into three distinct periods:

- Support to plantation establishment and maintenance through a sector programme: 1972–1978
- Improving the management and utilisation of existing plantations: 1979–1985
- Zonal Forest Management Office (ZOFOMO) Project: 1986–1991

Support to Plantation Establishment and Maintenance Through a Sector Programme: 1972–1978

Sweden started supporting already existing FBD plantations that had been established largely under the British. Initial support consisted of technical assistance to carry out silvicultural research and provide training in forest management planning and plantation inventory, and financial assistance to plantation establishment and maintenance, especially in the Ruvu plantation. Later on, funds were used to finance plantation operations and plantation inventories throughout the country, and consequently the overall size of the industrial plantation programme increased rapidly so that it became to dominate the forestry assistance programme, together with industrial support. By the late 1970s the share of the support to plantations and forest industry of the overall forestry assistance programme was more than 80 percent.

The plantation programme had ambitious targets including the annual establishment of an average 4500 hectares of plantations. After a good start, problems started emerging and targets were increasingly not met. Towards the late 1970s annual planting (including replanting) had decreased to 500–800 hectares. Among the most serious problems affecting plantation management was the lack of or delayed funds for carrying out plantation maintenance operations, such as weeding. As a result, the quality of plantation management suffered, and lack of tending resulted in considerable direct (financial) losses. For example, in 1975 large areas of Sida-financed plantations were destroyed in Ruvu because of lack of maintenance and drought. It was estimated that by 1976 up to SEK 5 million of Sida funds had gone to waste in Ruvu.

Sida's view was that the plantation area was being expanded at the cost of maintaining the already established plantations. Government field staff understood the importance of systematic plantation maintenance, but at the central level funds were often allocated for other purposes, or funds arrived too late because of bureaucracy and insufficient planning capacity. These problems were regularly discussed during the Joint Tanzanian-Swedish Annual Reviews, which started in 1975. These annual reports indicate that although the problems were discussed regularly, no concrete action was taken to eliminate the problems, and plantation performance continued to suffer.

Towards the end of the 1970s it was accepted that the support to the industrial plantation sector was not efficient and changes were needed. Most importantly, tree planting by villages, individual farmers, and schools to meet household needs, especially for fuelwood, became a new cornerstone of the Swedish forestry support. In the industrial plantation sector, as many plantations were already reaching semi-maturity or maturity, increasing attention was focused on the need for their commercial utilisation. As productive resources, the plantations could earn revenue to finance plantation maintenance and replanting and even make a profit, instead of Sida or Government continuing to subsidise the operations.

Serious obstacles to efficient, sustainable utilisation of the plantations included:

- A government forestry organisation, geared more towards regulation and administration to implement rigid government policies and rules than commercial, market-driven management of a productive forest asset;
- Insufficient harvesting and transport capacity;
- Poor road infrastructure; and
- Insufficient industrial capacity in relation to plantation locations.

Improving the Management and Utilisation of Existing Plantations: 1979–1985

In 1979 the plantation programme was changed to focus on improving the management and utilisation of existing plantations. Support was concentrated on the Meru, North Kilimanjaro, West Kilimanjaro and Sanja Juu (Usa) plantations in Northern Tanzania. The Logging and Road Building Unit was introduced to build up harvesting capacity and improve road planning systems, maintenance and infrastructure. Ruvu was changed into a fuelwood project after the GOT decided to establish the pulp and paper mill in Mufindi instead of Ruvu.

The main reasons for these shifts in the plantation support were:

- It was believed that the total area of forest plantations was more than enough in comparison to the industrial processing capacity, and that if the existing plantations were not managed and utilised more efficiently, they would become overmature and overstocked, and investments into plantations would be wasted.
- Considerable backlogs existed in thinning and pruning of most semi-mature plantations and in tending of recently-established plantations.
- Lack of cost-efficient access to plantation forests and poor and costly logging practices were seen as among the reasons for the loss-making performance of TWICO mills.
- Plantation support was too scattered and thinly spread, which complicated administration of Sida funds.

During this phase Sida concentrated its support on four plantation projects (17 000 ha) out of the seventeen FBD-controlled plantations. Within the same geographical area Sida's support then focused logically on the management of existing plantations and improving the capacity of forest industries to make use of softwood plantations. Despite this concentration, Sida continued limited funding also for the maintenance of the other state plantations until 1986.

Support was provided to tending operations, planting of felled areas, inventory of plantation forests, preparation of maps, buying of logging and road construction equipment, financing road construction and logging operations, and building offices in plantation projects. Technical assistance consumed a considerable share of the aid budget.

The project improved the quality of plantation management through preparation of management plans and tending operations. Only an average of 50–60 percent of the tending and replanting targets were met: backlogs of thinnings and clearfelling increased due to under-financed operations and inadequate processing capacity. The Logging and Road Building Unit was established and fully equipped with some delays. The project succeeded in developing road planning and construction capacity. The road system in these four plantations was gradually improved at the same time when logging operations were expanded. Lack of finance for operating costs, and lack of fuel, lubricants and spare parts continued to hamper plantation development just like throughout the 1970s. Vehicles and equipment were not properly maintained and often remained idle.

Sida did not want to continue financing considerable operating costs and requested that GOT to run the plantations as a separate project. In 1983 a special study prepared a proposal for a self-supporting plantation management system. In 1985 one of the study recommendations, to set up a special Logging Miscellaneous Deposit Account (LMDA) for logging and road building fees, was adopted on a pilot basis. FBD was allowed to retain the logging fees to enable the harvesting unit to cover its own costs. Finally, in the same year a proposal to turn the Meru/Usa, North Kilimanjaro and West Kilimanjaro plantation projects into a self-financing Zonal Forest Management Office (ZOFOMO) was approved.

These two measures were important steps towards self-financing plantation management, and implied a partial policy change regarding the management of industrial plantations in Tanzania. These institutional innovations can be counted amongst the key achievements of Swedish support with a good potential to enhance sustainability of plantation management. The challenge was now to implement these new concepts.

Zonal Forest Management Office (ZOFOMO): 1986–1991

The ZOFOMO project integrated the previous Forest Management component and the Logging and Road Building component into one project. ZOFOMO's objective was to demonstrate how forest plantations could be managed and utilised profitably and sustainably when the managers were given flexibility and autonomy in terms of management objectives, selling and pricing of wood, and financial management. The intention was to demonstrate the viability of long-term forest management in the pilot areas and then expand the concept of self-financing plantations to other parts of Tanzania.

The Swedish assistance was now more on the managerial aspects, although financial support to plantation maintenance operations and logging and road building unit continued. ZOFOMO was established to manage the four plantations and take care of logging and marketing, silviculture, roads and overall administration, including financial management. Six long-term advisors were placed inside ZOFOMO.

ZOFOMO achieved much in physical terms during 1986–1991. Updated management plans based on new aerial photographs, forest maps and inventory information were prepared. Systematic training of loggers and development of logging capacity (tractors, forwarders, and mobile sawmills) allowed increasing the annual logging volumes by more than 50%. A workshop manned by two Swedish mechanics strengthened maintenance capacity. A new road opening the North Kilimanjaro plantation for management and utilisation was built with Sida funds. Training was provided both on-the-job and through Olmotonyi and Rongai Training Centres in all aspects related to plantation management and logging. Office buildings, including a ZOFOMO office in Olmotonyi, were constructed.

Ultimately ZOFOMO failed to meet its main objective, however, as it was not granted sufficient autonomy, but continued to be plagued with the same administrative problems. Treasury did not provide enough funds for plantation management and LMDA fees were not enough to cover all management costs. Review of accounts showed that millions of shillings of LMDA revenue were “lost”

at one stage. The proposed revolving fund that would have expanded the LMDA concept, and enhanced financial independence, was never introduced. Financial regulations, including pricing of wood and procurement rules, remained the same as for all government organisations, which were inconsistent with operations of a business-oriented and profit-making organisation. The planned marketing section was never established, and the royalty system was not revised. As a result, ZOFOMO did not generate enough funds to take care of all tending operations, let alone replacement investments (depreciation) and development investments.

A 1989 study on ZOFOMO's financial and economic viability concluded that ZOFOMO was making a loss. This study recommended turning ZOFOMO into an independent company, a "corporation sole". Another study commissioned by Sida concluded that the initial objective of establishing a self-financing plantation management unit was too passive and would not solve the main problems hampering a business-oriented operation. A detailed proposal for establishing such a company was prepared and submitted to FBD and Ministry of Finance. These agencies did not formally respond to the proposal. In 1990, after the GOT had not taken any steps to turn ZOFOMO into a company and the restrictive Ministry of Finance rules were not revised, Sida decided to discontinue its support to ZOFOMO and at the same time to the entire industrial plantation sector of Tanzania. Twenty years of co-operation in the development of Tanzania's forest plantation sector between Sweden and Tanzania was effectively over.

Follow-on Action on Plantation Commercialisation: 1990s

In the 1990s Sida financed only a number of studies on commercialising plantation management. These activities were carried out as part of the support to the Planning Section, which later became Strategic Analysis and Planning Unit (SAPU) at FBD. In 1992, a general study on commercial management of the industrial plantations in Tanzania was prepared. A proposal for commercialising the Meru plantation was prepared in 1993, but FBD and Sida at the end could not agree on implementing the proposal although both parties agreed that institutional changes in the plantation sector were needed. The need for follow-up action to implement the study recommendations contributed to the establishment of SAPU. In 2001 the World Bank-supported Tanzanian Forest Conservation and Management Project (TFCMP), with a major component on privatising and commercialising the entire forest plantation sector, was approved. It is now up to FBD and TFCMP to proceed with the commercialisation of the Tanzanian industrial plantation sector, which was the focus of Sida's plantation support during all these years.

Evaluation Findings

Relevance. Swedish support to the industrial plantation sector was, and still is, very much appreciated in Tanzania. In the 1970s and 1980s it was fully consistent both with Tanzania's and Sweden's development priorities and strategies, which emphasised economic growth. Forest plantations were seen as a major source of raw material for the forest industry and a source of employment. Wood was needed then and is still needed. In the prevailing political context and economic system, it was natural to aim at strengthening the state's capacity in forest plantation management. After the mid-1980s, the emphasis was shifted on turning the plantations into commercially viable, market-oriented and financially self-sustaining management units. This change was consistent with Tanzania's new economic policies and agreements with the IMF, World Bank and the bilateral donor community, and also with the TFAP objectives.

Support to plantation forestry did not pay explicit attention to Sida's objectives of rural development, poverty reduction and environment. However, these objectives have not been featured strongly in Sida's aid policy until the 1980s. In the early 1990s when the poverty reduction objective became more prominent, Sida concluded that support to industrial plantation forestry is not consistent with Sida's aid policy goals and priorities, and aid was discontinued.

A large share of the Swedish forestry support in Tanzania has gone to the industrial plantation sector, which at the end, did not turn into a viable, self-sustaining sub-sector although the quality of plantation management was improved and wood production and utilisation enhanced. At the same time, especially in the 1970s and early 1980s, the management of natural forests with inputs from local communities and farmers received little attention although it had great potential to contribute to Sida's environmental and social objectives.

In hindsight, one could say that funds were unnecessarily wasted, and that the Swedish support possibly even helped in maintaining an unviable state structure in a productive sector where private sector should have played a more prominent role. There is some truth in these views, but the political realities and development thinking prevailing during those days set quite firm parameters to what was possible and what even could be discussed. In the words of one Swedish consultant: "In the 1970s matters related to reforming the institutional set-up and the role of the state in commercial activities were considered taboo both by the Sida and Tanzanian officials. One was expected to work within the existing system and that was it".

The focus was on the state as a manager, and in the case of forest resources, on the plantations, because they were deemed to have potential to contribute to economic growth and industrial development. These realities influenced the activities of all donors working in the Tanzanian forest sector in the 1970s and 1980s.

Achievements. Swedish-Tanzanian co-operation has strengthened the forest plantation sector in Tanzania. The main achievements are:

- Introduction of the LMDA, which helped in making ZOFOMO plantations financially more independent and improved the quality of forest management. In 2001 LMDA was expanded to cover all plantation projects.
- Gradual introduction of a more professional, flexible and market-oriented approach to plantation management.
- Strengthened human resource capacity through formal and on-the-job training. Many of the interviewed Tanzanian forestry professionals stated that the plantation managers, loggers and road constructors trained in Sida-assisted projects were – and are- amongst the top in the country.
- Demonstration that softwood plantations can be managed for industrial purposes providing employment to local population.
- Physical facilities, including road infrastructure, office buildings, workshop in Meru, and many types of equipment, trucks and other vehicles.
- Improved planning systems, including forest management plans.
- Improved quality of forest plantations. Based on the forest plantation review carried out in 2000–2001 as part of the Tanzania Forest Conservation and Management Project (TFCMP) preparation, ZOFOMO plantations were ranked at the top in terms of their viability and potential for commercialisation and privatisation although they still were suffering from a number of problems.
- Increased wood production from plantations supplying wood to the industries and also reducing the pressure on natural forests,

Sustainability. Systematic investment into human resource development and improving plantation infrastructure has enhanced the sustainability. People trained over time with Sida support are in key positions both in FBD headquarters and in various plantation projects. The office buildings and roads remain and facilitate plantation management and harvesting. Field visits to the Meru plantation and the ZOFOMO Office at Olmotonyi also demonstrated the positive impacts of Swedish aid. Twelve years

after the support ended, the plantation is being managed according to an updated management plan. The plantation appeared to be relatively well managed and road network was still in place in an adequate condition. Areas that had been harvested had been replanted, including backlogs in clearfelled areas. ZOFOMO office was still functioning although most of the equipment and vehicles were old; as no replacement investments have been made.

Despite all the support, the forest plantation sector remains in a depressed state. Plantations are not supplying enough quality wood to allow establishment of a modern and efficient forest industry and they do not generate enough revenue to recover all investment and operating costs. Meru/Usa, West Kilimanjaro and North Kilimanjaro and other plantations are still run as plantation projects under FBD and under a similar regulatory system as twenty years ago. Industrial plantations have not become financially self-sustaining as was planned although some steps to that directions have recent been taken.

The National Forest Policy of 1998 recognises the following inadequacies in the plantation sector: poor forest management planning practices, a backlog of silvicultural operations because of inadequate funding, uneven age class distribution of stands in most forests, and reduced stand growth with smaller diameter low value logs. The recent forest plantation review (Katila and Ogle 2001) concluded that without a complete overhaul and an active involvement of the private sector, the plantation sector is heading towards a crisis. Many plantations were assessed to be non-viable. The following trends and main problems were identified:

- The net planted area and growing stock is declining.
- Many existing plantations are understocked and consequently, the estimated long-term wood supply from plantations is 30–40% percent less than potential supply.
- Plantations are of poor quality because of insufficient attention paid to silviculture.
- Some plantations are overstocked because of inadequate thinning and insufficient demand from the industry.
- Many plantations are simply in a wrong place in relation to the markets.

ZOFOMO plantations suffer from many of the same problems that plague the entire forest plantation sector in Tanzania. On the other hand, without the Swedish support it is questionable if these plantations would even be in as good a shape as they are now. At least the ZOFOMO plantations have potential to be privatised whereas the other plantations, Sao Hill and the two teak plantations excluded, are unlikely to become commercially viable units. It also needs to be recognised that plantation profitability is adversely affected by the historical decisions to put plantations where they are now; i.e. in many cases, too far from the main markets. Donor assistance and government commitment to turn plantations into commercially viable units may not suffice if all the pre-conditions for commercially-successful plantation forestry are not in place.

Effectiveness and efficiency. As a generalisation, Swedish support did not succeed in meeting the broad objectives for the sub-sector although physical achievements were acceptable given the many constraints that were faced in the 1970s and 1980s. Lack of systematic evaluations, insufficient monitoring combined with unclear setting of objectives and targets, and inadequate attention paid to assessment of efficiency during the (too) few evaluations over the years of Swedish support make it difficult to draw quantifiably justified conclusions concerning aid efficiency. However, it can be fairly concluded that the results do not justify all the support to the industrial plantations amounting to hundreds of millions of Swedish crowns over twenty years. When the support to ZOFOMO was nearing its end in 1990, it was indicated that FBD required SEK 7–8 million to run a limited area of some 17 000 hectares of plantations when the analysis carried out by the project indicated that ZOFOMO should be self-sustaining.

Lessons Learned

- *The design of development interventions must pay adequate attention to the analysis of potential policy, legal and organisational constraints, and if found necessary, help with improving the policy, legal and institutional environment for long-term investment support.* In Tanzania Sweden invested several hundreds of millions of Swedish crowns in an environment that was not conducive to the development of a commercially viable modern plantation sector. Technically, the “Nordic model” of plantation forestry was feasible, and still is, even in the Tanzanian context. However, the constraints were more related to the political-economic system, and the regulatory and administrative environment rather than to technological or financial gaps. When Sida tried to introduce innovative, and in principle sound, institutional arrangements to commercialise the sector it was done “half-way” (although with serious intentions) without really trying to improve the foundations. Swedish aid would have been used more efficiently if a more patient, stepwise and sectoral (holistic) approach to the development of the plantation sector had been adopted. Support was started full-scale from a technical perspective when the overall conditions were not right and the political will to change the “system” did not exist. Paradoxically, when the policy and economic environment improved in the early 1990s and privatisation of TWICO mills started, Sida had more or less exited from the industrial plantation sector.
- *It is important to have adequate ownership and political will when introducing institutional reforms.* When one aims at introducing changes that imply policy and institutional reforms it is essential to ensure that the co-operating parties share a common vision for the development of the sector; only this will ensure that changes will take place and are sustainable. If the shared vision does not exist, one has to develop it through constructive policy dialogue. The Swedish support to the Tanzanian plantation sector had a sound and relevant goal but the question is if it was imposed from outside (too early) and if the expectations were too high, which then led to disappointments and finally to the total withdrawal from the sector. One needs to accept that development interventions of institutional nature take time and ultimately require more political will than large amounts of financial assistance.
- *More systematic planning, including clearly set objectives and outputs, and systematic monitoring are needed.* Decisions to continue support and determine its scope were in most cases not based on explicit evaluations of performance. Most of the reporting has been based on listing of inputs and/or physical achievements. Several useful analytical studies were carried out often by short-term consultants but their ownership was weak and they had only a limited impact of the FBD decision-making. Because of the importance of industrial plantations in the Swedish assistance to the Tanzanian forest sector it would have been important to analyse the lessons learned. Despite all the problems Tanzanian-Swedish cooperation in the plantation sub-sector, it produced many results and valuable, also positive, lessons were learned, which should have been documented and properly disseminated.
- *A phase-out strategy from a supported sector must be prepared and implemented.* The disagreements between Sida and FBD concerning the future direction of the industrial plantation sector were well-known for a long-time. At the end the support was discontinued very quickly without “stock-taking” and planning what would happen when the only donor operating in the plantation sector pulled out. This situation naturally created problems for FBD and its plantation projects.

Future Directions and Opportunities

Currently no real potential exists for bilateral grant co-operation in the industrial plantation sector, which would be simultaneously consistent with Sida’s current aid policy priorities and the most urgent development needs in the sector. Industrial forest plantation development can contribute to economic growth, reduce pressure on natural forests, and generate employment in rural areas. Both industrial and household demand for wood and wood-based products has increased while the domestic capacity to meet the demand has declined. Consequently, the need to expand the domestic wood resource base is

as strong as ever before. The potential of industrial plantation forestry to contribute to poverty alleviation or improvement of the environment, however, is limited. Nonetheless, farmer and community-based tree growing also for the market purposes can help in diversifying rural economies. The donor community could pursue this prospect more actively, possibly integrating it with general efforts to promote rural development. Promotion of tree growing for carbon sequestration purposes could also be promoted, such as the current project in Kilombero.

MNRT and FBD with support from the World Bank have taken a bold step to reform the entire plantation sector, including the development of an enabling policy, legal and organisational framework for commercialisation and step-wise privatisation of state plantation assets. With the World Bank-assisted Tanzanian Forest Conservation Management Project, no major need exists for bi-lateral technical assistance in the industrial plantation sector; as ploughing grant money into a productive intrinsically self-financing commercial activity may even be counterproductive. Institutions such as the Commonwealth Development Corporation, Swedefund, Finnfund, Nordic Development Fund, and Nordic Investment Bank may have a role to play in stimulating the sectoral development of the sector, i.e., direct private sector investments.

Annex 6.2: Forest Industries

Overview of Support

Forest industry development formed a key area of forestry cooperation between Tanzania and Sweden. Its share of total Swedish assistance to the forest sector ranged between 10 and 40 percent in 1974–1991. Assistance to the industries was closely integrated with industrial plantation development. Sweden wanted to help Tanzania to develop an efficient, export-oriented forest industry cluster based on sustainable and efficient utilisation of forest plantation resources. The development especially of softwood-using industries was to contribute to economic growth, create employment and have a positive impact on the balance of trade. Furthermore, it was recognised that wood industry development could not be based on the continuous utilisation of natural forests. Industry structure and production technology would have to be developed to make better use of plantation resources, which were increasingly under-utilised.

Support to Tanzanian forest industries started in 1972 and ended in 1995. During this period a large range of activities was supported using various fund delivery strategies and mechanisms. Support was provided through forest sector cooperation programmes, Sida's wood energy program, Sida's industry programme and also to a lesser extent through the Tanzanian Small Industry Development Organisation (SIDO) project. Initially the support focused on helping to establish and strengthen the Tanzanian Wood Industry Corporation (TWICO). Then the focus shifted to improving the operations of already existing TWICO mills and improving wood utilisation through the introduction of mobile sawmills. In the final phase of co-operation, the emphasis was on commercialising or privatising selected operations. Paradoxically, the support started with great optimism about the role TWICO would play in the development of the Tanzanian forest industries, and ended up with a lot of disappointments and frustrations on the Swedish side, when GOT refused to reform TWICO and downsize its role in the sector. Ultimately, after Swedish support had ended and Government undertook macro economic and parastatal reforms, however, this result was achieved.

Strengthening TWICO's Operational and Managerial Capacity

Practically all the Tanzanian forest industries were nationalised in 1964. TWICO, operating as an independent division under FBD, was established in 1971 to take care of all the major forest industry operations. Sweden, with its own state-dominated forest industrial sector, was keen on helping Tanzania to develop its forest industries through a parastatal like TWICO.

Swedish support to the Tanzanian forest industries emphasised capacity building in terms of improving the quality of human resources and management rather than expanding production capacity. The main objectives were to increase profitability and productivity, including efficiency of raw material use.

In 1974–1981 the Swedish assistance was comprised primarily of personnel support, forest industry training, establishment of the centralised TWICO Service Centre, and import support. At one stage, TWICO had eight Swedes working in marketing, accounting, training, sawmilling engineering, and forest industry economic positions. Most of these experts ended up in implementation or managerial roles. They also played an important role in developing appropriate systems, improving managerial practices, and providing on-the-job training to TWICO staff. Most support went to strengthening TWICO headquarters, through building offices and procuring vehicles and equipment. TWICO was developed to take care of all functions from harvesting to processing and export of finished products. In the mid-1980s TWICO headquarters employed almost 150 persons.

An important activity was the 1977 establishment of the Service Centre. It provided maintenance services and took care of procurement, storekeeping, delivery and invoicing for the woodworking industries. Individual TWICO companies were to pay for these services so that the Service Centre would become self-financing and independent of Swedish grant support. Sida financed establishment of a central workshop and mobile workshops and provided long-term technical assistance, tools, equipment and working capital for the centre until the late 1980s.

The centre ended up playing an important role for the producing mills, by helping them in maintenance and procurement. It never became self-financing, however, because many companies did not pay the service fees. The centre experienced continuous difficulties in importing spare parts and equipment due to cumbersome import regulations and inadequate clearing capacity at the ports. Delivery time for spare parts could even take one year. After Sida discontinued its support to the Service Centre in 1990, the centre collapsed.

Lack of skilled forest industry employees was a key constraint to the development of well-functioning, efficient forest industries. Sweden supported the establishment of the Forest Industry Training Institute (FITI) at Moshi in 1975 and implementation of an in-house training programme in TWICO. Sida financed the construction of the training facilities and a mobile sawmill and provided technical assistance to FITI. Sida supported forest industry training at FITI both directly and also by sending TWICO staff there for training. Training was provided in logging, truck operations, sawdoctoring, saw operating, carpentry/woodworking, timber grading and preservation.

When Finland took over direct support to FITI in 1979–80, Sida ended support, to avoid overlapping. Even after stopping the support to FITI, Sida continued to strengthen human resources in TWICO through supporting the implementation of an internal TWICO training programme and sending TWICO staff for training abroad. Support to forest industry training, including FITI, is described in more detail in Annex 6.4.

Efforts to promote exports and marketing were unsuccessful. In the 1970s, Sweden supported the Tanzania Timber Marketing Company (TANTIMBER). TANTIMBER failed almost completely in its task of promoting exports. Sida supported some marketing studies and provided marketing expertise to TWICO, which was not fully utilised.

Improving the Efficiency of Tanzanian Forest Industries

In the late 1970s, FBD and the key donors working in the forest sector became very concerned about the poor profitability of TWICO operations. Most mills had old equipment, were not properly maintained, and lacked business orientation and capable staff. At the same time, industrial plantations were not properly tended, for example thinnings were not carried out. The harvesting potential of

maturing plantations was not fully utilised due to inadequate processing capacity and poor access. Sida adopted two main strategies to help FBD and TWICO in addressing these crucial issues:

- in 1979, the Logging and Road Building Project was started to improve the access to selected forest plantations and to enhance logging capacity (Annex 6.1); and
- support was provided to rehabilitation of existing mills and expanding capacity through introduction of mobile sawmills.

The Sida-supported development of industrial capacity was done in cooperation with Finnida and NORAD. In the late 1970s and early 1980s Finnida helped TWICO to develop a nationwide human resource development plan and a wood industry development plan. This industry development plan identified a great need for rehabilitation of existing mills but also for expanding processing capacity. Finnida and NORAD concentrated more on large-scale (in the Tanzanian context) operations, whereas Sida adopted a strategy based on the development of flexible, less capital-intensive mobile sawmills.

Mobile sawmills were introduced in 1980 in Mbeya, Ukerewe, North Kilimanjaro and West Kilimanjaro. In 1990 seventeen mobile benches were operating under TWICO, all financed by Sida, including a women's mobile sawmill project. Both the Tanzanians and Swedish experts regard the introduction of mobile sawmills as an important achievement of Swedish support. They provided a cost-efficient way to utilise plantation resources, and allowed increasing industrial processing capacity quite rapidly and flexibly. The mills enabled utilisation of thinnings, which had a positive impact on the quality of plantation management. The mobile mills were profitable unlike the larger TWICO mills, which increased the demand for mobile sawmilling technology.

Sida financed renovation of the Rongai Sawmill and construction of the Imara Furniture Factory in 1986–87. Activities financed at Rongai included the installation of a small log line, improving transport facilities, upgrading and maintaining existing machinery, procuring of spare parts and consumables, and providing training. In addition, Sida provided a Swedish technical project manager and a short-term maintenance expert. Total support provided to the Rongai sawmill amounted to about SEK 9–10 million in 1986–1994, excluding technical assistance.

Imara Furniture Factory was established near Moshi in 1987 with two main objectives. First, the mill was to increase the industrial utilisation capacity to utilise a rapidly increasing surplus of plantation wood in the North. Second, it was to encourage the use of softwoods in markets traditionally dominated by hardwood products, and thus also reduce the pressure on natural forests. Sida financed the installation of a complete furniture production line, a dry kiln and a complete line for panel board production, a diesel generator and vehicles. Sida also provided technical assistance in the form of seconded Swedish experts, and financed a comprehensive management and staff development programme. Investment costs amounted to SEK 4 million and technical assistance related costs to SEK 5 million in 1987–1994.

In the mid-1980s, Sida and TWICO started increasingly disagreeing on how TWICO should be operated. TWICO continued to make losses although some individual mills, and especially mobile sawmills, were in principle profitable. The mobile sawmills and the Rongai mill, however, ended up paying most of their generated revenues to the TWICO headquarters, which did not channel funds back to mills to finance maintenance, re-investment and possible expansion plans. Funds were used to maintain excessive, regulatory and administrative capacity at the TWICO headquarters at a great cost. Two independent Sida-financed studies estimated that TWICO headquarters could provide all the needed services with 10–20 persons instead of the existing 150 staff members. Finnida and NORAD were also dissatisfied with the situation: they made it a requirement for continued support that TWICO should be downsized and restructured.

In 1986 Sida decided to start phasing out support to TWICO headquarters. Technical experts left in 1987. At the same time, the focus of forest industry support was shifted to the establishment of commercially viable, financially self-sustaining companies.

Commercialising Tanzanian Forest Industries: Forest Sawmills Company, Imara Furniture Factory and TANSCAN

The first attempt to introduce more independent, commercial forest industry operations was to turn the Rongai Sawmill and the Mobile Sawmills into independent cost/profit centres. Although this situation was achieved on paper, it did not work in practice. In 1986 Sida proposed turning the Mobile Sawmill Project into a separate Forest Sawmill Company. The idea was that this company would receive initial Sida support (import support and working capital), but after few years it would be turned into a self-standing joint venture. The intention was that the company would run all the mobile sawmills using the generated revenue, and would also use the profits to expand mobile sawmill operations from 14 mills in 1987 to 40–50 mills by 2002.

Two feasibility studies were prepared, both indicating that the proposed company would be profitable. The proposal for establishing the Forest Sawmill Company was not initially accepted by TWICO management, which resulted in a serious conflict between Sida and TWICO. Based on the Swedish Embassy memos obtained from Sida's archives in Stockholm, in 1987 Sida was very close to stopping practically all the support to TWICO. At the end, TWICO agreed with the idea of a joint venture with a private Swedish sawmill and Swedfund. Preparations took some time but in 1991 TANSCAN was legally registered. Initial plans for the joint venture included the Mobile Sawmill Project and Rongai sawmill and even Imara Furniture Factory. But at the end TANSCAN purchased only the assets of the existing sawmills in Mbeya, West Kilimanjaro and Rubya.

Sida's support to TANSCAN project was comprised of mainly technical assistance and human resource development, providing about SEK 3 million annually. In 1995, Sida stopped support to TANSCAN, as the company was to be financially self-supporting.

Sida continued supporting the Rongai sawmill and Imara Furniture Factory, financing maintenance and procurement of spare parts for both mills, technical assistance and training. The Imara Wood Products Company Ltd. was established as a TWICO-owned limited liability company in 1990. Both Imara and Rongai were operating reasonably efficiently in the early 1990s but they still depended on Sida's management and import support. As both mills were to be run on commercial basis, and had received support for a long time, Sida decided to phase out the support for both mills.

A detailed proposal to privatise Imara was prepared in 1993 partly as a response to the presidential Parastatal Reform Commission programme, but also with active encouragement from Sida. The company was put for bidding in 1995, and negotiations were started with TANSCAN Ltd. The deal, however, fell through for unknown reasons. At the same time, Imara's financial position weakened because of marketing problems, low utilisation rate, shortage of working capital, and too high administrative costs. Although Imara was making a profit in 1990–92, by 1994 the losses had accumulated to TSh 140 million. Imara's operations went into a serious decline after Sida pulled out in 1994. The company was finally sold to a private sector investor in 2002, and was operating when the Evaluation Team visited in December 2002.

In 1991–1992 a study on restructuring TWICO was carried out with Swedish support. The study recommended that TWICO headquarters could be turned into a consulting company. The recommendation was not implemented.

In 1995 Swedish support to the Tanzanian forest industries was phased out.

Other Swedish Support to Forest Industries

Southern Paper Mills (SPM)

In the 1970s and 1980s, the Southern Paper Mills (SPM) was the largest industrial project in Tanzania, as well as the largest industry project supported by Sida in Tanzania. Its construction was started in 1979 and completed in 1986. The mill, with a capacity of 60 000 tons, was to produce paper from softwood produced in the Sao Hill plantation in Iringa. It was intended to meet the increasing demand for paper, important substitutions, employment and add value to local production, with positive impacts on the economy at national, regional and local levels.

The mill was financed mainly by the World Bank, the German development bank (KfW) and National Development Corporation (NDC) of Tanzania. The initial SPM investment cost was USD 240 million: in the late 1980s, an addition USD 65 million was spent on upgrading and operations. Sida financed initial feasibility studies in the mid-1970s when the planning of the mill started. Swedish support to SPM amounted to SEK 324 million in 1979–1991. Most Sida support went to procurement of equipment, spare parts, and railway wagons. Due to the large size of the pulp and paper mill investment, although the Swedish support to SPM was relatively minor, only complementing support from the major donors, it was very large compared to the overall Swedish support to the Tanzanian forest sector.

SPM turned out to be a grand failure. After it finally started operating in 1986, it never operated at more than 50 percent of the capacity, and in 1990, the capacity utilisation rate was about 30 percent. The mill was too small to be economical and compete against better-quality lower-cost imports. The mill experienced managerial problems, including poor maintenance and insufficient work routines. Transport and energy problems also reduced production levels below an acceptable level. The project may have been too large for the Tanzanian economy at that time, due to lack of experience in dealing with an industrial investment of this scale. Most importantly, donors (World Bank, KfW and Sida) were supporting a government-owned capital-intensive and monopolistic industry in a very protective environment. When the Tanzanian economy was opened to more competition, import tariffs were reduced and government started reducing subsidies to the parastatal sector, it became very impossible for SPM to survive.

The mill made great losses every year after it started operating. Donors were pumping in money to keep the mill in operation. For example when in 1990 the loss amounted to about SEK 90 million, Sweden provided an additional SEK 65 million to support SPM. This investment was likely made to try to rescue past investments. In 1992 Sweden finally pulled out from the SPM project following WB and KfW. Since the mill was closed in 1995, it has not been in operation. It was hoped that the mill could be privatised, but to date SPM is still up for privatisation.

TWICO Wood Gasification Project

The Wood Gasification Project (1982–1987) was financed through Sida's Energy Programme but implemented under the Sida forestry programme. The project rationale was to demonstrate and promote the use of new and renewable energy sources. Sida and TWICO set up the project to develop and test technology for using charcoal gasifiers to operate a mobile sawmill. Sida financed the investment costs, most of the operating costs, and technical assistance. Total Swedish support amounted to SEK 6 million.

This project experienced many problems, including delays in delivering equipment, problems with the gasifier and sawmill. When the mill was finally running, again technical problems occurred and running hours remained very low. After Sida stopped support, the mill was closed due to lack of interest and funds. No one adopted the technology.

Evaluation Findings

Relevance. Swedish support to the Tanzanian forest industries in the 1970s and 1980s was consistent both with the Swedish aid policies and Tanzanian development priorities of the time. In the 1970s economic growth, reduced independence on imports and generation of foreign exchange through increased export were priority development objectives for Tanzania. During the 1970s, Sida's aid policy emphasised development and poverty reduction through economic growth, and consequently it was logical to focus its forest sector assistance on forest industries and industrial plantations, which had the best potential to contribute to growth.

In 1980–1989 Sida support to forest industries, including SPM, exceeded every year total Sida support to other areas in the forest and environment sector. The new economic policies adopted by Tanzania and Sida would have allowed promotion of private sector activities in the 1990s. Nonetheless, Sida targeted all its forest industry support to the state-owned industries. The reason for this “inconsistency” in the 1980s may be due to the difficulties in phasing out support from sectors to which Sida had previously committed itself and which were greatly valued by the Tanzanians. Forest industry development, and especially SPM, were seen as part of the nation building and Tanzania's industrialisation policy. Sweden was prepared to continue support these efforts although its own aid priorities in the forest and environment sector had already shifted. Also, until the late 1980s, industry in general remained a priority area for Swedish aid.

By the late 1980s, support to forest industry development was seen as not fully consistent with the evolved Swedish development priorities, focusing on poverty reduction and helping the rural poor. Therefore, in the early 1990s Sida's assistance to forest industries was discontinued. However, it appears that the decision to suddenly to pull out from this sector was driven more by “aid fatigue” and dissatisfaction with the slow progress in developing commercially oriented, self-financing forest industries than a thorough analysis of aid relevancy and consistency.

Achievements and impacts. Swedish-Tanzanian co-operation in forest industry development had the following main impacts:

- *Positive contribution to human resource development.* Swedish assistance made important contributions to the capacity development in forest industries through systematic training of TWICO staff. As a result, managerial practices and technical operating capacity were improved, and mill profitability and productivity were enhanced. Both the Tanzanian and Swedish stakeholders have highlighted human resource capacity improvement as a major impact of Swedish support.
- *Improved physical production capacity.* Investments in mill renovations, mobile sawmills, TWICO Service Centre and facilities helped to increase both production and productivity. Sweden did not provide that much support to improving physical production, but what was provided was technologically and economically viable. Some facilities and mills financed by Sida are still used; although most machinery has not been properly maintained and no replacements have been funded.
- *Introduction of appropriate technology in wood utilisation.* Technology for the manufacture of softwood furniture was successfully adopted with the establishment of the Imara furniture factory. Mobile sawmills provided a cost-effective and profitable way of processing wood offering an alternative to large-scale processing. These mills also allowed making use of plantation resources, which otherwise would have been wasted. Technology was not capital intensive and provided opportunities for rural entrepreneurs. Now private mobile sawmill operators operate throughout the country. Problems have emerged, however, as the number of mobile sawmills has proliferated, resulting in overexploitation of the plantation assets in some areas due to inadequate controls and excess capacity.

- *Introduction of more business-oriented and efficient management practices in forest industry.* Swedish, Finnish and Norwegian assistance all contributed to institutional development in changing the management “philosophy” and methods of managing forest industries. Tanzanian mill managers became more business-oriented and professional. Progress in turning the state-run forest industries into commercially viable, market-oriented and self-financing units was slow. The forest industries’ reforms began only in the 1990s as a result of government’s general economic policies and parastatal reform programme, after Sida had already pulled out.
- *Making softwood acceptable in the furniture and construction industry.* The Imara project demonstrated that high-quality softwood products could be produced and marketed successfully. After Imara demonstrated the feasibility, many other mills started to manufacture softwood products. Enhancing the acceptability of softwood has had an indirect positive impact on the environment and quality of plantation management by reducing the pressure on the natural forests in some areas, and allowing more balanced utilisation of plantation resources.

Support to the Tanzanian forest industries improved efficiency in wood production and increased production based on sustainable utilisation of plantation wood. The contributions to national, regional or local economic growth were very limited. The support did not improve equity and had no significant impacts on helping the poor. At that time, however, these objectives, with the exception of economic growth, did not really feature in the aid programme to the forest industries.

Sustainability. The emphasis given to capacity building in the Tanzanian forest industries has had a positive impact on sustainability. People trained with Swedish support are still working in various positions in the forest industries. Many mobile mills and other facilities are still being used, and FITI, which Sida helped to establish in the 1970s, is still active. As a whole, however, it is difficult to see major lasting impacts of the Swedish aid, or of any donor support, because the Tanzanian forest industries are in a state of disarray. The poor performance of the industry should not be interpreted as a failure of donor assistance. Rather, the question is more about the natural reform of a traditional state-dominated industry sector under a more competitive and market-oriented environment.

TWICO and its Service Centre are no longer functional. Many TWICO mills have been, or are in the process of being privatised. Some mills have been liquidated. SPM is closed. The Wood Gasification plant financed closed almost immediately after Sida support ended. On the positive side, the Imara furniture factory is now operating after being privatised last year. The visit to the mill in December 2002 showed that all the machinery and equipment provided by Sida had been well maintained, and the mill is expecting to turn a profit. TANSCAN still exists as an independent limited liability company with offices in Dar es Salaam and Mwanza. It is involved in production of softwood sawnwood, timber trading, fencing and transmission poles supply, and timber impregnation.

Poor sustainability results from numerous factors, including too much focus on technical skills at the cost of organisational and financial management skills. The organisational set-up was not reformed. The policy, legal and incentive framework was not improved enough to allow for sound development of the forest industry sector. Not enough attention was paid to cost-effectiveness.

Effectiveness and efficiency. It is difficult to assess the effectiveness and efficiency of the Swedish support to the Tanzanian forest industries due to the large number of projects, insufficient evaluations, and vague objectives. In fact, it is difficult to even estimate how much aid forest industries received, let alone to assess the incurred costs in relation to the achievements. Overall, considering the achievements in the sector and the amount of money used, one can conclude that the general objectives were not met and that aid was not efficient. TWICO, and its subsidiary mills, did not become efficient business-oriented self-financing organisations as planned, despite some 20 years of support from Sweden and

also from other donors. TWICO does not really exist any more and forest industry is in a state of disarray. Mufindi pulp and paper mill received about SEK 324 million from Sida in 1979–1991. The mill never turned a profit and was closed in 1995. The TWICO Wood Gasification Project consumed SEK 6 million with practically no results. TANSCAN, which was rated a commercially viable entity received annually almost SEK 3 million grant support. The large cost of technical assistance in relatively small pilot projects, which were later on not scaled-up or were closed down, greatly reduced the efficiency of the provided aid.

Quality of planning, monitoring and evaluation. Although support to forest industries formed a core element of Tanzania-Sweden co-operation, this support was never properly planned and evaluated. Most projects and interventions were designed without paying attention to the long-term vision for this important sub-sector, which meant that various projects implemented over time were not adequately linked with each other. The support ended up comprising numerous activities that did not form a coherent entity. Most projects lacked clear objectives. Decisions to continue or discontinue support to forest industry projects were taken without systematically analysing performance and underlying causes for problems, or emerging opportunities.

The quality of annual reporting has generally been insufficient. Annual reports have mainly focused on listing activities and have not been analytical enough. The presentation of results has in most cases not been linked to objectives, which makes performance assessment difficult. These comments apply also to the monitoring and reporting as practised in the early 1990s. The evaluation team could find only one proper evaluation report concerned with support to the forest industries (An Account on Sida Support to Evaluation to Imara in 1995).

Planning of the phase out. Sida pulled out from the sector quite abruptly in the 1990s without a phase-out plan. Sida had, in principle, decided already in 1986–87 that the support to TWICO would have to come to an end. Individual projects were also often stopped quite abruptly, or vice versa, Sida could decide to continue support. This kind of *ad hoc* planning and uncertainty naturally caused problems for the Tanzanian partners and had a negative impact on the sustainability and efficiency of the Swedish support. Projects or state-owned companies/organisations Sida helped to set up and supported for years, were left more or less on their own to survive in new economic circumstances. The emerging environment in the 1990s was in many respects tougher than the previous system where government companies and organisations were “paternalistically” taken care of by the state and the donor community.

Quality of technical assistance. The contribution of Swedish advisors is still greatly valued by the Tanzanians. They played an important role in training staff at TWICO and improving the efficiency of mill management. The main criticism against advisors was that in the 1980s too many advisors worked at TWICO. Another concern expressed by the Tanzanians was the high cost of technical assistance. The question is not only about the high salaries in relation to the Tanzanian salary level, but the fact that in some of the projects that were in principle production-oriented, the share of technical assistance could still exceed fifty percent of the total budget.

Lessons Learned

- *It is important to assess the prevailing policy and institutional framework, and identify needed changes to create an enabling environment before embarking on a major cooperation programme (to avoid waste of funds).* Support to forest industry development was consistent with the aid objectives and principles in the 1970s and early 1980s. One can question if it was wise, however, to continue investing large amounts of funds year after year in an environment that was not supporting intended development. Sida recognised some of the constraints and tried to introduce new ideas. It stopped supporting forest industry

development, the overall economic and policy environment as well the ongoing reform processes provided for a first time an enabling framework for the kind of industry development Sida wanted to support in the past. In the improved environment, well-targeted low-cost interventions aimed at helping the Tanzanians to implement their own reform programme could have made a major impact.

- *Project design must pay more attention to issues related to financial recovery and local financial contribution to enhance sustainability and reduce aid dependency.* Many forest industry projects were implemented in a way that may have increased aid dependency. For example, Swedish support covered many recurrent costs. These projects lacked proper plans and agreements on how maintenance costs, including spare parts that have to be imported, would be covered in the future, after Sida support ended. The implementation of industry projects also depended heavily on technical and managerial support from Sweden, and were unprepared for the eventual withdrawal of this support.
- *Sida should play an active role in all projects, where it provides significant support.* In the case of the Southern Paper Mills project, Sida provided SEK 324 million for a project over which it had no control. Sida was a passive partner in the project and relied mainly on the analyses and assessments of other donors (WB and KfW). Sida committed itself to provide support to a project as long as the other parties could reach an agreement.
- *Planning, monitoring, evaluation and reporting practices need to be strengthened to improve project/programme management and institute better, institutionalised mechanisms for learning.* Planning practices started improving in the mid-1990s, such as the use of logical framework. Greater use needs to be made of in-depth independent mid-term reviews, and evaluations in general. Ex-post evaluations should be carried out for all major projects, and especially for pilot projects, to ensure that Sida and development partners learn about experiences. Analysis of cost-efficiency should be carried out more often, and this issue should receive attention already at the planning stage.
- *Phasing out must be properly planned and implemented.* It is important for the cooperating development partners to agree on an exit strategy and also on a plan of action to ensure smooth continuation after the phase-out of support.

Future Directions and Opportunities

The need to develop industries and expand domestic production is as an important issue today as twenty-thirty years ago. Forest industry development is nowadays perceived by the Tanzanians as a private sector activity. Government concentrates now on creating a more enabling environment for investments, including foreign investments. At the same time, existing state-owned industries, which cannot be privatised, will be liquidated. The instruments currently most suitable for promoting forest industry development do not really fall under “traditional” sectoral bilateral aid. It may be more effective to cooperate with other major donors in improving the overall infrastructure for productive activities and linking support, such as through the government budget to reforms in the economy. If assistance to the forest industry were to be provided, it should aim at fostering the role of private sector, e.g. through identifying feasible concepts to be jointly by Swedfund and Tanzanian investors.

Promotion of small-scale forest-based product processing can take place as part of the district/area based development programmes. In such a case, they would comprise just one element amongst the various processing and marketing options available to village communities and individual farmers and entrepreneurs.

Annex 6.3: Forest Inventory

Overview of Support

Sweden has supported forest inventory in various forms, levels and degrees of intensity since Tanzanian-Swedish forestry cooperation began. During 1969–1973 support was comprised mainly of training in forest mensuration and inventory methods, and development of volume tables. In 1974–1979 Sida supported the Survey and Inventory Section to carry out inventories especially in forest plantations. The section also inventoried natural forests, such as those on the slopes of Kilimanjaro and in Tanga. Support to plantation inventories continued under ZOFOMO in 1996–1991.

Sida support to forest inventory focused very much on plantation forests. Inventory of natural forests gained more importance in the early 1990s. The Tanzania Forestry Action Plan (TFAP) had identified a need to improve the forest resource information base at the national level and institute permanent capacity at FBD for undertaking national forest inventory and monitoring resource trends. Sida took a leading role in providing support to this TFAP area through the five-year Forest Resources Assessment Project. This project had three main objectives, to:

- develop and pilot methods to develop a system for national forest inventory, which would provide a basis for planning and monitoring forest resource use and trend;
- carry out more detailed forest resource assessments to help land management and community forestry activities in Arusha, Dodoma and Singida Regions (Regional Forestry Programme and LAMP); and
- strengthen the Survey and Inventory Section through systems, human resource and technical facility development.

Numerous review missions expressed dissatisfaction with the progress made in the Forest Resources Assessment Project. The project was quite successful in developing and testing inventory methods and also collecting information to be used in the Regional Forestry Programme and LAMP's village forestry activities. However, the main problem appeared to be inadequate national and regional interest in forest resource information. Information was collected, but it was not being used as a basis for strategic planning, wood balance calculations at different levels, or monitoring and evaluation of forest sector performance. Much of the data remains unanalysed.

These problems, quite common also in other developing countries, created the background for designing the sub-programme, Planning Support to Forestry and Beekeeping Division under the Land Management and Environment Programme (LAMP) in 1996–2002. Forest inventory no longer featured as a separate project or sub-programme. The objective was to strengthen forest resource assessment, and analysis and use of collected information for planning and forecasting planning purposes at different levels linked to the work of the recently established Strategic Analysis and Planning Unit (SAPU). Forest resource assessments also continued on a limited scale as part of the LAMP field implementation, and though support to SAPU in its efforts to commercialise the Sao Hill plantation (see Annex 6.9).

Support to the Strategic Planning Unit was discontinued in early 2001. The ongoing Land Management Programme (2002–2005) does not include any direct support to the central level, including cooperation with SAPU and the Survey and Inventory Section. Sida-supported forest and land resource assessments will be carried out infrequently, and on a small scale, as part of the implementation of community-based natural resource management activities in the districts.

Evaluation Findings

Relevance. Reliable information on the quantity, quality and composition of forest resources is essential support to sustainable forest management. Support to the development of forest inventory systems and carrying out inventories is relevant as long as it builds capacity and results are used to prepare forest management plans at different levels or to develop wood supply scenarios for individual mills, regions or for wood balance calculations. In all these respects Swedish support has been relevant. Capacity building through formal and on-the-job training in forest inventory has been a part of the project design. Until the late 1990s, inventories were in most cases linked to forest management planning or harvesting activities so there was demand for inventory information.

In the early 1990s Sida supported national-level forest inventories within a framework provided by TFAP. Little demand existed, however, for collected forest resource data at the national or regional level, surprisingly even in Singida, Arusha, and Dodoma, where LAMP was being implemented. When Sida-financed inventory activities were decentralised to LAMP regions, the World Bank-supported Forest Resource Management project started carrying out inventories in Tabora, as did other projects supported by Finnida and NORAD in their respective project areas. Inadequate coordination and attention paid to streamlining national forest inventory methods and establishing a strong well-functioning central inventory section reduced the relevance of not only Sida's support, but also that of other donors' assistance in this important field. Although Sida support was intended to establish a national forest inventory system, the project ended up inventorying only those areas where other Sida-supported activities were ongoing; even the permanent sample plots were established only in Sida-supported field sites.

Achievements. Swedish inventory support helped to improve the information base needed for sustainable management and utilisation of forest plantations. Natural forest inventories received less attention. Only some 150 000 hectares of forest reserves were inventoried during 1974–1977. In 1974–1979 plantation inventories were carried out in Sao Hill, Kiwira, Kawetire, West Kilimanjaro, North Kilimanjaro, Rubya, Meru, Ruvu, Matagoro, Mtibwa, Shuma, Loguza, Huhindi, Rubare, and Ukaguru. Meru, Usa, West Kilimanjaro and North Kilimanjaro were inventoried again in 1986–87 under ZOFOMO as part of the mapping and management plan preparation. The last major plantation inventory supported by Sida was Sao Hill linked to support to SAPU in commercialising plantation management.

The Forest Resources Assessment Project succeeded in developing and piloting appropriate inventory methods and creating the necessary operational capacity to carry out inventory work. Field crews were trained, equipped and made mobile, forest was inventoried and a related forest resource database was established. Under the support to SAPU, a detailed inventory of Sao Hill was completed and data analysed. In addition some inventories were completed as an input to the village forestry planning in the LAMP districts.

Sustainability. Of all donors, Sida has over time contributed the most to the development of forest inventory systems and capacity. Forestry personnel with adequate skills in forest inventory and data analysis are still working at FBD at central level and also in the plantation projects. The Survey and Inventory Section is, however, not strong enough to carry out national forest inventories on a meaningful scale. The problem is that little demand exists for forest inventory data, because forest management planning at the national, regional, district or forest management unit level is still not being systematically carried out. Demand for inventory information is most often linked to project activities financed by various donors, which also finance most of the work and carry out necessary additional training. In this sense, not much has changed since SAPU was set up in 1996.

Efficiency. Shortage of data data precludes making firm conclusions regarding the efficiency of Swedish support to forest inventory. Past review missions had concluded that the developed national forest inventory system was cost-effective and appropriate in the Tanzanian context. The Forest Resources Assessment Project was quite costly, however, due to the relatively large technical assistance input. The overall efficiency of this support was reduced by the fact that the developed system and produced information were not put into use nation-wide.

Lessons Learned

- *It is important to plan for scaling-up after the piloting phase.* In the Forest Resources Assessment Project the national forest inventory component was piloted in three regions. The project did not have a proper plan for scaling up to the national level although that was the ultimate objective of the project. As a result, the project had limited impact at the national level.
- *It is vital to link inventory information with policy, planning, and monitoring.* More attention needs to be paid to the use of NFI and inventory information in general. Linking the collection and analysis of resource information to policy and strategic planning and sector performance monitoring is important.

Future Directions and Opportunities

The implementation of the National Forestry Programme (NFP) will create a need for developing a system for monitoring forest sector performance. This system will have to address a multitude of aspects related to forestry, including environmental, social and economic dimensions of forest management. It is hoped that the to-be-established Tanzanian Forest Service will pay attention linking resource assessments to policy and decision-making in general. A system for collecting and analysing information on forest resource trends should form a core element of the sector monitoring and planning system. Reliable information, which is accurate enough to allow informed decision-making, on all forest resources and impacts of development interventions is still needed to facilitate strategic decision-making and adjustment of adopted policies and programmes.

It is now almost ten years since the idea of linking forest resource assessments and analysis of collected information with strategic planning and policy analysis was introduced. This concept is still valid.

The recently approved NFP has highlighted the need for this type of analysis. NFP has more local ownership than TFAP, and hopefully will end up institutionalised in the evolving forestry administration. When that happens more demand will be created for strategic planning based on reliable data on forest resource trends at different levels. A greater need for resource inventories and assessment is also emerging with the community-based forest management activities (see Annex 6.8).

Annex 6.4: Human Resource Development in the Forest Sector

Overview of Support

Human resource development has always been an essential part of the Tanzania-Sweden cooperation. When the forestry collaboration started in 1969, it was explicitly stated that the objective was to *transfer managerial and technical skills* for socio-economic development of local community and improvement of environment, climate and water resources. Three different strategies were adopted in strengthening the Tanzanian human resources:

- transferring skills using technical advisers,
- implementing on-the-job training programmes, and
- providing formal training through Forestry Training Institute (FTI) and Forest Industries Training Institute (FITI), and sending staff abroad for training.

The strategy of placing Swedish advisors in key positions in TWICO and FBD (initially Forest Division) was common, especially in the early 1970s. The consultants were to demonstrate how the management and working methods could be improved. Valuable transfer of skills took place during the early years of cooperation through the efforts of individual consultants, but too often they ended up doing the work themselves because of shortage of government staff and lack of formal counterparts. In the 1980s Swedish managers and technical staff were placed directly under Sida contract in forest industry operations, such as Imara Furniture Factory or Rongai Sawmill. They provided some formal training, but most training was on-the-job.

The most visible training support was provided through strengthening the Forestry Training Institute (FTI) and the Forest Industries Training Institute (FITI). Sida helped to establish FITI in 1975 and supported its operations until 1980 when Finnida took over. Support to FTI ran from 1974 until 1993. Sida has thus played an instrumental role in developing Tanzanian forestry training capacity over the years.

In the 1970s, training support was driven by the developments in the industrial plantation and forest industry sub-sectors. Sweden wanted to help Tanzania to develop a modern production-oriented forest sector. Shortage of capable human resources was seen as one of the main constraints to achieving this objective. Strengthening of FTI, FITI and also the workers training centre at Rongai were linked to Sida's support to industrial plantations and TWICO. Personnel working in projects were sent for training at these institutes. In the 1980s the role of FTI was broadened. FTI was seen a training institute serving the entire country and different needs in the sector, including community forestry. Support to FTI was discontinued in 1993, when support to TWICO and industrial plantations also ended.

In addition, Sida has provided considerable support to human resource development through individual forestry projects. Most Sida-financed projects have had a training component: in some projects, human resource development has been amongst the core activities. This development was fully in line with the recommendation of the 1969 FAO-Sida-GOT Identification Mission for forestry projects in East Africa, to look at training as an integral part of most aid projects. It is possible that the training provided through these various projects has had more impact than the support that was provided directly to the training institutes.

In the following sections, Swedish support to FITI and FTI and other Sida-assisted human resource development activities are briefly described and evaluated. Additional information on training is provided in the other annexes.

Support to the Forestry Training Institute (FTI)

The Forestry Training Institute (FTI) at Olmotonyi operates under Forestry and Beekeeping Division (FBD) in the Ministry of Natural Resources and Tourism. It was established in 1937 to provide training for Forest Rangers at a certificate level. Since then the institute has expanded its scope of operations and services both academically and structurally. Such an expansion would not have been possible without commitment of the Government of Tanzania (GOT) and development partners, especially Sida. From 1974 to 1993, Sida supported FTI, primarily through:

- *Infrastructure development and provision of material support.* The development of infrastructure included construction and renovation of buildings. In addition communication facilities were improved. An arid zone training nursery involving women was constructed and training forest established.
- *Strengthening of human resources and provision of technical assistance.* Initially, Sida's support focused on strengthening FTI's capacity and programmes in nursery establishment, plantation management,

logging, basic sawmilling technology and other traditional forestry subjects. Much training was geared towards helping FBD to implement its in-service training programme. In the early 1980s topics such as soil conservation, community forestry, extension, marketing, watershed management and teaching methodology were introduced and related training provided. Short-term programmes included conferences, short courses, seminars, workshops, meetings, study tours, refresher courses and staff exchange with neighbouring countries. FTI staff were also trained abroad, e.g. in sawmilling technology and in degree programmes. Swedish technical advisors provide tutoring and contributed to on-the-job training at FTI. FTI encouraged the recruitment of female students and instructors.

- *Financing training, including material support.* Sida financed the procurement of teaching materials, equipment, teaching aids, textbooks, periodicals, magazines and stationary, etc. A mobile sawmill was transferred from FITI to FTI for training and income-generation purposes. Vehicles were provided and their running and maintenance financed. Assistance provided to FTI allowed it to operate various training courses and seminars.
- *Curriculum development.* Swedish advisors and Tanzanian staff continuously developed the curricula in the 1970s and early 1980s. In the late 1980s the curriculum was revised based on a training needs assessment: it increased the emphasis on subjects such as community forestry, environmental conservation, integrated land use, and watershed management.

FTI experienced numerous problems, such as low student intake, inadequate staff capacity, late release of funds, weak communication between FTI and FBD, and limited follow up and monitoring by FBD. Over time, gradually these problems were tackled and FTI turned into a reasonably well-functioning institute. In the late 1980s and early 1990s FTI already had a regional reputation, attracting students from neighbouring countries.

In 1993 Sida pulled out quite abruptly. At the same time, many other programs that had used FTI services were discontinued, the government resources available for training dwindled, cost-sharing policies were introduced and the number of civil servants was cut down quite drastically as part of the Civil Service Programme. FTI had always depended upon Sida financial support. When that support was over and the number of fee-paying student declined rapidly, FTI went into a crisis that lasted for several years. At the same time FTI lost its reputation as a regional institute. In the 1990s the curriculum has been reviewed twice, but no major changes have yet taken place. Currently FTI is not properly geared towards meeting new training demands and serving a broader base of “clients”, such as NGOs, churches, village-based organisations, schools, and district staff.

Support to the Forest Industries Training Institute (FITI)

TWICO operations were constrained by shortage of trained people. Following discussions involving TWICO, Sida, and Forest Division (later FBD) it was agreed to arrange short term training abroad during the interim period while proceeding with the establishment of the Forest Industries Training Institute (FITI) to cater for the long term training needs. FITI was to provide training in sawmilling, sawdoctoring, and wood working mainly for TWICO personnel.

Sida supported FITI from its establishment in 1974 until 1980. Main areas of support were:

- *Infrastructure development and provision of material support.* Sida supported construction of FITI's buildings and procurement of a mobile sawmill.
- *Strengthening of human resources.* Sida provided three advisors to help with training; they worked initially at the mills. Instructors were trained in sawmilling, sawdoctoring, maintenance, and wood working.
- *Financing training, including material support.* The activities of FITI were directed to short and long-term training (including in-service), mainly of TWICO personnel. Short-term training courses were

provided in logging, sawdoctoring, saw operating, carpentry and joinery, timber grading, wood based panels and wood preservation. Long-term training led to a Certificate or a Diploma in sawmill management and sawmill mechanics. In 1975–1980, a total of 238 trainees completed studies at FITI with support from Sida.

- *Curriculum development.* Sida advisors helped with developing and improving training materials based on regular training needs assessments covering completing students and forestry industry workers. Comprehensive curriculum was developed later on with assistance from Finnida.

Sida support to FITI officially ended in 1980 following a mutual agreement with Finnida (also supporting FITI at that time) to avoid duplication of support. The handing over was smooth and properly planned and implemented. FITI continued to receive bi-lateral support from Finnida from 1980 to 1988. In the 1990s Finnida provided limited support to FITI.

Support to the Forest Workers Training Centre (FWTC)

Forest Workers Training Centres (FWTC) were established in 1979–1980 at Rongai and Sao Hill. The centres were established in order to train and improve working efficiency of field assistants and forestry workers. Training at the FWTCs aimed also to create awareness on the national importance of forestry, advocate tree planting and forest protection, and rational use of forests. The FWTCs conducted short-term training of forestry workers and field assistants in logging, nursery techniques, ground preparation, pruning, planting and tool maintenance. Undergoing FWTC training was a prerequisite for admittance to FTI.

Sida supported FWTCs until 1994. Support was provided for construction of staff quarters, renovation of buildings, purchase of teaching equipment and materials, and procurements of cars, tractors and motorcycles. Sida also provided short-term consultants to help with curriculum development, preparation of teaching materials, and training of instructors. In addition, under support to forest industries Sida helped with the rehabilitation/upgrading of the Rongai mill and provision of technical assistance to help with the management and operation of the mill.

The support to FWTCs was assessed as part of the mid-term review of the Tanzania-Sweden Forestry and Environmental Cooperation Programme (1991–1996). The review identified serious problems, including low staff and student motivation, very low level of student intake, low level of utilisation of facilities and the need to make the training more practical. Following the mission recommendation, Sida terminated the support to FWTCs in 1994.

Due to lack of funds, the FWTCs were closed officially in 2000. Training of vocational staff was transferred to FTI in Olmotonyi.

Training in Other Sida Supported Projects

Most Sida-supported projects have had forestry-related training. Much training was need-based and directly linked to implementation, which increased its relevancy and impact. It is difficult to summarise all this training as no proper training records exist and the scope of training has been so vast. Sida-assisted projects with strong human resource development elements included:

- *Zonal Forestry Management Office (ZOFOMO).* Under ZOFOMO in 1986–1991, training was provided in all aspects of forest plantation management and operations for staff at different levels. Managerial training, financial management, and accounting received special focus. On-the-job training was provided for mechanics and forest workers and attendants.
- *Tanzania Wood Industries Cooperation (TWICO).* Sida supported human resource development at TWICO for almost 20 years. Especially in the 1970s and early 1980s the training of TWICO staff

featured strongly in the entire Tanzania-Sweden forestry cooperation programme. Training was provided on-the-job by short-term and long-term consultants, the staff was sent for training at FITI and FTI, short-term and long-term training abroad was financed, seminars and workshops were organised for staff at different levels, study tours were conducted, etc. Nearly 250 persons were trained with support from Sida. Sida played an important role in implementing an internal TWICO training programme in the late 1970s and early 1980s together with Finnida. The objectives of this training programme were mainly to train instructors and upgrade occupational skills at TWICO mills and factories.

- *Community Forestry Section (CFS)*. In 1983 Sida helped to establish the FBD's Community Forestry Section (CFS) and trained its staff. Sida also financed implementation of the CFS in-service training programme, including seminars for zonal officers, staff in NGOs, FBD, SUA, FTI, RFOs, DNROs and DFOs, and organised tours for VFU staff and village forestry field staff.
- *Regional Forestry Programme (RFP) in Arusha, Singida and Dodoma*. The overall objective of RFP (1980–1991) was to assist regional and district efforts to help the people become self-reliant in tree products, fodder, and food and also to maintain environmental stability. Under this programme training facilities were constructed. Training services were provided to forestry personnel in districts, divisions, and wards as well as to NGOs and farmers. Training, including study tours, was provided especially in agroforestry and extension.
- *Support to the Planning Section and Forest Inventory*. Under the Tanzania-Sweden Forestry and Environmental Cooperation Programme (1991–1996) and LAMP (1996–2002) training support was provided to the Planning Section (later on SAPU) in planning and monitoring, financial management, and in computer use. Study tours were also organised. Support to national forest inventory included training staff mainly in the RFP sites in the developed forest inventory methods and data analysis.
- *Land Management Programme (LAMP)*. Under the pilot Forests, Trees and People Programme and subsequent Babati LAMP projects, training initially emphasised training of district council staff and villagers in planning, extension, agroforestry, soil conservation, tree planting, extension, and nursery management. Training also aimed at improving people's capacity and preparedness for planning and decision-making. Study tours and demonstration visits for villagers from the near-by districts were supported. A training centre was constructed in Babati. Starting in 1996, LAMP expanded to cover 4 districts and the scope of training was increased. The focus of training shifted from forest management to training of councillors and government staff in planning, management and financial management of district development activities. District development, enhanced democracy, and community empowerment were to be achieved through better administrative, managerial and financial capacity within local governments. Technical training has been provided in numerous subjects, including micro-financing, extension, business development, soil conservation, land-use planning, land demarcation, training of legal workers, and gender mainstreaming. Training in forestry has received less attention. Training facilities have been established and improved in project districts. No support has been provided, however, to strengthen permanent training institutions, nor to institutionalise training arrangements.
- *Hifadhi Ardhi Dodoma (HADO)*. From 1974 to 1996, farmers in Kondoa were trained on appropriate agroforestry and zero-grazing techniques, and the importance of livestock reduction as means for environmental rehabilitation. Such training was conducted through seminars, meetings, film showings, radio programmes, and the Training and Visit system. With support from Regional Soil Conservation Unit (RSCU), HADO staff members were trained in Kenya in soil conservation: this training was quite technical and paid little attention to extension and broader land management

issues. HADO's in-service training programme relatively limited in scope. It did not adequately strengthen staff capacity to work with farmers to improve their farming and land management practices to sustain and enhance soil productivity.

- *Soil Conservation and Agroforestry Project, Arusha (SCAPA)*. A major SCAPA objective was to provide soil conservation training to farmers and extension workers mainly in the Arumeru District. The intention was to introduce soil conservation and agroforestry methods in agricultural extension to maintain productivity in the intensively-cultivated high- and medium-potential areas. In the mid-1980s, training activities in soil conservation and extension were started in Kenya by the Regional Soil Conservation Unit (RSCU) for the staff from the Arusha Region, who later organised training sessions in Arusha. SCAPA provided training for district officers responsible for forestry, agriculture, livestock and water development and produced training material. By 1993, 270 out of 300 extension workers trained. SCAPA team members also actively contributed to soil conservation training at the Forestry Training Institute.
- *National Environmental Management Council (NEMC)*. NEMC was established in 1983 to formulate a natural resource conservation strategy, and it became operational in 1986. Sida supported formal environmental education and training, and informal environmental education and awareness campaigns.

Evaluation Findings

Relevance. The shortage of skilled human resources has constrained the development of the Tanzanian forest sector in the period after Independence. Local forestry capacity was weakly developed during the colonial period, and when the British foresters departed a vacuum was left. Swedish support aimed to strengthen the local training and human resources development by supporting the training of staff, villagers, NGOs and other stakeholders at different levels. Over the years, increasing numbers of women benefited from training, and some training addressed gender issues.

This support has been very relevant in terms of Tanzanian development needs and Swedish aid policy objectives. The relevance of the training support has been greatly enhanced by linking training to the needs derived from program implementation. The emphasis given to developing Tanzanian training institutions and implementing comprehensive training programmes has also enhanced the relevance and sustainability of the other forestry assistance provided. More recently, however, the shift in the forest management paradigm and the adoption of new policies mean that the old type of training support is no longer fully relevant.

Achievements, impacts and sustainability. During more than thirty years of collaboration, Swedish support for human resource development is characterised by considerable scope and depth of achievements. (Related achievements have also been discussed in other annexes.) Swedish support played a key role in turning FTI into a regionally-recognised training institute providing courses in a wide range of forestry topics. Planned activities were successfully carried out and resulted in strengthening FTI's capacity to provide quality training.

Sida also played an instrumental role in developing and instituting forest industry training in Tanzania. Sida helped to establish FITI and supported it during the first five years of its operation. When Finnida started supporting FITI in 1980, the institute was already functioning reasonably well for a young institute and had already trained almost 250 TWICO staff members.

During this evaluation, both Tanzanian and Swedish stakeholders almost uniformly cited human resource development as the most important achievement of the Tanzanian-Swedish cooperation. Virtually all Tanzanian foresters – including those currently in key positions in FBD, university, training

institutes, plantation projects and industries have at one point of time been trained with Swedish support. The facilities provided by Sida still exist and are used in training. The evaluation team visited both FTI and FITI in December 2002. The FTI and FITI management regard Swedish support remarkable and they are still grateful for it.

Currently FTI unfortunately lacks adequate and fee-paying students, although student intake has recently improved. The facilities are also not up to the needed standard, as very little replacement investment has occurred since Sida's pullout. FTI's facilities, equipment and curriculum are partially outdated, considering the requirements placed by modern teaching tools and information technology.

Effectiveness and efficiency. The available data does not allow assessing effectiveness and efficiency of the support provided in human resource development. In most cases, training targets were not set explicitly and training impacts were not evaluated. It appears, however, that training has been carried out generally in accordance with plans. As projects used different training strategies and means, it is difficult to draw general conclusions regarding effectiveness and efficiency.

Lessons Learned

- *It is important to plan the phasing out of donor assistance properly and base it on a careful analysis.* For FITI, the phasing out of Swedish support and handing over to Finnida was planned jointly with the Tanzanians and Finns, and took place smoothly. In the case of FTI, however, Sida pulled out abruptly. FTI had no warning and no plan to prepare for the new situation: as a result, FTI went into a crisis, and for two years had no new students. It took three to four years before FTI started to recover. The phase out happened also without proper evaluation of past achievements and analysis of emerging opportunities and challenges. In the 1990s, the policy environment for forestry started improving, the role of the private sector in forestry started to gain more importance, local government reform was initiated and community forestry started to spread not only under LAMP but under other initiatives. All of these developments had great implications for the need for training services and development of related institutions, but without any support FTI was not in a position to reform and strengthen itself to meet the challenges.
- *Transparency of decision-making needs to be enhanced.* With respect to training programmes, Sida made some decisions unilaterally without adequate consultation with the Tanzanian stakeholders, such as the discontinuation of support to FTI and -making related to annual joint review meetings. Both the FITI and FTI management stated that they were not properly involved in the decision-making affecting the operations of their institutes. They also had limited control over the technical assistance and use of funds. Either Sida made decisions on their own, or they negotiated with FBD at the central level.
- *More systematic monitoring and evaluation are needed.* Sweden provided almost 20 years of support to FTI and six years of support to FITI. During all these years only one proper evaluation was carried out in 1979. No real attempt was made to assess the impacts of training support and learn from experiences. Sida's monitoring relied almost entirely on the joint annual review missions, which although useful in their own right, could not replace long-term evaluations.

Future Directions and Opportunities

Challenges of poverty reduction through promotion of sustainable management of natural resources demand new approaches in training and human resources development. Because of the rapid decentralisation of natural resource management and implementation of the local government reform programme, local government authorities will increasingly need trained people to support community-based natural resource management. With a change in the forest management paradigm, the existing training capacity and arrangements are inadequate to meet future demands. FTI needs to become

more service-oriented, i.e., to meet the demands emerging from the expansion of participatory forest management and community-based natural resource management activities. One challenge will be to complete the curricula revision of basic forestry training to equip the Certificate and Diploma holders with the forestry and communication skills required for extension work.

Today both FTI and FITI face a major challenge to become more self-financing due to government funds. They are unlikely to succeed, however, unless the training facilities and programmes are upgraded to attract enough fee-paying students.

In mid-2003, the Finnish government will start a two-year project to revise the curricula at SADC forestry colleges, including FTI in Olmotonyi. The new curricula will emphasise community-based natural resource management aimed at poverty reduction and mainstreaming gender, participation and HIV issues. Although very relevant, this support will not be enough to develop adequate capacity to meet the new demands in the entire country. Furthermore, this support concentrates on curriculum development and not on developing outreach programs. Vocational training in effective extension and participatory approaches is needed to help expand community-based natural resource management. As FBD is being transformed from a traditional regulatory organisation to a more service-oriented Forest Service, a comprehensive human resource development plan is under preparation to be financed from FBD's retention fund and contributions from development partners.

Most LAMP training has been provided through programme-driven arrangements, which are not fully sustainable institutionally or financially. If the area-based development approach focusing on land resource management will be expanded to the Lake Victoria area, Sida should pay more attention to institutionalising training systems to support community-based natural resource management. Such a move would require cooperation with other donors working in the field, including DANIDA. Development interventions could mean supporting institutions, such as FTI, to develop their service delivery systems combined with development of innovative non-governmental, or private sector, delivery of training services. Support to the development of training capacity would contribute to the sustainability of the Swedish development efforts and help in disseminating and expanding the valuable lessons learned under LAMP and other successful pilots.

Annex 6.5: Forestry Research

Overview of Support

Forestry research in Tanzania started during the colonial period. Forest research activities were initiated at Amani in 1902 by the Germans. In 1948 the Amani Research station was moved to Muguga, Kenya to form the East African Agricultural and Forestry Research Organization (EAAFRO) in order to serve common problems for three partner states. This shift also led to the establishment of the Silvicultural Research Station (SRS) at Amani (later moved to Lushoto in 1951) and the Timber Utilisation Research Station (TURS) at Moshi around the same year.

Sida provide relatively limited support to forestry research in Tanzania in 1970 to 1980. The emphasis was mainly on applied research associated with plantation forestry and wood utilisation. Support was provided for the Lushoto Silvicultural Research Station and Moshi Timber Utilisation Research Station. Swedish long-term consultants were based in Lushoto and Moshi.

Silvicultural research dealt with plantation management problems, seed collection and establishment of seed stands. Limited research on the management of indigenous forests and forest botany was also carried out and assistance given to the development of botanical gardens. The main objectives were to: (i) solve problems which hampered, or were likely to hamper forestry development; (ii) monitor and

improve silvicultural practices; (iii) encourage and co-ordinate experimental work done by research personnel, and (iv) collect, record and disseminate information on all aspects of silviculture in Tanzania.

Silvicultural research activities supported by Sida concentrated on the following research topics or themes:

- Seed stands of *Pinus caribaea* were established at Rubya and Buhindi;
- Tree breeding trials were established at various sites in Tanzania including Rondo, Dodoma, Tabora, Ruvu, Kilimanjaro and Arusha;
- Improvement of ground preparation, fertilising, weeding, spacing, pruning, and thinning methods and studying wood increment in plantation forests/stands;
- Establishment of tree increment plots in natural forests, stimulating natural regeneration, and phenological studies;
- Botanical collection and identification of species, and maintenance and establishment of rare species; and
- Soil sampling and compilation of rainfall, rain days and evaporation data.

Wood utilisation research concentrated on wood preservation, strength properties, wood technology, yield studies, and studies on lesser-known tree species. The emphasis was on solving practical problems identified by wood based industries. The 1977 Swedish/Tanzanian Review Mission that the utilisation research was to be given lower priority than, for example, silvicultural research or village afforestation.

Wood utilisation research activities supported by Sida concentrated on the following research topics or themes:

- suitability of methods of treating wood material;
- modification of the pulley system for woodwool concrete slab machine, and effect of glues on wood;
- investigation of wood properties and structure of lesser-known species; and
- charcoal development and wood residue utilisation.

In 1979, Sida decided to concentrate its support in the Tanzanian forestry sector. Forestry research, together with natural forest and watershed management, was dropped from the support programme. Swedish support to research ended before Tanzania Forestry Research Institute (TAFORI) was established in 1980.

Applied research has been conducted, however, through other forestry-related programmes, such as the work done by HADO, SCAPA, RSCU, and LAMP. Some of this applied research been done in collaboration with universities, most notably the Sokoine University in Tanzania and the Swedish Agricultural University. This applied research is discussed in the relevant annexes.

Achievements and Problems

Research results were used to produce Technical Orders and Technical Notes providing guidance mainly on management of forest plantations. Results were also published in journals. Research on the management of indigenous forests and miombo woodlands received limited attention.

In the 1970s, constraints in carrying out research included the shortage of qualified researchers and the scarcity of funds. On-job training was provided to research technicians but there was a systematic attempt to develop Tanzanian research capacity. A rapid turnover of research staff, both local and expatriates, resulted in a loss of continuity in research. Few research projects were completed, evaluated

and with dissemination of findings; research efforts simply did not produce enough results. The research programme was too extensive in relation to the available personnel at that time.

Future Directions and Opportunities

After Sida ended its support to forestry research in Tanzania in 1980, many changes have taken place, including the establishment of TAFORI and various new policy developments. The current Sida support to LAMP and the Lake Victoria Initiative present a unique opportunity for applied research in forestry. Sida could consider funding applied forestry research in these programmes, perhaps through a collaborative multi-disciplinary research programme involving TAFORI, SUA and Swedish research institutions.

Annex 6.6: Soil Conservation and Agroforestry Program in Arusha Region (SCAPA)

Overview

SCAPA was a soil conservation and agroforestry project operating in Arusha in 1989–2001. The objectives were to improve and increase the agricultural production on a sustainable basis through improved soil conservation measures, and formulate integrated soil conservation extension packages.

The project had its origin in Sida's Regional Soil Conservation Unit (RSCU) in Nairobi, which for many years supported training and awareness-raising among farmers, extension staff and governmental officials in Arusha Region on hazards of soil erosion and environmental degradation. These activities formed the basis for the initiation by the Tanzania government and RSCU of a pilot project in Arumeru District in 1989–93. The pilot aimed to develop a methodology to integrate soil conservation activities into normal farming practices. The developed model was for utilisation in other parts of Tanzania. Financial and technical support was channelled through RSCU in Nairobi. Funding for the pilot phase was SEK 1.5 million. Administratively, SCAPA operated as a semi-autonomous project within the district set-up, under the Department of Agriculture in Arumeru District: it brought together extension staff in forestry, crops, livestock and community development.

From 1993 to 1996 field activities were extended to cover Arusha district. During this phase, SCAPA was supported under the Sida Tanzania Forestry Sector Support Programme but remained as a regional programme with field activities confined in Arumeru and Arusha Districts. The envisaged extension of the field activities to other districts and regions in Tanzania was not realised during this phase, but SCAPA training activities on soil and water conservation covered the rest of the region. The project served as a demonstration project for other Districts and Regions in Tanzania doing similar activities.

SCAPA staff prepared a plan of operation for the period 1997–2000 (SCAPA Staff 1995). This last phase of SCAPA, 1996–2001 was part of the Sida support to the Land Management and Environmental Programme. SCAPA continued to develop and refine its approaches and technique on soil conservation and agroforestry, working with much broader land husbandry concepts including livestock and crop husbandry and water conservation and harvesting activities. It still served as a demonstration project, establishing and strengthening cooperation with the Land Management Programme (LAMP) and other programmes in the region, which have recently initiated land husbandry activities as an integral part of their programs.

Sida support to SCAPA officially ended in 2001. A final evaluation was undertaken in early 2003.

Evaluation Findings

Relevance. The SCAPA activities have been relevant to both Tanzanian and Swedish development objectives, and the needs of local people. They have made contributions to policy objectives of poverty reduction and environment, and local empowerment, such as promotion of gender equity.

Achievements. The 1992 evaluation mission considered SCAPA to be a successful pilot project in terms of field activities and extension approach. Achievements included: provision of soil conservation training to about 1 600 farmers and 180 out of 300 extension workers; training of visitors from other parts of the country; and participation in training at the Forestry Training Institute (FTI) in the District. Field activities were expanded from 4 pilot villages to 48 with a steady increase in the number of farmers reached by the soil conservation activities as well as the total land area covered by the soil conservation measures. The mission reported a 90 percent survival of tree seedlings and grass planting materials distributed to and planted by farmers.

In the second phase (1993–96), the project developed additional conservation techniques including water harvesting/conservation and establishment of on-farm tree nurseries. Beneficiaries of the training component were expanded to include schoolteachers and pupils, and visitors from within and outside the country.

SCAPA has made efforts to involve women in soil conservation work, encouraging their participation in meetings, and study tours. SCAPA has assisted in the formation of special groups for women, i.e. women owning tree nurseries. The project has worked at ensuring fair representation of women in extension teams and membership in the Soil Conservation Committees. The project has encouraged men to participate in activities that traditionally were women's prerogative. In its plan of operation for 1997–2000, SCAPA main focus was to reduce workload for women and raise their standards of living through increased income.

Impacts. The basic soil conservation structure promoted by SCAPA is the contour bund or ridge that integrates both purely physical structures (contour ridges) and biological components (grass and trees). The most visible impacts of this soil conservation technique reported in the 1992 evaluation were: reduction of soil erosion, improved soil moisture regime (due to reduction of surface water run-off) and consequent improvements in fodder and food crop production. Impacts of the improvement in the agricultural conditions due to increased productivity of the farmland were not quantified. Other impacts included the large numbers of motivated farmers, increased awareness and demand for SCAPA services and changes in attitude towards women's involvement in discussions and decision-making.

A socio-economic impact assessment of SCAPA activities from 1989 to 1998 (Nyaki, 1998) listed the following achievements and impacts, which to a great extent confirm findings of the 1992 evaluation mission:

- Adoption of the soil conservation technology by about 85 percent of the households in the programme area. This change is attributed to increased awareness of the farming community on the benefits of soil conservation;
- Conservation of an estimated 35 percent of the total area susceptible to degradation in Arumeru District;
- Extension and adoption of the technology in other parts of Arusha region and other parts of the country;
- Increased agricultural productivity in the program areas as reflected by increased crop yields and milk production;

- Intensification of agricultural production practices and consequent improvement in income and standard of living of farmers in the program area;
- Considerable improvement in the relationships between men and women in the programme area – greater harmony in the households, increased sharing of responsibility and hence decreased workload for women;
- Changes in attitude and lifestyle of local communities through interactions with visiting outsiders; and
- Development of sites in the programme area ideal for intensive interactions among farmers, researchers, scientists, extension staff, policy makers. These contacts have promoted the adoption rate of the SCAPA technologies.

Effectiveness and efficiency. As indicated under impacts, many of the SCAPA activities have been very effective in promoting soil conservation, improving agricultural productivity, and associated social benefits, such as improved gender relations. The Evaluation Team was unable to find information to assess the efficiency of the SCAPA efforts.

Sustainability. Due to the general success of the soil conservation and agroforestry techniques introduced, and the degree of training of farmers and local staff, most of these interventions can be easily sustained in the future. What is currently unclear, however, is the sustainability of SCAPA as a discrete “institution.”

Lessons Learned

- *Importance of linking pilot field activities with national programmes.* Among the project’s few shortcomings, the 1992 evaluation mission observed that the soil conservation and agroforestry techniques promoted by SCAPA were not recognised by the Ministry of Agriculture in Dar es Salaam. As a result, this situation limited the broader replication and spread of these techniques.
- *Need to adequately assess the costs of introduced interventions.* Another shortcoming identified in the 1992 evaluation was the limited use of improved agricultural production practices due to high input costs.

Future Directions and Opportunities

To date, SCAPA activities are continuing in the District Councils of Arumeru and Arusha and a Regional Coordination Office at the Arusha regional block. Specific funds have been allocated in the Districts under the Sida-supported LAMP to contract SCAPA services whenever required.

A proposal is in the pipeline for SCAPA to become an NGO, drawing members from the experienced extensionists and farmers. It is unclear at present, however, whether or not this proposal will be realised.

Annex 6.7: Hifadhi Ardhi Dodoma (HADO) Dodoma Region Soil Conservation Project

Overview

The Dodoma Region Soil Conservation Project, popularly known as Hifadhi Ardhi Dodoma (HADO), is an undertaking by the Government of Tanzania. From 1973 to 1996, it was fully supported by Sida, with support of SEK 20 million. The project aimed to control land degradation in the region. The project was initiated by the Forestry and Beekeeping Division (FBD) and implemented as a pilot project in Kondoa, Mpwapwa and Dodoma Rural Districts in Dodoma Region. Most resources were concentrated on the severely eroded Kondoa District, which is also the project headquarters. At FBD, the HADO project started under the Management Section, then came under the Community Forestry Section in 1989. Currently the project is under the Forestry Extension Section.

A 1995 evaluation mission concluded that the past HADO approaches could not be replicated in other regions in the country because of problems inherent in the livestock expulsion strategy, difficulties in working through a single Ministry, and also because project planning and implementation left out the intended beneficiaries. Sida, HADO management and FBD agreed to phase out HADO. A plan for a phasing-out phase (Phase III, 1996–2001) was prepared by FBD. Nonetheless, Sida stopped support after Phase II, in 1996. Today HADO is still run by FBD using own internal funds.

Project objectives. A plan developed by FBD, “Afforestation and Soil Conservation Master Plan for Dodoma Region for 1972–82,” formed the basis for starting the project (Noren 1995). The main project objectives were:

- To ensure that people in Dodoma are self-sufficient in wood requirement;
- To encourage communal wood-growing schemes in the region;
- To promote Ujamaa and communal beekeeping activities
- To encourage the establishment of shelter belts/wind breaks, shades, avenues and fruit tree growing;
- To conserve soil and water and to reclaim depleted land.

The 1986/87–1995/96 Master Plan attempted to reorient the project from a purely soil conservation and tree planting emphasis to include conservation agriculture, agroforestry and livestock development. The general aim was to prevent and arrest the advance of soil erosion and reclaim depleted land. Main objectives of the 10-year plan were to:

- Promote self-sustained, integrated land use practices;
- Involve people in planning and self-help;
- Develop water and soil conservation in harmony with traditional systems;
- Integrate relevant disciplines;
- Train people, both civil servants and farmers;
- Undertake adaptive trials; and
- Popularise and make people aware of soil conservation practices.

Phase II aimed to continue Phase I activities on rehabilitation of degraded rangeland, introduce destocking outside of the Kondoa Eroded Area, re-introduce livestock in recovered areas in a controlled way; and restructure demonstration woodlots into agroforestry and soil conservation activities. The focus was on promoting an integrated approach and people’s participation, training farmers to undertake the soil and water conservation activities and in-service training for extension staff.

Activities. Core activities that remained throughout the project were:

- Reclamation of land through establishment of structures (contour bunds and cut-off drains) for run-off control on eroded areas and gully and sandy river plugging. Initially land reclamation was facilitated by the controversial approach of removing of livestock and people from non-agricultural areas;
- Direct and indirect support to reforestation through raising and distribution of tree seedlings and plantation of demonstration woodlots; and
- Soil conservation and agroforestry in cropland were introduced in later phases.

HADO was initiated by the Tanzanian government as a national project directly under FBD: it was not integrated within the region or district structures. The approach was top-down, i.e., the project staff using paid labour performed the soil conservation and reforestation activities. Tree seedlings were

raised in central nurseries and planted in catchments and degraded land and some distributed free to farmers. In the later phase, the project offered extension services within individual farmers' fields and encouraged individuals, villages and institutions to raise their own tree seedlings. The expulsion of all livestock from target areas as an approach to soil conservation brought widespread attention to the project especially from researchers.

Evaluation Findings

Relevance. The HADO project was, and continues to be, seen by the Tanzanian Government as a highly important and relevant project, in tackling problems of severe land degradation and reclaiming land for productive agricultural and livestock use. While the project has resulted in some gains in productivity for local people, such gains have been offset by the restrictions that they have endured, especially the original eviction of their livestock. Therefore, overall it is difficult to assess how relevant this project has been to Swedish development objectives, such as poverty reduction and environmental protection.

Achievements. The first and last external independent evaluation of the HADO project was carried out in 1995, that is, over 20 years since the start of the project. The evaluation was preceded by a desk study of documents on the HADO project (Noren 1995). The desk study and evaluation reports and also the Sida Annual reviews are main sources of information on achievements and impacts of HADO for the entire period of the Sida support – 1973 to 1995. The achievements were extensively analysed by different evaluation missions (Catterson et al. 1999).

For most of the key elements no consensus seems to exist on achievements and impacts. Claims by one group of researchers are contradicted by yet another group of researchers. For example, by the late 1980s some considered HADO to be a very successful project due to the recovery of vegetation in the Kondoa eroded area. While most agreed with this assessment, some attributed the transformation to the destocking law and enforcement of grazing by-laws rather than the soil conservation and tree planting activities implemented with the Swedish support. On the other hand, other assessments regard HADO as a failure because: the eroded areas could not be put to immediate use; little was achieved with the soil conservation techniques; failure to pass on know-how to farmers; and several negative environmental, social and economic impacts associated with the project.

Not everybody seemed to agree with these negative connotations associated with HADO, especially regarding the effects of the livestock expulsion. Commenting on the findings of the 1995 evaluation mission, the HADO management expressed concerns that “the team looked more on the bad side or what the project did not fulfil rather than the good thing the project did for the past twenty three years.” (Sianga 1995). The HADO management comments tried to justify some of the failures by arguing that “the approaches /methods used was right at that material time” and reasoning why some evaluation mission recommendations might not be so feasible. The Phase III project plan states:

... gullies are healing, rivers now follow narrower and more defined water courses, vegetation is recovering and sand fans are stabilised. More land has been available for cultivation. Farmers have constructed more than 650 000 m of contour ridges. Farmers, schools and women groups have started their own tree nurseries ...

Impacts. The overall objective of both Phase I and II of HADO was to control land degradation in Dodoma Region. One project purpose was to ensure that the region was self-sufficient in wood requirements so that land degradation due to rampant cutting of indigenous trees for fuel wood and construction materials would stop. To achieve this aim, the project was to promote tree planting and establishment of communal wood-growing schemes and other reforestation activities. Conservation of

soil and water and reclamation of depleted land were also to contribute to controlling land degradation in Dodoma Region.

The question is – how have these reforestation and soil conservation efforts contributed to controlling land degradation in the region? In the HADO evaluations, it was not possible to measure the effects of the reforestation and soil conservation measures in relation to controlling land degradation in Dodoma region. As stated above, both the first and second project plans had no concrete targets, and thus it could not be established whether the stated objectives have been met or not. The 1995 evaluation did, however, identify several main project impacts:

- *Restored vegetative cover.* Vegetative cover has been restored to the former degraded rangeland and woodland within Kondoa, Mpwapwa and Dodoma Rural Districts. Recovery has, however, been poor in some areas. Due to the lack of detailed information on regeneration, however, communities were not permitted to get access to pasture and trees on closed land. Furthermore, it has been argued that the project merely shifted the land degradation problem to areas where the livestock were relocated.
- *Controlled or decreased soil erosion.* Due to a lack of baseline data, it has been impossible to assess whether or not soil erosion has decreased. Physical structures for soil conservation – contour bunds, gullies plugging, cut-off drains – have not performed well due to poor construction and inadequate maintenance, because of farmers’ belief that the “structures belong to HADO.”
- *Self-sufficiency in wood requirements for Dodoma Region.* The 1995 evaluation observed that “free distribution of seedlings from central project nurseries have discouraged individual farmers from taking up the production and distribution of seedlings as an income generating household activity”. Furthermore, demonstration woodlots have been inconsiderate of household user needs and for communal woodlots. Issues of sustainability are hampered by undefined ownership of the planted trees.
- *Improvements in agriculture and livestock production.* Improvement has not been assessed quantitatively and objectively. It is reported that Phase I approaches resulted in loss of soil fertility, due to loss of manure as a result of destocking and also lack of community management of natural pasture. For Phase II, the report observes that “On-farm soil and water conservation measures promoted in the second phase of the project have done very little to increase potential soil productivity within the croplands”. The evaluation report also observed that as many households having taken up agroforestry and tree planting, the grass and tree cover has increased. A modest adoption of zero grazing had occurred, while cultivated areas had expanded into grazing land and rehabilitated sandy riverbeds.
- *Training for farmers and in-service training for extension staff.* The introduction of individual, school and village nurseries has increased the villagers’ skills in raising seedlings. In other areas, however, technological knowledge has not been transferred to villagers, e.g. project staff members have not yet handed over to farmers the technical responsibility for laying out contour ridges.
- *Research.* The project supported a number of research initiatives on various topics ranging from land degradation to livestock production. Considerable research was conducted in collaboration with Tanzanian and Swedish universities, and many graduate students undertook thesis research in connection with the project. Many research findings, however, have not been translated into practical action for use by the project.
- *New ideas and technology.* Numerous technologies were offered to farmers in the project area, such as soil conservation techniques on cropland for run-off control, agroforestry, establishment of own nurseries and woodlots, and zero grazing. The introduction of stall-feeding practices in semi-arid areas is said to be unique.

- *Social impacts.* The socio-economic impacts that HADO had on different groups of people has not been assessed, such as the impacts of having their livestock relocated, restrictions on the land use, or increases in agricultural productivity.

Efficiency and effectiveness. Although considerable research was conducted in conjunction with the project, nonetheless it lacked clear targets and baseline data against which achievements could be assessed. Given the lack of specific targets, it is difficult to assess the overall efficiency and effectiveness and efficiency of the HADO efforts. Nevertheless, the initial results (1973–1986) were related to land reclamation and forestry activities. In the desk study, achievements were expressed in numbers of central nurseries and individual, school and village level nurseries developed; numbers of tree seedlings produced and distributed; size of area (ha) of demonstration woodlots planted and communal woodlots established; and size of land (ha or km) reclaimed. Unfortunately the first project plan (1972–82) set objectives, but had no targets with concrete figures. Consequently, evaluations for this period could not establish whether or not the stated objectives were met.

For Phase II of HADO, similar achievements as in Phase I are reported, but with additional results in terms of soil conservation on farmland, fodder plots, re-introduction of livestock/zero grazing, agroforestry demonstration plots, and training of farmers and staff. Again, the master plan had no concrete targets and evaluation reports lacked, or had inconsistent, data, i.e., numbers of farmers reached by extension, number/ha of surviving trees or ha of soil conservation structures functioning as expected. The desk study concluded that production and distribution of seedlings were projected to reach the set targets. It argued, however, that newer activities on soil conservation on cropland had increased during the first 2–3 years, then had started to decline.

Given that the Sida support of SEK 20 million extended over 23 years (1973–1995), it could be argued that the support was relatively efficient for the results achieved.

Sustainability. At present, HADO is still operating but activities have been scaled down. The remaining activities include protection of the rehabilitated areas from grazing and farming (with no funds and cars for patrols), completion of gully plugging, controlled grazing and reoccupation of the recovered areas, and promotion of beekeeping. As noted above, under impacts, some problems with the technical interventions, as well as unclear ownership of the planted trees, threaten sustainability.

Despite many recommendations for the HADO project to be handed over to local authorities, the central government has been reluctant to do so, arguing that the Districts do not yet have the requisite capacity. Eventually this will happen due to pressures related to local government reforms that the districts should supervise all development projects.

Lessons Learned

- *An assessment of HADO approaches and lessons learned influenced what was replicated elsewhere in Tanzania.* Expulsion of livestock started in Kondoa District. It was only replicated in other Districts of Dodoma under the HADO project. The destocking strategy has been deemed not replicable. Lessons learnt from HADO have enabled better planning and approaches for other Tanzanian projects addressing soil conservation, such as the Hifadhi Ardhi Shinyanga (HASHI), the Arusha Region SCAPA and LAMP, and the Soil Erosion Control and Agroforestry Project (SECAP) in Lushoto District in the West Usambara Mountains.

Future Directions and Opportunities

Now and in the future HADO needs to concentrate on:

- capacity building and extension;

- promotion of Participatory Forest Management whereby rehabilitated areas will be transformed into Village Forest Reserves following appropriate procedures and agreement with surrounding villages; and
- continued promotion of private and individual tree nurseries.

Annex 6.8: Village and Community Forestry

Overview of Evolving Support to Village and Community Forestry

Village forestry and tree planting. FBD became interested in village forestry starting in 1979. In the early years, the ideas for village forestry ran parallel to national development ideas concerning *ujamaa*, self-reliance, and villagisation. The aim was to encourage all villages and all households to plant and grow enough trees to cover their own consumption needs in wood. As the Government of Tanzania wanted to obtain this objective quickly, the initial approach relied upon Government-run nurseries producing tree seedlings, which were then planted either by paid labour, or voluntarily by rural people.

With support from Sida, the Community Forestry Section (CFS) at FBD was established in 1983. CFS was responsible for organising the national tree planting efforts and other activities with rural communities.

A Publicity Unit was established within CFS. It was responsible for mass campaigns, as well as extension efforts to raise public awareness on forestry issues. The national campaigns included those dealing with “Misitu ni Mali” (Forests are wealth), and the fire awareness and prevention campaigns. Much publicity took place through radio programs, as well as printed matter, such as posters, calendars, and brochures. The Publicity Unit provided support through seven zonal extension offices. With Sida funds, seven vans and equipment were purchased, to travel around showing films. Later one vehicle and equipment was purchased to use with video productions.

Regional Community Forestry Programme. Initially Sida assistance to village afforestation covered the entire country. Beginning in 1980, it was decided to focus Swedish support on Arusha, Singida, Dodoma, and Kagera. Subsequently, Regional Forestry Programme operated in three regions, as the idea of support to Kagera Region was dropped in 1985–86. The Regional Community Forestry Programme operated until 1995. It provided support to community forestry activities, such as tree nurseries, tree planting, and fire awareness campaigns. It also supported the initial activities that led to the creation of village forest reserves in these areas.

Community forestry efforts in Babati District. Swedish support to community forestry activities has been ongoing in Babati District for over 20 years. This support has included activities to promote tree nurseries and tree planting, including agroforestry, as well as participatory management of natural forests, encompassing both community-based forest management (CBFM) of village forest reserves and joint forest management (JFM) of national (central government) forest reserves.

The Government’s Regional village forestry activities began in Babati in 1981, with operation of central nurseries and free distribution of tree seedlings for tree planting. Support was channelled from FBD to the District Council and District Forest Officer. In 1982, Sida together with Babati District began supporting a tree planting programme. Tree seedlings were produced, and distributed to farmers and schools free of charge. Over time the support changed slightly, as the villages were expected to contribute something for the tree seedlings.

FTPP Pilot in Babati. In 1987, a pilot project was started in 4 villages in Babati District, through the Forests for Local Community Development Programme (later renamed the Forests, Trees and People

Programme, FTTP). The FTTP pilot in Babati initially was designed to run for 3 years. Implementation was by FAO's Community Forestry Unit and Swedish University of Agricultural Sciences (SLU), working with CFS at FBD. The pilot project actually operated from 1987 to 1989, of which actual field implementation activities were for only 1.5 years. The project aimed to undertake studies and develop ways of working with villagers to promote community forestry. It promoted nurseries and tree planting. It conducted a number of studies and published reports. The FTTP pilot was handed over to, or integrated into, the Babati LAMP Project in late 1989.

Babati LAMP. In 1987, Sida and the Government of Tanzania agreed to develop an area-based development programme for Babati District. The rationale was that a broader approach was needed to environmental management, rather than just forestry alone. The Babati Land Management Pilot (LAMP) was managed by FBD and ran from 1988 to 1996.

By 1993, tree planting as a separate project had been phased out, but it was still being supported through the Babati LAMP. By that time, the approach had evolved to training people to produce their own tree seedlings, through provision of free inputs (polytubes/pots, tree seeds, technical advice and training). Decentralised individual household and school nurseries were encouraged, and village and school woodlots were being planted.

In 1992, the Government decided to survey two areas of natural forest (Dura and Haitemba) in Babati District, for possible gazettement as central government or district forest reserves. In Riroda village, the villagers opposed the idea of government gazettement, and also collaborated with the survey team to reduce the size of the forest being surveyed, i.e., leave out lands that they claimed as agricultural lands. When the resulting survey results were presented, the size of the proposed forest was quite small. The villagers met with the FBD Director when he visited, telling him that they opposed the gazettement, and asking him to remove the ward forester assigned there.

Subsequently, the Regional Community Forestry Programme engaged a sociologist to work with the local communities, to find a way to move forward on this issue. As a result, work began on piloting an approach to community-based management of the natural forests. Beginning in 1995, Rirora village and seven neighbouring villages had created village by-laws establishing village forest reserves (VFRs), which are collectively known as the Duru-Haitemba Forest. These village forest reserves are primarily protected, although some limited use of forest resources (i.e., dead wood, fruits, mushrooms, medicinal plants, placing beehives in the forest) are permitted. To meet local needs for timber, renewed efforts are being undertaken to promote tree nurseries, tree planting, and agroforestry.

LAMP. After the Babati LAMP pilot project, a broader Local Management of Natural Resources Management Programme (LMNRP), commonly still known as LAMP, was designed. This programme merged all previous activities in forestry, environment and natural resource management into one programme.

Phase I of LAMP was intended to operate from 1997–2000, but later was extended for one year (2001). LAMP I provided support to Babati, Singida, Kiteto, and Simanjiro districts. The Programme was implemented by the Ministry of Regional Administration and Local Government (MRALG) in collaboration with the District Councils. In addition, complementary support was provided to the National Environmental Management Council (NEMC), the Soil Conservation and Agroforestry Programme in Arusha and Arumeru (SCAPA), the Strategic Analysis and Planning Unit (SAPU) at FBD and District Programme Support Programme (DPSP) supported through the Ministry of Agriculture (MOA). The latter DPSP support, however, was quickly phased out.

The programme consisted of four major components: (1) land security, through land mapping and titles; (2) community empowerment, consisting of support to Integrated Multidisciplinary Development Activities (IMDAs), or village development, community management of natural resources, and support to the commercial sector; (3) extension services; and (4) village and district capacity building.

Phase II (2002–2005) focuses on the four district development programmes. Effective 2002, support to SCAPA and SAPU ended. The district development programmes continued with the previous four components, but also added a fifth component – for collaboration with external agencies, or outsourcing of technical assistance (to other government agencies, universities, NGOs, SCAPA, etc.) LAMP II also places particular emphasis on poverty reduction.

The forestry elements of LAMP have focused on community-based forest management (CBFM), as well as tree nurseries, tree planting, and extension related to agroforestry and soil conservation. As work on community-based forest management proceeded well, it was subsequently decided to work also with local communities on joint management of government forest reserves, primarily reserves established for catchment (watershed protection) or other conservation purposes. To date relatively little has been done to promote forestry-related activities as a means of income-generation or establishment of small-scale rural enterprises.

The degree to which different LAMP districts have worked on forestry issues varies, depending upon the local environmental conditions and local interests, as well as the staffing. Having committed and active forestry staff, both among the government, i.e., district and divisional foresters, and among programme staff and advisors, has made a key contribution towards promoting forestry activities. Such staff has also helped the local government and villagers to understand the need for investment in long-term activities, such as forestry and other natural resource management.

Evaluation Findings

Relevance. Support to village and community forestry has been relevant to the development objectives and priorities of both Tanzania and Sweden, as these aims have evolved over the decades. They have contributed to development cooperation objectives, such as environmental protection and poverty reduction, by increasing rural people's access to forest resources, such as fuelwood and grass. Some of these efforts have promoted gender issues, as greater awareness and empowerment has arisen regarding women's use of forest products. Recent approaches have been in line with the objectives of both governments to promote greater participation, decentralisation in development, and poverty reduction objectives.

The 2000 Formative Evaluation argues that the empowerment of the local communities, promotion in governance, and contributions to poverty reduction have been significant – and that as the social fabric has been strengthened, the forests and trees have benefited as a result. It furthermore argues that this broader impact of the community-based forest management efforts are insufficiently appreciated.

Achievements. Over the years, the approach to village and community forestry in Tanzania has considerably evolved. From an initial centralised approach to tree planting, with the government establishing central nurseries and giving tree seedlings to people to plant, the efforts changed towards training and supporting farmers to grow and plant their own trees. Subsequently, support has promoted community-based management of natural forests, such as village forest reserves and joint, or co-management of government forest reserves.

The work by the Regional Community Forestry Programme, the FTTP Pilot in Babati, Babati LAMP, LAMP I and LAMP II to support community-based forest management is widely recognised as having made significant contributions to improved forest management. These efforts have included both work

to establish village forest reserves and villagers' collaborations with government in joint forest management of state forest reserves.

As of late 2000, three out of four LAMP Districts had village forest reserves (VFRs) amounting to more than 200 000 hectares – 8 villages managing the 42 000 ha Duru Haitemba Forest in Babati District, 5 villages managing Mgori Forest in Singida District, and 9 villages managing the 167 000 ha. Suledo Forest in Kiteto District. Based upon the good experience with VFRs, efforts have also been undertaken to establish joint forest management (JFM) of government forest reserves. In Babati District, for example, a pilot approach to joint forest management was developed for Ufomi National Catchment Forest Reserve.

The community-based forest management has also been accompanied with renewed interest in tree nurseries and tree planting, to provide villagers with sources of forest products outside of forests, village and state forest reserves. In Babati District, for example, the long efforts to promote tree nurseries and tree planting are considered to have been successful. As of 2002, Babati District has an estimated 400 family nurseries, so there is no longer any need for centralised nurseries. Babati District is considered to be much “greener” now than it was 20 years ago. Many of these nurseries are commercialised, with sales of tree seedlings. The major difficulty now, however, is for nursery owners to find enough buyers, so they are starting to look for markets outside of the District.

More important than the physical achievements, however, have been the social and political ones. By using village by-laws to promote village-level control over resources, larger processes of decentralisation and empowerment of rural people to take greater control over their own development are promoted. This step, in turn, promotes building of good governance, increased transparency and accountability.

Over the years, considerable training and skills development in village and community forestry in Tanzania has been supported by Sida. This support has been felt in Tanzania through a variety of means, such as skills training and study tours for villagers, pre-service and in-service training of forestry staff, and general awareness-raising of the population. These achievements have been reached through combined efforts of the FBD Community Forestry Unit, various field projects, as well as through regional and international organisations.

Furthermore, the ideas of both foresters and citizens have evolved, regarding their respective roles in sustainable forest management, and their possibilities for constructive collaboration. Most foresters in Tanzania no longer see themselves as “forest police,” protecting the forest, but as technicians facilitating community empowerment and management of forest resources.

This pilot work in the field, beginning with Duru Haitemba, has made important contributions to national development. The pilot approaches were instrumental in convincing decision-makers to adopt the new Forest Policy in 1998 and the subsequent Forest Act in 2002, which support community management of forests. Work done with Sida assistance, and elsewhere in Tanzania, has resulted in the adoption of national Community-Based Forest Management Guidelines. These guidelines were produced by SAPU, with Sida support. Currently FBD, with Danida support, is disseminating the approach and guidelines elsewhere in Tanzania.

Major challenges exist, however, in terms of how to move forward with efforts to increase local benefits from these village forest reserves. In some areas, the natural forests have recovered to the extent that one can now consider how they could be managed for increased production of forest products, to assist rural people with income generation. Based upon experiences to date, some argue, however, that harvesting cannot be permitted until resources assessment (inventories) are conducted, so that one can determine a sustainable level of harvest. LAMP plans to support such an approach on a pilot basis for

1–2 villages in 2003, using a consultant from SUA to conduct the resource assessment. If successful, then an important issue would be to find the funds to replicate such assessments on a broader scale.

Efficiency and effectiveness. General consensus is that the most effective efforts in village forestry have been those involving the community-based forest management. In 2002, the Suledo Forest was awarded an international prize, one of five Equator Initiative Awards, at the World Summit on Sustainable Development in Johannesburg, for its “extraordinary accomplishment in poverty reduction through the conservation and sustainable use of biodiversity.”

It is difficult to assess the efficiency of the earlier village forestry efforts. It seems evident that the training of villagers with respect to tree nurseries and tree planting has been more effective than earlier approaches using centralised nurseries and paid labour, when reviews noted problems with seedling production and distribution.

Questions of efficiency have been raised regarding the Community Forestry Unit’s Publicity Section. While some observers argue that the publicity campaigns and mobile extension vans were very effective, others expressed considerable doubt on this issue. Reviews cited various problems that occurred, such as the failure to distribute adequately extension calendars to target audiences, such as schools.

Sustainability. Over the past few decades, Tanzanian foresters and the general public have undergone a major shift in relations with one another, and in their ideas concerning the ability of people to produce tree seedlings, plant and grow trees, and manage natural forests. These skills and shift in thinking bode well for continuation of these participatory approaches.

The sustainability of community forestry within the LAMP context, however, bares careful reconsideration. LAMP’s reliance upon local government extension agents for facilitating participatory development and setting of village and district development priorities, however, raises concern as to the degree to which forestry will be supported. To date, much of the community-based forest management has been supported through special (additional) funds, rather than just being supported through the overall budget process.

The gradual evolution of the LAMP approach, from its early beginnings in the FTTP pilot in Babati, has meant that the focus on forestry has become progressively diluted, as it is now just one of many activities supported by LAMP. Given that LAMP supports a wide range of activities, a relatively limited budget is allocated to forestry efforts. Similar problems have been noted among other donor-assisted decentralised development programmes.

In fact, the Evaluation Team found disagreement among both Tanzanian and Swedish stakeholders as to whether, indeed, Sweden is still providing support to forestry in the current programme, or just generalised rural development support. In Tanzania, Sweden has not recently been active, for example, in the donor group on forestry issues, nor in preparation of a National Forestry Programme. (On an international level, however, Sida does support FAO’s work on National Forestry Programmes.) As a result, Sida is not currently involved in national level discussions on forest policy or strategy, although it is undertaking important pilot work in the field.

Lessons Learned to Date

To effectively support forestry activities in a decentralised rural development programme, specific support, such as funds and technical assistance, has to be targeted to these activities. Otherwise, they risk being marginalised, as local communities and local officials will place higher priority on other activities that may have more immediate, or short-term, benefits.

Pilot activities in rural development programmes need to be effectively linked to national-level policy dialogue, planning, and strategy development. These field activities have enormous potential to contribute to the development of national policy, but require active networking to ensure that this outcome will be achieved. It is also crucial that decentralised sectoral activities, such as forestry, be linked with the relevant line ministries, in addition to linking decentralised development efforts with the President's Office for Regional and Local Government.

When pilot activities, such as the community-based forest management, are successful, serious consideration needs to be given to scaling up, replicating, and adapting such approaches elsewhere. The considerable investments made into the pilot can only be justified if they have an impact on a larger scale. Within the context of decentralised district development programmes, however, there may be little incentive to do so. Therefore, it is essential that linkages be built with national level programmes to enable such expansion.

When similar projects or approaches are being supported in a wide range of decentralised projects, it is vital that mechanisms be established on the central level to promote sharing of experiences and "lessons learned."

Future Directions and Opportunities

In the future, opportunities exist for greater collaboration of the decentralised rural development and natural resource management programmes to collaborate with national-level efforts to promote sustainable and participatory natural resource management. Such collaboration could yield important contributions to overall efforts to reduce poverty and promote development. Therefore, it is vital to look at ways to increase networking, and support replication of pilot approaches on a broader scale.

In Tanzania, Sida could more effectively contribute to such efforts by:

- more active participation in the donor group dealing with forestry issues and the National Forestry Programme;
- more explicitly focusing support to community-based forest and other natural resource management within its district development programmes, especially with respect to increasing forestry's economic benefits; and
- collaborating with others, including NGOs, to support Tanzanian efforts to replicate these approaches on a broader scale.

Annex 6.9: Forest Sector Planning

Initial Focus on Supporting Operational Planning

Sweden started supporting forest sector planning in 1974 when the sector programme was launched. The assistance aimed to improve operational planning capacity both within FBD and TWICO, associated especially with the implementation of other Sida-supported activities, such as plantation management and development of TWICO operations. In the 1980s Sweden continued supporting planning activities in FBD and TWICO along a similar vein. In the early 1980s a Sida-financed planning officer was placed inside FBD in an unofficial planning unit to assist with annual operational and financial planning, especially to improve the flow of Sida funds. Planning capacity in the Village Forestry Section was also improved.

In 1989 Sida started assisting the recently-established Planning Section of FBD, by providing long-term technical assistance, carrying out training, and equipping the office. Assistance aimed at improving coordination, planning, and budgeting practices in FBD. Sida also assisted in forest resource assessment

and upgrading planning section facilities as an input to the Tanzania Forestry Action Plan (TFAP) preparation.

In 1991 a five-year Tanzania-Sweden Forestry and Environment Cooperation Programme was started, which supported planning as a project (sub-programme) consistent with TFAP. Support to planning included three projects: Strengthening the Planning Section, Manpower Planning and Development, and Forest Resources Assessment. The first project focused on improving planning capacity and strengthening coordination of forest sector activities. The second one aimed at assessing human resource requirements in the entire forest sector, and developing and implementing a personnel development plan in co-operation with relevant educational and training institutes. The third one aimed at introducing an appropriate national forest inventory system, starting in the three Sida priority regions, where the Regional Community Forestry activities were operating.

In 1993–94 Sida discontinued its support to the Planning Section partly due to the overlap with Finnida-supported Tanzania Forestry Action Plan Coordination Unit. Another reason was that whole section had become more involved in development project management, including Sida projects and new ones identified in the TFAP, rather than in planning the development of nation's forest resources. In 1994, Sida ended the support to the Manpower Planning and Development Project due to insufficient interest from FBD and slow progress in developing the plan linked to needs of the sector operations of the training institutes. The Forest Inventory Project succeeded in meeting most of its objectives but suffered from inadequate demand for applying the developed inventory system and collected forest resource information (Annex 6.3).

Strengthening Sector Planning: Support to the Strategic Analysis and Planning Unit (SAPU)

A 1995 Sida mission in 1995 analysed the failures of the forest sector planning project under the Tanzania-Sweden Forestry and Environment Cooperation Programme. The mission saw a great need for using forest resource information and various analytical policy studies as a basis for strategic planning. In the past the strategic vision and “will” to develop the sector had been missing. Much data had been collected without thinking how it could be used to help with decision-making and formulation of sector plans and policies.

In 1996 FBD agreed that creation of a Strategic Analysis and Planning Unit (SAPU) was long overdue. Sida renewed support to forest sector planning, as support to the Strategic Analysis and Planning Unit (SAPU) became one of the sub-programmes of the Land Management and Environment Programme (LAMP). Its objectives were to:

- strengthen planning and policy analysis capacity and carry out policy-oriented studies dealing with participatory natural forest management, commercialising industrial plantations and forestry extension;
- contribute to the development of a natural forest and woodland policy and legislation;
- strengthen forest resource assessment and dissemination and use of already collected information for forecasting planning purposes at different levels;
- strengthen forest extension through development of guidelines and technical handbooks;
- review and develop forest administration at national, regional and district levels; and
- promote commercialisation of industrial plantations through preparing and implementing a commercialisation plan for one pilot plantation project (Sao Hill).

Support to SAPU ended in early 2002, which effectively meant an end to the Swedish support to FBD. In LAMP II (2002–2005), Sweden is not providing any support to the forest sector at the national level, and forestry is supported only as part of the district programmes. Thus, the link between the field and

central policy and strategy formulation, which existed during the previous phase of LAMP, has been severed.

Evaluation Findings

Relevance. Support to FBD's planning efforts in the 1970s and 1980s had relatively modest, but relevant, objectives. A great need existed to improve the operational efficiency of FBD. Consequently any support to improve planning capacity was greatly appreciated. Swedish assistance during the first fifteen years was focused primarily on operational planning, which reduced the relevance and broader development impacts of this support. Strategic long-term planning in the forest sector was not really on the international development agenda, however, until the mid- and late 1980s when Master Plans and Tropical Forest Action Plans were introduced.

The FBD Planning Section played an important role in coordinating TFAP implementation and preparing related annual operational plans and budgets. Swedish support to the Planning Section was important and very relevant within the TFAP framework. In 1996, with the introduction of SAPU, Sweden for the first time started supporting directly strategic, long-term planning of the sector. SAPU's objective of linking the analysis of resource information and policy studies to the development of sectoral policies and legislation was commendable. The objective is fully relevant even in today's context because TFAP and National Forestry Programme (NFP) process have not fully succeeded in strengthening and institutionalising forest sector planning. Strengthening of the national forest inventory system was also very relevant and consistent with TFAP. Unfortunately, the project design mobilised SAPU partly to serve LAMP's field operations and included numerous "scattered" activities with no direct links to sector planning, which reduced the relevance of the project from a national perspective. As FBD secured assistance from GTZ to support to developing a national forestry policy and new forestry law, and from the Government of Finland for preparation of the NFP, SAPU's role in strategic planning was reduced.

The relevance and impacts of the planning support, and in fact all Sida's support to the forestry, could have been enhanced earlier by paying more attention to organisational and policy reform. Only when the public sector, local government and parastatal reform processes were initiated and market-oriented policies were introduced in the 1990s, however, did the overall economic and political environment become conducive to the reforming forest sector institutions. By that time Sida was already exiting from the forest sector, and consequently, did not get involved in helping with institutional reforms. This process is now ongoing with active support from the World Bank and governments of Finland, Germany and Denmark.

Achievements. The available documentation does not allow proper assessment of achievements in the 1970s and 1980s. The main activities were on-the-job and formal training in planning and financial management, preparation of annual operation plans and budgets, and equipping the planning unit office with office machinery and vehicles. This support probably resulted in some improvements in planning. As no systematic attempts were made to improve sectoral planning systems and capacity, but rather the focus was on operational planning associated mainly with various development projects (with an emphasis on Sida projects), the impact of this assistance remained limited. The joint annual review missions reported persisting problems with annual planning, budgeting, timely release of funds, and reporting throughout the 1970s and 1980s.

Thus, it appears that Swedish support did not result in lasting significant improvements in operational planning capacity. The relatively meagre results can be explained by the difficulties in transforming an inherently bureaucratic government system. Both the project staff and FBD officials were governed by Treasury and other government regulations, which limited what could be done.

In 1991–1996, as part of the Tanzania-Sweden Forestry and Environment Cooperation Programme, Sida support strengthened the Planning Section facilities and built up human resources through workshops, study tours and training in various aspects of planning. Two studies on commercialisation of industrial plantations were prepared. The support did not result in sustained improvements in the planning systems and procedures reflected in new operational guidelines, nor in any tangible major output as a function of planning. Work of the Planning Section was hampered by scarcity of personnel and heavy administrative workload caused by a rapid increase in development projects as a result of TFAP. The Manpower Planning and Development Project did not achieve its objectives of preparing and implementing a manpower development plan: it was discontinued prematurely by Sida. The main achievement was a survey on human resources in the forest sector. Achievements of the Forest Inventory Project under planning support are described in Annex 6.3.

Support to SAPU from 1996 to early 2001 resulted in some important achievements:

- Dissemination of positive village forestry experiences, based largely on LAMP field projects, at the central level, and help in getting wider acceptance for devolved, community-based management of natural resources;
- Contribution to development of the Tanzania Forest Policy and Forest Act, especially in areas related to community-based forest management; and
- Development and dissemination of national Community-Based Forest Management Guidelines.

SAPU linked field implementation and field organisations with the central government. Lessons learned with policy and legal implications could be channelled to the decision-makers in FBD, and vice versa. SAPU also produced several studies, carried out training, strengthened office facilities, and supported forest inventories and analysis of information in LAMP districts and Sao Hill. A proposal for commercialising Sao Hill was produced but it did not result in any action.

The project objectives for SAPU were ambitious. Unfortunately, many envisaged outputs were not produced and most of the funds were not used. The project appears to have somehow lost its original vision. At the end, the main objectives of instituting strategic sectoral planning capacity using collected resource information and developing forestry administration at different levels were not met. Sida was not adequately linked to the processes that resulted in the new national forest policy, forest law and National Forestry Programme. As a result of these partly missed opportunities, SAPU was unable to demonstrate its value in carrying out policy studies and developing various scenarios to help with sectoral planning. Since SAPU did not really get involved with sectoral planning, it had also limited demand or use for forest resource information, including already collected NFI data.

SAPU supported activities related to forest plantation commercialisation but did it in an *ad hoc* manner and without proper links to ongoing national processes, such as parastatal reform, reducing the role of state in commercial activities and promoting the role of the private sector in the economy.

Sustainability. Swedish support has improved human resources and working environment for planning through training and provision of facilities, such as computers and vehicles over the years. These inputs are still having a positive impact on the sector operations. Trained staff may no longer be directly involved in planning but their knowledge and skills are being put to use elsewhere.

Nonetheless, despite all the past investments (including support from other donors such as Finland), FBD still does not have adequate sectoral planning capacity. Improvements have definitely taken place, but SAPU's capacity has not been strengthened to such an extent that it could serve its intended purpose as a strategic planning cell for the sector. It also does not have the capacity to produce and analyse information to track trends and monitor and evaluate forest sector performance. SAPU has not

fully established itself as an “institution” with a clear mandate to contribute to sector planning and policy formulation. A major problem is SAPU’s relatively low position in MNRT/FBD organisational structure; as SAPU is not properly linked to the level where strategies and policies are formulated.

As of December 2002, the future of SAPU as a strategic planning centre or think-tank was unclear. Much will depend on how the sectoral planning and monitoring related to the NFP will be institutionalised and at what level. It will be important to elevate such planning to high level in MNRT, and merge the functions of SAPU and the NFP Coordination Unit.

Efficiency. It is not possible to assess efficiency of planning support in 1974–1996, because no clear objectives, outputs and indicators for measuring performance were defined. Furthermore, the results have not been properly documented. SAPU did not produce many of the intended outputs, but because it did not consume much of the original budget, efficiency was acceptable. Support to SAPU did not involve major investments or long-term technical assistance, and was thus not costly.

Lessons Learned

- *Support to activities such as strengthening sector planning capacity must keep the interests of the entire sector in mind and aim at institutionalisation.* Swedish support to planning, despite having positive impacts outside the project scope, was driven too much by a project perspective. In the 1970s and 1980s the focus was on improving work planning and improving the fund delivery and accounting systems, especially related to project implementation. Special attention was paid to trying to improve the flow of Sida funds through the treasury to FBD and then to the field projects. This approach may have been justifiable when Sida provided between 70 and 90 percent of FBD budget, but not when the number of donors working in the forest sector increased rapidly and the share of Swedish support declined. In the 1990s many activities that were supported under SAPU were not related to strengthening the overall sectoral strategic and operational planning capacity, but were linked to various past or ongoing Sida activities. SAPU, instead of being recognised as a permanent institution, became known more as a Sida-financed project.
- *It is important to link the field and the central (policy) levels.* Pilot projects, such as LAMP, can play a very important role in model development and have positive demonstration impacts, both locally and nationally. Mechanisms are needed, however, to link field activities and pilot projects to national institutions. A process needs to be institutionalised, to analyse all the lessons learned, and integrate them into policies, legislation and sectoral guidelines. SAPU succeeded in this objective, as demonstrated by its contribution to the development of national Community-based Forest Management Guidelines and the new forest policy. SAPU could have made an even bigger impact if it had tried to learn from all field activities and not mainly from Sida-assisted projects.

Future Directions and Opportunities

Forest sector planning and monitoring systems still need to be improved. SAPU, or similar type of a planning unit, preferably at the ministry level, is needed to systematically develop the forest sector, develop policies and strategies using consolidated forest resource supply and demand information, monitor forest sector performance, learn from the experiences and disseminate lessons learned and standard information on forest sector development. The original idea of SAPU is very much valid still in 2003 with the implementation of the NFP and movement towards SWAP. Donor inputs will be needed to help GOT in these efforts.

Annex 6.10: Swedish-Supported Non-Governmental Organisations and Volunteer Activities in Forestry

Overview of Support

Swedish Volunteers and NGOs

Sweden has provided additional support to forestry in Tanzania through both non-governmental organisations and activities of Swedish volunteers. The Swedish Volunteer Service was established in 1982, and the first Swedish forestry volunteers came to Tanzania in 1984.

In the 1990s, a shift has occurred towards providing volunteer support to development assistance through non-governmental organisations (NGOs). These activities were merged in 1995, when the Swedish Volunteer Service merged with another organisation, to create Forum Syd. Forum Syd is an umbrella organisation of non-governmental organisations in Sweden, and continues to provide Swedish volunteers to work on development assistance.

Swedish NGOs can apply for matching grants from Sida, with the NGO raising 20 percent of the funds and requesting 80 percent from Sida. The NGOs apply through Forum Syd, which critiques the proposal according to established criteria, then forwards the proposal to the SEKA division of Sida for final decisions. Auditing of the funds is undertaken in both the recipient country, i.e., Tanzania, and Sweden. Generally a Swedish NGO is partnered with a local NGO.

Over the years, some Swedish volunteers and some NGO projects have focused on forestry, whereas others have incorporated forestry elements, such as tree nurseries and tree planting, into broader development efforts. Similar tree planting efforts have been undertaken by some of the religious NGOs and churches. Forestry elements have been incorporated into other volunteer and NGO projects. For example, projects working with folk colleges also plant trees.

Swedish forestry volunteers began working in Tanzania in 1984, with two volunteers working with TWICO in Moshi and Utilis. At that time, it was planned to have three volunteers working with village forestry in Babati, Singida and Mbulu. Generally Swedish forestry volunteers have worked with NGO projects, although in some cases they have worked with bilateral projects, including both Swedish-assisted projects, such as HADO, and those assisted by other donors, such the SECAP Project funded by GTZ. One of the early Swedish projects with a series of forestry volunteers was the Morogoro Women-Focused Afforestation Project, which ran in 1987–95. In 1992–96, a volunteer worked at the beekeeping institute in Arusha.

Currently, Forum Syd is supporting work with the Tanzania Forestry Association, a professional forestry society, both at their headquarters in Moshi as well as a tree planting project being undertaken at Karatu. This work is ongoing with a Swedish NGO, Byskögsinsamlingen (Village Forest Association). This Swedish NGO provides all the funding for this project, i.e., it does not use matching funds from Sida. TAF also will be getting some support from the Swedish Cooperative Centre.

Forum Syd have also been supporting work with the Kuku Forest, an endangered coastal forest providing most of the charcoal for Dar es Salaam. This project has been undertaken by the Swedish Society for Nature Conservation in conjunction with the Wildlife Conservation Society of Tanzania. Five volunteers have worked with the project for a total of 8 person-years. They have worked on nature conservation, making a nature trail, producing information, awareness creation, replanting, and looking at income-generating alternatives. CARE has joined in this effort, and provided more support.

A rural development project has been supported for 12 years in southern Tanzania, working with the Winu Development Association (WIDA) of Winu Ward. This project has supported agricultural and

tree planting activities, aiming at income generation. Tree planting has been done primarily by women's groups and youth groups: unfortunately, most of the trees planted have been destroyed by bush fires. This project also works on coffee and related community development.

Forum Syd is also doing some work in Tanzania with 4-H, with funding from the European Union. Among other activities, the 4-H work includes teaching young people the importance of planting trees and how to run tree nurseries. The 4-H activities in Tanzania had been started in Tanga with Finnish support. Now Forum Syd is assisting to replicate these efforts elsewhere in Tanzania. They currently have one volunteer in Moshi and another one in Morogoro.

Another example is the current work being done in Bukoda with a secondary school, through assistance with a Swedish group, Kids in Development. They are promoting water harvesting, cloning of coffee, and tree planting.

In addition to Forum Syd, other mechanisms exist by which Swedish support has gone to NGOs working on forestry activities in Tanzania. The Local Management of Natural Resources Management Programme (LAMP) currently uses part of its budget to contract services from NGOs, universities, and other local organisations. Consideration had been given to establishing a NGO, to carry on the agroforestry and soil conservation work of the former SCAPA, and sell its services to LAMP or other development programmes. It is not clear, however, whether or not the former SCAPA staff will be able to move ahead with this idea to create a NGO or not.

Vi-Agroforestry

The largest NGO project related to forestry is the agroforestry project, Vi-Agroforestry, that currently being operated around Lake Victoria by a Swedish NGO, "Vi-Skogen". This NGO has created a Foundation, Vi Planterar Träd ("We Plant Trees") This Swedish NGO began its activities in Kenya in 1983, then expanded to Uganda in 1992 and to Tanzania in 1994. In Tanzania work began in Musoma in 1994 and in Mwanza in 1999. This project receives funding from private contributions, from Sida (both directly and through Forum Syd), NORAD and the Norwegian Cooperative Union. Vi-Agroforestry is implemented directly by the Swedish NGO, without a local partner organisation.

Its activities originally financed central nurseries, which then distributed tree seedlings to rural people for free. In the mid-1990s, it reoriented its strategy to focus on agroforestry and small-scale nurseries. It employs its own staff of extension agents: in 2000, it had 410 extension agents working in the 8 districts (all 3 countries) combined, serving an estimated 100 000 households. This project provides a viable model of an alternative to a Government-run extension system.

NGO Involvement in the Forests, Trees and People Programme (FTPP)

Another avenue for Swedish support has been through FAO for the Forests, Trees and People Programme (FTPP), which ran from 1987 through 2002. Different Tanzanian institutions were involved in FTPP activities, including the FBD and Sokoine University of Agriculture (SUA). Finally FTPP support was provided through a Tanzanian NGO, the Dodoma Environment Network (DONET), which hosted and coordinated the national activities. The former national facilitator for FTPP had been involved in the creation of DONET. Its FTPP activities included a number of awareness-raising, training and networking efforts.

Evaluation Findings

Overall, Forum Syd believes that forestry elements are well mainstreamed into other rural development projects. Currently the Tanzania country programme of Forum Syd is operating on a budget of 4.5 million SEK per year, with a total of 17 Swedes, 16 local staff, 20 vehicles and 15 projects. Most of the projects are relatively small-scale. The cost-efficiency and sustainability of this aid has not been assessed.

According to the Tanzania Field Director, the Vi-Agroforestry project is becoming so large, however, that it may not be possible to provide it support much longer through Forum Syd. The 2000 evaluation of Vi-Agroforestry found that the program was very professionally run, effective, and highly regarded by government authorities. The evaluation team did, however, make recommendations for improving the program, such as streamlining its procedures and staffing. The cost-efficiency of the Forum Syd's assistance was not assessed. In 1999, Vi-Agroforestry was operating on a budget of SEK 30 million, of which SEK 15 million came from Sida.

A major final evaluation of the Forests, Trees and People Programme is currently ongoing, and the results are not yet available. It is difficult to assess the degree to which the recent NGO efforts to coordinate networking in Tanzania have had impacts on a national scale, given the range of different organisations working on community forestry during this period. The overall regional and international FTTP efforts, however, seem to have been more successful in generating information, methodologies and awareness regarding participatory forestry.

Lessons Learned to Date

NGOs have played important, although relatively minor, roles in Swedish forestry cooperation with Tanzania. Although many of these activities receive financial support from Sida, they are generally not considered to be part of the development programme. As a result, their valuable work does not receive the recognition that it deserves. In the future, it would be beneficial if such activities were more adequately considered and promoted alongside other development cooperation programmes.

Future Directions and Opportunities

In the future, increased scope exists for NGO activities in Swedish support to forestry efforts in Tanzania. Such opportunities include:

- Expansion of the Vi Agroforestry Programme around Lake Victoria, as part of the Lake Victoria Initiative, and in collaboration with the six districts to be supported in decentralised rural development and natural resource management;
- Greater use of NGOs in other ongoing forestry-related rural development activities, such as LAMP, as well as smaller NGO rural development projects;
- Ongoing support to NGOs working on biological diversity and forest conservation issues, such as the work done in the coastal forests; and
- Support to NGOs, such as the Tanzania Association of Foresters, which provide alternative means of networking and promoting forestry-related issues.

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