

EVALUATION

External Review and Evaluation Services of Forestry Programmes in Tanzania

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Report of Programmes Assessments 2022: Mid-Term Evaluation PFP2 and annual reviews of FORVAC and TOSP

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Acronyms and Abbreviations

| Acronym | Meaning |
|---------|--|
| AAC | Allowable Annual Cut |
| ARDF | Agriculture, Rural Development and Forest Sector Programmes |
| AWP | Annual Work Plan |
| AWPB | Annual Work Plan and Budget |
| BOP | Best operating practices |
| CBFM | Community Based Forest Management |
| CCO | Cross-Cutting Objectives |
| CCRO | Certificate of Customary Right of Occupancy |
| CDO | Community Development Officer |
| CEDAW | Convention on the Elimination of All Forms of Discrimination against Women of 1980 |
| CLO | Community Liaison Officer |
| CRC | Convention on the Rights of the Child |
| CRO | Customary Right of Occupancy |
| CSR | Corporate Social Responsibility |
| CTA | Chief Technical Advisor |
| CVL | Certificate of village land |
| DFBD | Director of Forest and Beekeeping Division |
| DFM | District Forest Manager |
| DHC | District Harvesting Committee |
| DPGE | Development Partners Group on Environment |
| EDJCL | Evaluation of Economic Development, Job Creation and Livelihoods |
| EMS | Evaluation Management Services |
| EMSC | Evaluation Management Services Coordinator |
| EQ | Evaluation Question |
| ERET | External Review and Evaluation Team |
| EUR | Euro |
| FAO | Food and Agriculture Organization |
| FBD | Forest and Beekeeping Division |
| FDT | Forestry Development Trust |
| FGD | Focus Group Discussions |
| FHP | Forest Harvesting Plans |
| FITI | Forest Industries Training Institute |

| Acronym | Meaning |
|----------------|---|
| FITI | Forest Industries Training Institute |
| FLEGT | Forest Law Enforcement, Governance and Trade |
| FMP | Forest Management Plans |
| FORVAC | Forestry and Value Chain Development Programme |
| FREL | Forest Reference Emission Level |
| FSC | Forest Stewardship Council |
| FTI | Forest Training Institute |
| FWITC | Forest and Wood Industries Training Centre |
| GDI | Gender Development Index |
| GDP | Gross domestic product |
| GE | Gender Equality |
| GII | Gender Equality Index |
| GIS | Geographic Information System |
| GN | Government Notice |
| GNI | Gross national income |
| GPS | Global Positioning System |
| GRO | Granted Right of Occupancy |
| HDI | Human Development Index |
| HRBA | Human rights-based approach |
| IGAs | Income Generating Activities |
| KII | Key Informant Interviews |
| KVTC | Kilombero Valley Teak Company |
| LGAs | Local Government Authorities |
| LKTS | Lesser Known Timber Species |
| LIMAS | Lindi and Mtwara Agribusiness Support |
| LUP | Land Use Plan |
| MAST | Mobile Application to Secure Tenure |
| MCDI | Mpingo Conservation and Development Initiative |
| MFA | Ministry for Foreign Affairs |
| MIS | Management Information System |
| MJUMITA | The Community Forest Conservation Network of Tanzania |
| MNRT | Ministry of Natural Resources and Tourism |
| MTE | Mid-term evaluation |
| MVC | Most Vulnerable Children |
| NAFORMA | National Forest Resources and Monitoring Assessment |
| NDC | Nationally Determined Contributions |

| Acronym | Meaning |
|----------------|---|
| NFBKP | National Forest and Beekeeping Programme |
| NFC | New Forest Company |
| NFP | National Forest Programme |
| NGO | Non-governmental organisations |
| NLUPC | National Land Use Planning Commission |
| NSSP | National Strategy for Social Protection |
| OSCP | One Stop Centre Post |
| PD | Project Document |
| PFM | Participatory Forest Management |
| PiVP | People in Vulnerable Positions |
| PLUM | Participatory Land Use Planning, Administration, and Management |
| PMT | Programme Management Team |
| PO-RALG | President's Office Regional Administration and Local Government |
| PPA | Public Procurement Act |
| PPP | Public-Private Partnership |
| PSC | Project Steering Committee |
| QA | Quality assurance |
| RF | Results framework |
| RWE | Round wood equivalent |
| SB | Supervisory Board |
| SC | Steering Committee |
| SDG | Sustainable Development Goal |
| SHIVIMITA | Tanzania Forest Industries Federation |
| SMART | Specific, measurable, achievable, relevant, timely |
| SME | Small and medium-sized enterprise |
| SUA | Sokoine University of Agriculture |
| TA | Technical assistance |
| TAFORI | Tanzania Forest Research Institute |
| TASAF | Tanzania's Social Action Fund |
| TF | Task Force |
| TFCG | Tanzania Forest Conservation Group |
| TFS | Tanzania Forest Service |
| TGA | Tree Growers' Association |
| TNA | Training Needs Assessment |
| TNBC | Tanzania National Business Council |

| Acronym | Meaning |
|----------------|---|
| TOR | Terms of Reference |
| TOSP | Tree Outgrowers Support Programme |
| TPSF | Tanzania Private Sector Foundation |
| TTGAU | Tanzania Tree Growers' Association Union |
| TZS | Tanzania Shilling |
| UN | United Nations |
| UNDP | United Nations Development Programme |
| UNFCCC | United Nations Framework Convention on Climate Change |
| USD | US Dollar |
| VAT | Value Added Tax |
| VC | Value chain |
| VCDA | Value Chain Development Advisor |
| VETA | Vocational Education and Training |
| VICOBA | Village Community Banks |
| VLFR | Village Land Forest Reserves |
| VLUP | Village Land Use Plans |
| VNRC | Village Natural Resources Committees |
| VSLAs | Village Savings And Lending Associations |
| WIVP | Women in Vulnerable Positions |
| WWF | Worldwide Fund for Nature |

PFP2 – Key Findings and Recommendations

| Findings | Recommendations |
|---|---|
| Overall finding and recommendation | |
| <p>Overall finding: The programme has made considerable progress since last year and is catching up with some of the delays experienced in the first two years, especially in result area 1. But overall progress is still affected by the delays experienced in the first two years of the programme. Most of the External Review and Evaluation Team (ERET) 2021 recommendations have been followed up. The quality of implementation and technical support is good, but concerns remain with respect to the sustainability of some of the results. After the submission of the draft report, MFA informed ERET that some additional funds could be allocated to support the programme in achieving its objectives.</p> | <p>Overall recommendation: Undertake a thorough assessment of the remaining budget against the estimated expenditure to identify the options and priorities for a no cost extension of some months under the current contract, including the options for continued Technical Assistance (TA) support as the current TA budget is likely to be used before the end of the programme period.</p> |
| Specific findings and recommendations | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.</p> <p>Finding 2: PFP2 has taken important steps to improve inclusion and non-discrimination. The updated Human rights-based approach (HRBA) strategy is an improvement, which has contributed to increased women’s involvement in TGAs and in leadership positions. Women, youth and disabled groups are assisted to apply for the LGA loans and women are represented to varying degrees in all trainings. However, despite their increased involvement, women still play a limited role in decision-making. The HRBA operationalisation strategy, especially for rights claiming of People in Vulnerable Positions (PiVP) is still general and it proves difficult to involve PiVP. The evaluation shows that PFP2 can be human rights progressive, but it needs commitment by all implementors and continuous adaptive management.</p> <p>Finding 3: Through the support to various measures such as tree planting for a longer rotation cycle, fire management, diversification of species of better provenance, land use planning and improved recovery of raw materials, PFP2 contributes to building climate resilience among the tree growers and increase above ground carbon sequestration.</p> | <p>Recommendation 1: Further operationalise the HRBA strategy. Increase commitment of stakeholders to support HRBA and increase the advocacy capacity of rights holders and the awareness of duty bearers. Continue regular training of programme and district staff in HRBA and gender issues. Develop targeted training to women and men to increase women’s opportunities and skills in decision making processes. Improve the inclusion of PiVP through specific targeting and adaptive management.</p> <p>Recommendation 2: Strengthen the strategies that support climate resilience and carbon sequestration with increased emphasis on fire management and facilitate the improvement of the land use planning and implementation process to better address climate change concerns (see recommendation 10).</p> <p>Recommendation 3: Address some of the gaps identified in the RBMF, including the setting of clear targets, reformulation of the main impact indicator on plantation area and ensuring coherence of disaggregated data on PiVP for the relevant indicators.</p> |

| Findings | Recommendations |
|--|---|
| <p>Finding 4: The programme is responsive to the conditions and needs of the beneficiaries in the Southern Highlands.</p> <p>Finding 5: The overall design, based on the lessons learned from PFP1 is logical with a focus on improvement of existing smallholder plantations and the involvement of local government in the implementation. The relationship with the Tanzania Tree Growers' Association Union (TTGAU), combining the provision of technical support to TTGAU, using them as a Service Provider and also evaluating their performance on outgrower woodlot establishment, is complex and the activities can create a conflict of interest. The results-based management framework (RBMF) has been improved, but there are still a few concerns.</p> | <p>Recommendation 4: Ensure that there is no conflict of interest in the relationship with TTGAU and address the few concerns on the RBMF.</p> |
| <p>COHERENCE</p> <p>Finding 6: The programme is coherent and has complementary functions with the other programmes supported by MFA which also look at value chain aspects and improved silvicultural practices. However, there is room for strengthening some areas of common interest.</p> | <p>Recommendation 5: Improve collaboration with:</p> <ul style="list-style-type: none"> • FORVAC on value chain and private sector involvement, HRBA, land management and VLUP, capacity building and extension, institutionalisation of approaches and strengthening enabling environment (institutions, policies, education/curricula, and improved land use planning) • New Forest Company (NFC) on TGA development (using PFP2 approach). • TTGAU on institutional strengthening, TGA strengthening, improved seed production and supporting good silvicultural practices and value chain development. |
| <p>EFFICIENCY</p> <p>Finding 7: Although Makete cluster is advanced because of its earlier start, programme implementation has improved in all clusters and is satisfactory for 2021/22. The progress of result 1 appears more advanced than that of result 2. Due to delays in the first years, overall progress is still behind plans in most areas.</p> <p>Finding 8: The expenditure of 2021/22 is in accordance with physical progress - 72% of the overall budget was spent at threequarters of the implementation period. At 60% of the entire programme implementation period (March 2022), 65% of the total programme budget has been used. The higher expenditure percentage can be attributed to procurement costs (96% used) and TA fees (88% used). The operational expenditure only amounts to 55% of the operational budget.</p> <p>Finding 9: PFP2 has many human resources, including dedicated extension staff and also supports and collaborates with LGA staff, which has worked out very well. The programme</p> | <p>Recommendation 6: Within the remaining period put emphasis on the support and implementation of result 2 to catch up with some of the delays encountered in the first years.</p> <p>Recommendation 7: Inform the UTII B sawmill group on the current situation and decisions taken, and share the consultancy report with the group. Conduct a review of the entire 'project' process with respect to UTII B sawmill since the start in 2016 to determine lessons learned for the management of similar projects in the future.</p> <p>Recommendation 8 (Project Steering Committee /PSC members): The PSC should play a more strategic role, focusing more on major issues in the enabling environment and be less involved with the detailed programme implementation.</p> <p>Recommendation 9: Make further improvements to the M&E system:</p> |

| Findings | Recommendations |
|---|--|
| <p>appears well managed by the PMT although some questions are raised about the handling and communication with regards to the UTII B sawmill. The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.</p> <p>Finding 10: The M&E system is well developed, but monitoring of disaggregated data reflecting PiVP appears difficult and outcome surveys have not yet been conducted. Database systems from PFP1 and PFP2 are not integrated which complicates the analysis of combined data.</p> | <ul style="list-style-type: none"> • Identify how disaggregated data on PiVP can be realistically collected. • Plan and undertake outcome surveys - including on major challenges for full adoption of silvicultural practices • Integrate PFP1 data in the database. |
| <p>EFFECTIVENESS</p> <p>Finding 11: Because of a more systematic strengthening approach, the Tree Growers' Associations (TGAs) supported through PFP2 are expected to be stronger than those established by PFP1. This could not be validated yet by ERET as the capacity of the visited TGAs varied and many were not established long ago.</p> <p>Finding 12: The Village Land Use Plans (VLUP) methodology supported by PFP2 is very good because of increased participation and higher efficiency, but environmental and biodiversity concerns are not adequately integrated within the designated large land use areas. The piloted Certificate of Customary Right of Occupancy (CCRO) process is good because of the inclusive approach used.</p> <p>Finding 13: The adoption of good silvicultural practices by supported tree growers is high for selected woodlots with Forest Management Plans but not on all their planted land as tree growers want to see the benefits first.</p> <p>Finding 14: Fire management requires more attention from the project as fire constitutes a major threat.</p> <p>Finding 15: The seed orchards are in of good condition, but management is entirely done by the programme. TGA members are only contracted to do labour. The benefit sharing and marketing arrangements are not clear for TGAs. TFS is involved in the seed collection and testing.</p> <p>Finding 16: Several initiatives and support activities have been initiated for small and medium-sized enterprise (SMEs) but the results and uptake are not clear yet. Regarding the timber yard in Makete District, there is a risk of the district dominating the process.</p> <p>Finding 17: The results of the HRBA indicate that women are well involved in TGAs and most supported activities, but their influence in decision-making remains limited. PiVP face barriers to their participation and their inclusion is still limited.</p> <p>Finding 18: The plan to support training institutions is useful but is not based on a clear strategy on how the equipment and tutor support can be effectively used and achieve sustainability. FITI</p> | <p>Recommendation 10: Continue TGA strengthening and extension approach focusing on good silvicultural practices and involvement of LGA extension staff.</p> <p>Recommendation 11: In collaboration with FORVAC, and in consultation with relevant stakeholders, liaise with the National Land Use Planning Commission (NLUPC) and Participatory Land Use Planning, Administration, and Management (PLUMs) to support better integration of environmental and biodiversity concerns in the guidelines and implementation within the main designated land use areas, especially those allocated to agriculture and plantation development.</p> <p>Recommendation 12: Within the limitations of the budget, support land use planning at the more landscape level of neighbouring villages.</p> <p>Recommendation 13: Put additional focus on fire management by districts and at village level.</p> <p>Recommendation 14: Put increased emphasis on result area 2 with respect to value chain and enterprise development. Follow-up the market and wood industry developments and tailor the support to the changes and opportunities (supply side of tree growers and SMEs).</p> <p>Recommendation 15: Regarding the support to training institutions (plan of EUR 700,000):</p> <ul style="list-style-type: none"> • Forest Industries Training Institute (FITI) and Forest Training Institute (FTI): develop a strategy with practical steps to show how the equipment and tutor support can achieve sustainability. • Ministry of Natural Resources and Tourism (MNRT): provide full support to FITI and FTI in implementing their strategic plans, including the review of scheme of services for the staff. • MFA: approve the funding only when the strategic plan is in place and . approved |

| Findings | Recommendations |
|---|--|
| <p>and FTI still have few staff and experts with adequate qualifications and there is no clear sustainability plan for the FWITC¹.</p> | <ul style="list-style-type: none"> • PFP2: show the credible plan and steps to achieve financial sustainability of the Forest and Wood Industries Training Centre (FWITC). |
| <p>SUSTAINABILITY</p> <p>Finding 19: Although measures for sustainability are embedded in the programme’s support and extension approach, the sustainability of several established mechanisms are doubtful.</p> <p>Finding 20: The plan to relocate FWITC to Lake Ngwazi poses a real risk for its continuation.</p> <p>Finding 21: The wide adoption of good silvicultural practices will depend on a conducive environment and favourable market conditions. There is a great disparity between the income Districts obtain from forestry activities (over 40%) and their reinvestment in the forestry sector (1-2%), resulting in inadequate resources for forestry extension and support.</p> | <p>Recommendation 16 Put increased efforts on enhancing sustainability of the supported processes, including VLUPs, seed orchards, and TGAs/TTGAU.</p> <p>Recommendation 17: Continue supporting/making use of FWITC to its full potential and generate income during the remaining PFP2 period. In the meantime, identify options for continuation of FWITC (or part of it) at the current site through support or PPPs with institutions and VETA centres.</p> <p>Recommendation 18 (President’s Office Regional Administration and Local Government / PO-RALG and MNRT): bring the disparity between LGA income and reinvestment in the forestry sector to the political agenda to ensure that adequate resources are ploughed back to the forestry sector to ensure sustainability.</p> |

¹ Apparently, the plan to support training institutions was changed since the ERET conducted the review. Pedagogy support has been separately developed in collaboration with the training institutions and PFP2, which could start being implemented already before the decision on the extra funding is made.

FORVAC – Key Findings and Recommendations

| Findings | Recommendations |
|---|---|
| Overall finding and recommendation | |
| <p>Overall finding: The programme has made considerable progress since last year and the review found positive results especially regarding the Community Based Forest Management (CBFM) governance and timber value chain aspects. The micro-enterprise component is behind and seems to lack a clear and strategic value chain strategy. Overall, progress is still affected by the delays experienced in the first two years of the programme. Not all of the ERET 2021 recommendations have been followed up. The quality of implementation and technical support is reasonably good, but concerns remain with respect of the sustainability of some of the results. The two-year extension recommended by the ERET MTE 2021 has been approved by MFA and the Government of Tanzania, but the budget remains relatively low.</p> | <p>Overall recommendation: Improve the micro-enterprise strategy by adopting a more strategic value chain approach, linking the beneficiaries to existing partners for marketing and services. For the extension period, undertake an analysis of the options for support and focus on the most strategic aspects, given the allocated funds. Put specific emphasis on enhancing the sustainability of the processes and especially addressing the issues in the timber value chain.</p> |
| Specific findings and recommendations | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.</p> <p>Finding 2: The HRBA strategy has been updated and is expected to contribute to improved implementation. But there is need for further operationalisation of the strategy for guiding the staff and Service Providers on the integration of HRBA aspects in the implementation.</p> <p>Finding 3: The Results Based Management Framework (RBMF) has been improved for the extension period, starting from July 2022, but is somewhat hidden behind the original RBMF in Annex 1 of the revised Programme Document.</p> <p>Finding 4: A two-year extension of the programme has been granted by the MFA, but the budget is relatively small, which will reduce the impact. At the time of the review, the extension was not yet approved by the GoT, which created uncertainties with the staff on their continuation.</p> | <p>Recommendation 1: Further operationalise the HRBA strategy and take note of the SEA findings. Increase commitment of stakeholders to support HRBA and increase the advocacy capacity of rights holders and the awareness of duty bearers. Improve the inclusion of PiVP through specific targeting and adaptive management.</p> <p>Recommendation 2: Include an explanation in the heading of the original RBMF in the PD (Annex 1) that it refers to the ‘old’ framework, or put the modified RBMF first to avoid confusion.</p> <p>Recommendation 3: Prepare a strategic workplan for the extension phase in line with the available budget. MNRT: approve the extension phase.</p> |
| <p>COHERENCE</p> <p>Finding 5: The programme has complementary functions with the other programmes supported by the MFA, especially PFP2, which also looks at value chain aspects, but focuses on</p> | <p>Recommendation 4: Improve collaboration with PFP2. Note that some recommendations are similar to both programmes and could be jointly undertaken, such as improvements of VLUPs.</p> |

| Findings | Recommendations |
|--|---|
| <p>tree plantations. Despite common interests there has been little collaboration. FORVAC is also coherent with other initiatives in the forestry sector and involves local institutions.</p> | |
| <p>EFFICIENCY</p> <p>Finding 6: Although the old version of the RBMF (which was still used by the programme for the AWP of 2021/22) provides serious limitations for monitoring the progress, the programme implementation has accelerated since last year and appears on track on some activities, but overall, the implementation is still delayed and behind the targets and expected results.</p> <p>Finding 7: Compared to last year, the expenditure on programme activities has increased substantially and is in accordance with the level that could be expected at this time of the implementation period. The discrepancy between the expenses and between the outputs was addressed through a budget revision. TA expenditure is already at 94% of the budget, which is concerning as the programme still has 6 months left.</p> <p>Finding 8: The costs of the PFP1 bridging period that was paid by FORVAC are quite high (almost EUR 274,000), and were not budgeted for. ERET was informed that this amount will not be paid back as it is considered compensated for by the granted budget for the two year's extension. This reduces the total amount available for implementation, which is already considered on the low side.</p> <p>Finding 9: The ERET MTE 2021 findings on human resources still apply. The value chain development component, which is a major focus area of the programme is still behind, and there is a need for substantial more TA input to support this area.</p> <p>Finding 10: Although the RBMF has been improved, the comments made in the MTE 2021 on the M&E system still apply. Data management is relatively weak and outcome surveys have not been implemented.</p> <p>Finding 11: The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.</p> | <p>Recommendation 5: Identify the options for providing substantial more TA input for the value chain and microenterprise component.</p> <p>Recommendation 6: Adopt the recommendations made in the MTE 2021 for improving the M&E system, especially with respect to data management and the establishment of a proper database that systematically covers data of each supported village and plan and undertake outcome surveys. Also ensure that the disaggregated data on PiVP is covered in the monitoring system.</p> <p>Recommendation 7 (PSC members): The PSC should play a more strategic role, focusing more on major issues in the enabling environment and be less involved with the detailed programme implementation.</p> |
| <p>EFFECTIVENESS</p> <p>Finding 12 The methodology used for the VLUP process, especially the use of satellite imageries is good, reducing time and promoting participation. Communities established Village Land Use Management Committees (VLUMC) with consideration of gender balance. But environmental</p> | <p>Recommendation 9: In collaboration with PFP2, liaise with NLUPC and PLUMs to support better integration of environmental and biodiversity concerns, within the main designated land use areas.</p> <p>Recommendation 10: Liaise with LGAs and other relevant stakeholders to address major issues in the timber value chain. Follow-up on the MTE 2021 recommendation to gather information on the implications of GN 417 at</p> |

| Findings | Recommendations |
|---|---|
| <p>and biodiversity concerns are not adequately integrated. Although villagers are aware of the VLUP, many, especially PiVP, do not know the exact contents.</p> <p>Finding 13: Positive observations were made by ERET on the CBFM governance process. The VLFRs are well managed, the Village Natural Resources Committees (VNRCs) are well informed, active and motivated and have a good gender balance. The Forest Management Plans (FMPs)/ Forest Harvesting Plans (FHPs) are used to guide the harvesting process.</p> <p>Finding 14 The timber value chain is of main interest to the villages, generating substantial revenue. However, several issues were observed on the marketing and price setting processes, including interference of districts, policies (GN 417) and other procedures that hamper the timber trade of CBFM managed forests.</p> <p>Finding 15: The micro-enterprise support is still a weak area and the field visits did not show very positive results. There does not seem to be a clear, strategic and effective value chain approach and many ‘micro-enterprises’ are not linked to partners in the value chain. The scale is also very small.</p> <p>Finding 16: The updated HRBA strategy will be implemented as part of the extension and was not fully adopted yet when the ERET review took place and feedback from respondents and beneficiaries on HRBA, including gender equality, provides some mixed findings. In terms of gender equality, the programme has been reasonably successful. PiVP are largely excluded from the governance process due to a combination of socio-cultural stigmatisation, self-exclusion, travel constraints and other priorities for sustaining their livelihoods. In villages where timber harvesting takes place, the PiVP benefit directly (health insurance) or indirectly from the social services provided by the village government from the generated revenue.</p> | <p>village level and support MNRT to organise a national dialogue to discuss major issues affecting CBFM.</p> <p>Recommendation 11: Put increased emphasis on the value chain and micro-enterprise development. Improve the strategy by linking up to partners in the value chain, such as Swahili honey and support beneficiaries that have already experience.</p> <p>Recommendation 12: Adopt, operationalise and implement the updated HRBA strategy.</p> |
| <p>SUSTAINABILITY</p> <p>Finding 17: The support to the CBFM process (VLUPs, VLFRS, FMPs, and VNRCs) shows promising results. Especially in villages that are engaged in timber harvesting, sustainable forest management is likely to be continued as long as the CBFM requirements can be met (especially renewal of FMPs – see finding 18). Sustainability of the outputs will also depend much on the enabling environment with regards to policies and incentives for the beneficiaries, such as good pricing and markets for their products and an equal playing field.</p> <p>Finding 18: Some concerns exist on the sustainability of some CBFM related processes, including the VLUP (expensive and not integrating environmental biodiversity concerns), FMP (complex, technocratic, time-consuming and expensive), gazettment (expensive), and mobile</p> | <p>Recommendation 13: Liaise with LGAs, PO-RALG, MNRT and other relevant stakeholders to strengthen the enabling environment for CBFM.</p> <p>Recommendation 14: Put increased efforts on enhancing sustainability of the supported processes, including VLUPs, FMPs, and mobile sawmills. Especially support MNRT and other stakeholders in identifying options to simplify the FMP process without affecting its effectiveness. Explore approaches developed in other countries that support participatory forest inventories and forest management planning.</p> |

| Findings | Recommendations |
|---|------------------------|
| <p>sawmill maintenance. The VLUPs and FMPs have a limited time span of five years and their preparation or renewal depends mostly on external support as the costs are not affordable to the communities involved. This raises serious concerns about the sustainability of the overall CBFM process. Without simplifying some CBFM-related processes, especially the FMP, the sustainability of the CBFM approach will remain at risk.</p> | |

TOSP – Key Findings, and Recommendations

The findings, and recommendations for TOSP are presented for each implementing institution: New Forest Company (NFC), and Tanzania Tree Growers' Association Union (TTGAU).

| Findings | Recommendations |
|---|---|
| NFC | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.</p> <p>Finding 2: The programme is well aligned with the 2016 Finnish development policy and Finland’s country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by the MFA in the TOSP documents. NFC is targeting women and young men through sensitisation meetings and provides support to women who face challenges in doing silvicultural practices.</p> <p>Finding 3: Interviewed beneficiaries confirmed that the programme is responsive to their conditions and needs. Most outgrowers in Kilolo District have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. They especially appreciate the support provided to avocado production, as alternative business and income stream.</p> <p>Finding 4: The programme is logically set-up and builds on previous experiences with the outgrower support programmes. The TOSP implementation is guided by a results framework, which is well designed with SMART indicators, except at outcome and impact levels. The recommendation by ERET 2021 to include some key indicators at those levels was not followed.</p> | <p>Recommendation 1: Continue with the current programme design but put increased emphasis on strategies for increased involvement of women and youth and clarify the poverty-focus. For possible future outgrower support programmes: include a few relevant indicators at outcome and impact level in the results framework.</p> |
| <p>COHERENCE</p> <p>Finding 5: The programme is coherent and has complementary functions with the other programmes supported by the MFA, although there are also differences in approaches on TGA strengthening. Collaborations with other service providers have been established aimed at increasing agricultural productivity, which could provide additional income and encourage outgrowers to extend their tree production rotation cycle.</p> | <p>Recommendation 2: Continue collaboration with other key stakeholders and especially consult with TTGAU on how they can provide support to the TGAs. Assess the option to adopt the TGA manual developed by PFP2 and TTGAU fully or partially to guide TGA strengthening.</p> |
| <p>EFFICIENCY</p> <p>Finding 6: Good progress was made in 2021. For most results the planned and revised targets for the year were met and</p> | <p>Recommendation 3: Increase efforts on TGA establishment and strengthening (see also</p> |

| Findings | Recommendations |
|---|---|
| <p>some achievements even surpassed the 2021 targets. Only the TGA establishment indicators lag behind because of unrealistic assumptions at the start of the programme. These targets should be adjusted.</p> <p>Finding 7: Almost the entire MFA budget (99%) was spent. Of this, 88% was used for operational costs. With a cost of € 271 per hectare established woodlot the support appears cost-effective.</p> <p>Finding 8: The set-up of the team is adequate to support the TOSP implementation. Although the pre-planting woodlot mapping exercise is resource-demanding it was repeated for 2022 and will be linked to an improved M&E and database system, capturing data of each outgrower throughout the entire planting and management cycle.</p> | <p>recommendation 2).</p> <p>Recommendation 4: Continue with the pre-planting woodlot mapping, preferably for the entire area.</p> |
| <p>EFFECTIVENESS</p> <p>Finding 9: The woodlot audit showed an improved performance from last year with good density and survival rate, better weeding and fire management. This is expected to contribute to higher yields and better quality products.</p> <p>Finding 10: VLUP development has been supported but are mostly not yet fully approved. The existing plans are not easily accessible and there are indications that they are not adequately used to guide the TOSP tree planting.</p> <p>Finding 11: The quality of TGAs varies and the TGA strengthening support is less intensive compared to PFP2's approach. Many TGA members see the benefits of the TGA mainly in relation to accessing TOSP forestry extension and support. TTGAU does not play a major role yet.</p> <p>Finding 12: There is a slight increase in the involvement of women in the programme, from 22% in 2020 to 24% in 2021, but the proportion is still low. Land ownership is considered as main constraint but TGAs supported by other programmes have a higher proportion of female members, which suggest that there are options for increased women involvement. With respect to youth 27% of the beneficiaries are in the age range of 15-35 years.</p> <p>Finding 13: Positive feedback was provided by the beneficiaries on the support provided and adoption of improved practices. It is too early to determine impact on the livelihoods of the outgrowers. This will also depend on the marketing opportunities and price development of trees.</p> | <p>Recommendation 5: Continue providing support on silvicultural practices but also advise on the marketing and value chain aspects.</p> <p>Recommendation 6: Liaise with the District and supported villages to ensure that the VLUPs are accessible and adequately used for guiding tree planting.</p> <p>(see recommendations 2 and 3 on increased TGA strengthening)</p> <p>(see recommendation 2 for increased involvement of women)</p> |
| <p>SUSTAINABILITY</p> <p>Finding 14: Feedback from the beneficiaries indicate that they understand the benefits of producing high quality products and that income generated from avocado trees and other small businesses will help them to wait for their trees to mature. But it is not clear yet if alternative income will be sufficient to contribute to longer tree rotation cycles. This will also depend on the marketing opportunities and price development.</p> <p>Finding 15: The sustainability of the TGAs beyond the programme is not very clear yet as part of the motivation of tree growers for establishing a TGA might be to get access to the TOSP and the involvement/support of TTGAU is still</p> | <p>(refer to recommendations 2 and 3).</p> |

| Findings | Recommendations |
|---|---|
| relatively small. | |
| TTGAU | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.</p> <p>Finding 2: The programme is well aligned with the 2016 Finnish development policy and the Finland’s country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by MFA in the TOSP documents. TTGAU is targeting women and youth and encourages village government and families to allocate land for women.</p> <p>Finding 3: Interviewed beneficiaries confirmed that the programme is responsive to their conditions and needs. Most outgrowers have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. The relevance of being organized in a TGA was also highlighted, although mostly in relation to its function of linking up with external support programmes, such as TOSP.</p> <p>Finding 4: The programme is logically set-up and builds on previous experiences. Further changes were made in the seedling supply approach. Management of the nurseries is done directly by TTGAU through the contracting and payment of either individuals or TGAs. This has improved the production but might not be sustainable beyond TOSP.</p> <p>Finding 5: The decision to stop support to income generating activities might be justified from a programme design perspective. However, is also unfortunate as it was regarded as a highly relevant aspect by beneficiaries, enabling them to diversify their income streams, contributing to a longer tree rotation cycle.</p> <p>Finding 6: The weaknesses in the results framework, highlighted in ERET 2021 report were mostly addressed but the question remains on how some indicators, such as good governance are assessed.</p> | <p>Recommendation 1: Continue with the current programme design but focus on sustainability aspects.</p> <p>(see recommendation 9 on nurseries)</p> |
| <p>COHERENCE</p> <p>Finding 7: The programme is coherent and has complementary functions with the other programmes supported by MFA, although the collaboration with NFC has been limited. Apart from the service contract with PFP2, there is no clear strategy on linking the TGAs that are supported by PFP2 and NFC with TTGAU. TTGAU collaborates with various other institutions through different programmes and is also involved in policy platforms.</p> | <p>Recommendation 2: Continue collaboration with key stakeholders and especially consult with NFC and PFP2 for strengthening and supporting their TGAs and setting up linkages between the PFP2 and NFC supported TGAs with TTGAU.</p> |
| <p>EFFICIENCY</p> | <p>Recommendation 3: MFA should ensure that disbursements are made on time and as per required implementation of key field activities. In</p> |

| Findings | Recommendations |
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| <p>Finding 8: Due to delays and issues experienced in the first two years of implementation, most of the TOSP targets have been revised and substantially reduced. Good progress was made with respect to seedling production, which would support the establishment of around 1,500 hectares of plantations, higher than the annual target. As TTGAU plans to support another 850 ha for 2022/23, the revised target of 3,500 ha is likely to be achieved.</p> <p>Finding 9: 88% of the MFA budget was spent with some costs made in 2022 still not accounted for. With a cost of € 52 per hectare established woodlot the support appears cost-effective.</p> <p>Finding 10: TTGAU has extension staff only in strategic areas. Although they appear dedicated their coverage is limited. Overall, TTGAU has limited capacity and resources.</p> <p>Finding 11: TTGAU reported that the late disbursements by MFA created problems and the organisation had to use its own limited resources. On the other hand, MFA states that the reports from TTGAU have also not come on time and had some quality issues.</p> <p>Finding 12: With regards to M&E, TTGAU says it keeps records of the TOSP beneficiaries, but pre- and post-planting mapping/verifications were not yet conducted. Monitoring is relatively weak. TTGAU intends to map 100 ha this year for post planting verification.</p> | <p>addition, TTGAU should provide their reports on time and ensure that they are of the expected quality.</p> <p>Recommendation 4: Within the limits of the budget identify options for doing pre-planting mapping to ensure that the distributed seedlings match the area planted and monitor the implementation of each beneficiary.</p> <p>Recommendation 5: Include the TTGAU-financed TOSP activities in the progress reports but clearly distinguish the sources of funds (MFA and TTGAU).</p> |
| <p>EFFECTIVENESS</p> <p>Finding 13: Although positive feedback was provided by beneficiaries, the woodlot verification exercise shows that the performance of the established woodlots remains at average level although a survival rate of 88% can be considered a good improvement. Following the recommendation of ERET in 2021, TTGAU aims to further analyse the reasons why good silvicultural practices are not adopted by many out-growers, despite being trained.</p> <p>Finding 14: VLUPs are not adequately used to guide the TOSP tree planting. Some plots are located in areas that are designated for other land uses or close to water bodies and there is risk of conversion of natural forest into plantation forests. VLUPs are also not adequately designed as they do not consider the existing natural vegetation and bio-diversity aspects within the large areas designated for agriculture, tree plantations or other uses.</p> <p>Finding 15: The capacity of TGAs varies. There is a wide range of TGAs of which some are very active, strong, viable and independent, while others are relatively weak and are basically perceived by the members as an instrument for receiving free seedlings and extension support. Although TTGAU get support from various organisations on institutional development, its capacity and human and financial resources are still limited.</p> <p>Finding 16: TTGAU's strategies to involve more women has contributed to a fairly good gender balance in TOSP with 46% of the beneficiaries comprising women, an increase from last year's one third being female.</p> | <p>Recommendation 6: Adapt the implementation strategies to the study findings on reasons for partial adoption of good silvicultural practices.</p> <p>Recommendation 7: Facilitating and monitoring the implementation of VLUPs is a fundamental and legal role of LGAs. However, TTGAU can monitor how well LGAs are doing this activity and should raise awareness about these issues with their TGA members. TTGAU, in collaboration with the respective LGAs should ensure that VLUPs are properly used to guide tree planting and check that within the designated zones existing natural vegetation and bio-diversity aspects are adequately considered. Raise awareness of environmental aspects at district and village level.</p> <p>Recommendation 8: Intensify TGA institutional strengthening as part of the TOSP activities, focusing</p> |

| Findings | Recommendations |
|---|---|
| | <p>on key areas that are not supported by other organisations.</p> <p>Recommendation 9: Continue the strategies for providing land to women and involving them in tree growing.</p> |
| <p>SUSTAINABILITY</p> <p>Finding 17: Although outgrowers are likely to continue tree production, their performance will vary. The partial adoption of good silvicultural practices in conjunction with a short rotation cycle by many tree growers will affect the performance of their woodlots, the quality of their end products, and ultimately the revenue they get. Although there might be good reasons for this (that will be studied) it reduces the effectiveness and sustainability of the TOSP efforts.</p> <p>Finding 18: While the revised seedling production strategy of contracting individuals to manage village nurseries instead of relying on voluntary TGA support resulted in a higher output, without further business plans and clientele, the continuation of the nurseries beyond TOSP is doubtful.</p> <p>Finding 19: The sustainability of the TGAs beyond the programme depends on the perceived role of the organisation by its members and the status of the plantations. Some strong TGAs with motivated members and good leadership are likely to continue but for others, especially those that are mainly considered by the members as a means to get access to the TOSP support, sustainability is doubtful.</p> <p>Finding 20: The sustainability of TTGAU is uncertain and will take long as the union does not have a steady income flow and cannot sustain itself from the few member contributions. TTGAU has limited capacity and resources to provide quality services to all its members and play a role at policy level. Although TTGAU management recognises that there is still a long way to go, it is also ambitious. There is a risk of trying to do too much at once, resulting in little impact and it would be advisable to consolidate the efforts in accordance with the available resources.</p> | <p>Refer to recommendation 6.</p> <p>Recommendation 10: Support the development of a sustainable business model for decentralised seedling production that could be pilot tested in areas with good marketing potential, both as part of the TOSP and other TTGAU support.</p> <p>Refer to recommendation 8.</p> <p>Recommendation 11: TTGAU should take a phased approach, consolidating efforts and systems in accordance with the available resources.</p> |

1 Introduction

1.1 Rationale and objectives of the evaluation services

The External Review and Evaluation Team (ERET) is contracted for three years (2020-2023) to conduct annual reviews and Mid-Term Evaluations of three forestry programmes for accountability and learning purposes, and for supporting strategic and adaptive management of Ministry for Foreign Affairs (MFA) funds. The following three programmes will be assessed:

- Forestry and Value Chain Development Programme (FORVAC),
- Participatory Plantation Forestry Programme phase 2 (PPF2)², and
- Tree Outgrowers Support Programme (TOSP).

ERET is expected to carry out annual reviews and strategic evaluations at mid-term to facilitate *constant learning and assessment* of Finland's forest programmes in Tanzania. ERET will support programme leadership and MFA with feed-back and analysis of different approaches. ERET will support strategic learning in the programmes and produce recommendations for strengthening sustainability. In that regard, ERET should provide programme leadership and MFA with long term strategic recommendations on how to best continue and direct support to the Tanzanian forestry sector in a sustainable, strategic and comprehensive way.

The Terms of Reference (TOR) include the following objectives of the assignment³:

- Support the Finnish and Tanzanian decision-makers by assessing the relevance, impact, effectiveness, efficiency and sustainability, coherence and strategic aspects of the programmes.
- Provide technical advice to the Programme Management Teams of PFP2 and FORVAC in the development and improvement of internal monitoring and evaluation systems for continuous learning and programme management, and for providing periodically important data on the results and outcomes for the external annual evaluations.
- Support the Programme Management Teams of PFP2 and FORVAC with feed-back and analysis that can be utilised in the annual planning.
- Analyse the programmes in terms of vocational education and skills development and provide recommendations for strengthening this area further.
- Assess the synergies, coherence and level of collaboration between the programmes and of the sector support in Tanzania.
- Provide support for successful implementation, including risk management, and recommendations for improvements.
- Provide analysis and insights for the Supervisory Boards of PFP 2 and FORVAC to support strategic dialogue about programme risks, synergies and directions forward.
- Ensure that the cross-cutting objectives of Finland's development policy are considered and applied.

The assessments will be based on selected and relevant OECD/DAC evaluation criteria. The reviews will preferably be conducted in the months of February-March to allow programmes to incorporate the

² PFP2 comprises the second phase of a conceived sixteen-year intervention. The title was changed from the first phase, which was known as the Private Forestry Programme. In this report the first phase is referred to as PFP1.

³ For the 2022 reviews MFA prepared an additional specific ToR with key questions/topics for each programme.

recommendations from ERET in their annual planning. The reviews will comprise desk studies and field missions to verify and validate the reported achievements on a sample basis. The approach and methodology of the annual reviews and mid-term evaluation (MTE) will not significantly differ, except for the fact that the MTEs require a more strategic focus and in-depth analysis, that will also feed into the decision-making process of possible future forestry sector support by the MFA, taking into account Finland's role in the sector, Tanzanian needs, and Finnish expertise and resources. At the end of evaluation services assignment (2023) a synthesis report will be prepared that summarizes the analysis, recommendations and lessons learned throughout the ERET consultancy. Lessons learned will provide final information for the planning of possible next phases of or new Finland's forest sector support to Tanzania. Moreover, the result will inform the MFA regional departments and evaluation unit about the suitability and feasibility of this type of monitoring and evaluation system in other sectors and contexts as well.

ERET comprises a Team leader and four Experts covering the relevant expertise with respect to plantation forestry management, Community Based Forest Management (CBFM), value chain and marketing systems, and Human Rights Based Approach (HRBA) and Cross-Cutting Objectives (CCO).

1.2 ERET 2022 Assessment

The first review implemented in 2021, included a Mid-term Evaluation (MTE) of FORVAC and annual reviews of PFP2 and TOSP. Because of the COVID-19 pandemic, no field visits could be undertaken and the reviews were conducted remotely, using video conferencing tools and phone calls. This year's review (2022) involves a MTE of PFP2 and annual reviews of FORVAC and TOSP (only NFC and TTGAU as KVTC did not make use of TOSP funds). In addition, prior to the ERET review, a socio-economic assessment (SEA) of FORVAC was undertaken. The findings of the SEA provided useful information for the FORVAC review with respect to aspects of inclusion and gender equality, and the success of the programme's HRBA strategy.

The 2022 ERET data collection process in Tanzania was conducted in the months of February and March 2022. The evaluation team had consultations with key stakeholders at national, regional, district and village levels. ERET conducted Key Informant Interviews (KII), Focus Group Discussions (FGD) with beneficiaries and observations in the field. The findings were presented to the Programme Management Teams (PMT) of PFP2, FORVAC, NFC and TTGAU, MFA and the Programme Steering Committees (PSC) of FORVAC and PFP2. The draft report was prepared and submitted by the end of May 2022, following the write-up of the FORVAC Socio-Economic Assessment report in April 2022.

1.3 Structure of the report

Following this introductory section, the report comprises the following main chapters:

- Chapter 2 provides an overview of the contextual factors for the evaluation, including a description of the forestry sector in Tanzania, Finland's overall development cooperation policies and its focus in Tanzania. This is followed by a description of each programme. As there are no major changes in the context, this section is largely the same as the one included in the ERET 2022 report.
- Chapter 3 briefly discusses the approach and methodology.
- Chapter 4 provides the findings, and recommendations of the MTE of PFP2.
- Chapter 5 discusses the findings, and recommendations of the annual review of FORVAC.
- Chapter 6 presents the findings, and recommendations of the assessment of TOSP for each implementing institution e.g., New Forest Company (NFC), and Tanzania Tree Growers' Association Union (TTGAU).

2 Context of the Evaluation

This chapter has been mostly copied from the ERET 2021 report as only few changes in the context have occurred. The main difference in the Southern Highlands is the gradually changing market and value chain with increased demand for Eucalyptus for the growing veneer and plywood industry and depressed market for pine. Some changes occurred in the Tanzanian government. President Samia Suluhu Hassan was sworn in on March 19, 2021, as the United Republic of Tanzania's sixth, and first female president, following the death of President John Magufuli on March 17, 2021.

There have been contextual policy changes, i.e. (i) GN 417 is now being enforced with ERET confirming that farmers in some LGAs are submitting requests to clear new land to the District Harvesting Committee; (ii) The National Forest Policy Implementation Strategy (NFP-IS) was approved in 2021, it reiterates GoT commitment to CBFM and even includes targets for its expansion; (iii) Tanzania's Nationally Determined Contributions (NDC) of UNFCCC was approved in 2021, it reiterated GoT's commitment to PFM as a means of combating and adapting to climate changes; (iv) GoT collaborated with the private sector to develop the National Engineered Wood Sector Development Framework in 2021 that is guiding the development of markets for veneer, plywood, MDF, etc; and (v) due to Covid's impact on Tanzania's economy the MNRT budget for 2021/22 was slashed, which put pressure on both TFS and FBD.

In addition, the section on Finland's country strategy and the country programme for Tanzania were updated⁴.

2.1 Forestry sector in Tanzania

2.1.1 Country Economic Context

The economic situation in Tanzania has been largely stable since the FORVAC and PFP2 Programme Documents were finalized in 2018 and the context analysis in these reports generally still apply. However, Tanzania has experienced both achievements and shocks during the last two years. In 2018 Tanzania's economy had been growing at an average annual gross domestic product (GDP) growth rate of 7% for the preceding two years period. The per capita GDP was USD 900 in 2017. Nonetheless, Tanzania was labelled as a "low human development" country in terms of its Human Development Index (ranking 163 out of 189 countries) in 2020 (UNDP 2020) and is also in the category of Least Developed Countries (LDC) (UN CDC 2021). According to the World Bank, Tanzania's gross national income (GNI) per capita increased from USD 1,020 in 2018 to USD 1,080 in 2019, which exceeded the threshold for lower-middle income status. Thus, Tanzania is currently classified as a lower-middle income country. The upgrade for Tanzania is the product of the country's strong economic performance of over 6% real Gross Domestic Product (GDP) growth on average for the past decade (World Bank, 2021a). The variations in these figures from the World Bank, UNDP and UNDCD can be explained because are based on different criteria.

Despite the achievement of attaining lower-middle income status, more recently Tanzania's economy has been significantly challenged by the ongoing COVID-19 pandemic, especially in sectors reliant on global demand. GDP growth is expected to slow to 2.5% in 2020. Tourism, a major contributor to GDP growth, has declined significantly despite the country reopening for tourism and is expected to underperform during the peak season of July–October. Leading indicators of private domestic demand show a deceleration (World

⁴ Country strategy: <https://um.fi/documents/35732/0/finlands-country-strategy-for-tanzania-2021-2024.pdf/ed608df4-421c-5926-8de3-8b1d7221f5db?t=1624283951266>

Country programme: <https://um.fi/documents/35732/0/country-programme-for-development-cooperation-tanzania-2021-2024.pdf/8beae465-9d09-a10e-eadb-56fa390bdbb4?t=1624283993759>

Bank, 2021a). The pace of economic activity appears to have increased in recent months prompted by higher public investment, a rebound in exports, and an increase in credit to the private sector. As a result, real GDP growth is estimated to be close to 6%, with activity buoyant in the construction and mining sectors (Tanzania invest, 2021).

2.1.2 Land Tenure

In Tanzania, land can be held under Granted Rights of Occupancy (GRO) or Customary Rights of Occupancy (CRO) (URT, 1999a, 1999b), (Tenga, 2015). Village Land Act, Cap. 114 provides for the administration and governance of village land. The Village council is given the power to administer village land on behalf of all village members, who make decisions through the Village Assembly. Village land can be held customarily. A Certificate of Customary Right of Occupancy (CCRO) formalizes customary tenure. While latest data is hard to obtain, it is safe to assume that the majority of the owners of land parcels on village land are yet to be issued with CCROs (Massay, 2016).

Insecurity of land use and tenure is identified as one of the biggest hindrances in developing the rural areas of Tanzania and a constraint to progress in developing successful community-based forest enterprises in the country (Enabel, 2020a). Formal laws provide for equal rights of access to land for both women and men. However, certain customs and traditional practice have been determined to often be preventing women from exercising ownership over land.

The CCRO process is dependent on land use planning and/or spot adjudication, which are premised on a survey of village boundaries and the issuance of a certificate of village land (CVL). Land Use Planning has not happened in the majority of villages for various reasons and there is still high degree of informality and a certain amount of risk to the security of tenure for many villagers. Adherence to the Participatory Land Use Planning, Administration, and Management (PLUM) guidelines that are promulgated by the National Land Use Planning Commission (NLUPC) result in an expensive, overly technical, bureaucratic and complicated process, stemming mainly from the cost of enabling district PLUM Teams to facilitate the process at village level. Because of the process and the resultant high cost, about TZS 10 – 15 million/village, relatively few villages in Tanzania have prepared village land use plans (VLUPs). It is estimated that no more than 2,000 villages out of 12,000 registered villages in the country have prepared VLUPs (Enabel, 2020 b). Furthermore, even fewer villages reach stages 5 and 6 of the land use planning process i.e. implementation of village land administration (CCRO process) and village land management (monitoring of compliance etc.) (URT, 2011).

However, NLUPC is currently revising the PLUM guidelines. Recently, NLUPC has been promoting the use of online mapping and data collection tools, mobile applications, and remotely sensed data in undertaking land use planning, titling through issuing CCROs, and monitoring the implementation of VLUPs (Enabel, 2020 b). One such useful tool is the Mobile Application to Secure Tenure (MAST), which has been piloted in Iringa and Njombe Regions in the Southern Highlands of Tanzania, to test participatory approaches to facilitate adjudication process, capturing land parcel information, and to lower costs for the issuance of CCROs. MAST tools are relatively low technology and lead to time and cost savings when compared to the traditional approach. The cost involved in producing and issuing CCROs is a major burden for many projects and thus the adoption of MAST across the country could prove monumental.

2.1.3 Human Rights and Social Protection

Human rights and good governance are embodied in the United Republic of Tanzania (URT) Constitution 1977. Article 25 to 28 of the Constitution imposes duties on every individual to respect the rights of others and society, while Article 29 covers the rights to enjoy fundamental human rights and to enjoy the benefit accruing from the fulfilment by every person of this duty to society, as stipulated under Article 12 to 28. Consequently, the government has ratified several international human rights treaties that safeguard the

rights of all people including women, children, and people with disabilities. The signed treaties include the Convention on the Elimination of All Forms of Discrimination against Women of 1980 (CEDAW), the International Covenant on Economic, Social, and Cultural Rights of 1966, the Convention on the Rights of the Child of 1989 (CRC) and the International Covenant on Economic, Social, and Cultural Rights of 1966.

To exemplify its commitment to human rights and gender equality, the Government of Tanzania has enacted various laws, policies and procedures relating to their reinforcement and implementation. Such legislation includes the Tanzania Land Act and the Village Act 1999, the Child Act 2009, and the Persons with Disabilities Act of 2010.

Despite the ratifications and an enabling environment, research shows gaps in HR&GE compliance. The Tanzania score on the Human Development Index (HDI) is still low (UNDP, 2020):

- The HDI value for 2019 is 0.529— which put the country in the low human development category— positioning it at 163 out of 189 countries and territories.
- Inequality Human –adjusted Index (IHD) falls to 0.397, a loss of 25.0 per cent due to inequality.
- The 2019 Gender Development Index (GDI) value for women is 0.514 in contrast with 0.542 for men, resulting in a GDI value of 0.948, placing it into Group 3 (Medium Gender equality)
- The Gender Inequality Index (GII)⁵ value is 0.556, with a rank of 140 out of 162.

The Tanzania Land Act and the Village Act 1999 provides the same land rights to women and men to own and control land, yet some customary procedures and practices can require women to access land through their fathers, brothers, husbands, or other men (Afrobarometer, 2021). The Tanzania Gender Inequality Index Rank is low but has a better performance on the Global Gender Gap Index ranking 53 (UN Women, 2021). Nonetheless, prevalence of different forms of violence against women exists in Tanzania with the following magnitude:

- Lifetime Physical and Sexual Intimate Partner Violence:46.2 %
- Physical and Sexual Intimate Partner Violence in the last 12 months: 29.6 %
- Child Marriage :30.5 %
- Female Genital Mutilation/Cutting:10 %

The awareness of national disability laws and policies is low, and most national and local plans and budgets do not cover disability issues, creating implementation challenges (IDS, 2020). As a result, most persons with disabilities in Tanzania live in extreme poverty, experiencing a high unemployment rate, inadequate education provisions, poor health services and lack of access to most structures and buildings.

The National Strategy for Social Protection (NSSP) (URT, 2010) guides social protection in Tanzania. NSSP targets the vulnerable poor, including older people, Most Vulnerable Children (MVC), disabled people, and elderly-headed households with young dependents. Tanzania's Social Action Fund (TASAF) was established in 2000 to operationalize NSSP. TASAF III's implementation provides an opportunity to bring together donor and government resources into an integrated program to avoid duplication and cover a much larger proportion of the poor. TASAF III (URT, 2016) aims are as in the Box below.

⁵ The GII reflects gender-based inequalities in three dimensions – reproductive health, empowerment, and economic activity. Reproductive health is measured by maternal mortality and adolescent birth rates; empowerment is measured by the share of parliamentary seats held by women and attainment in secondary education by each gender; and economic activity is measured by the labour market participation rate for women and men.

Box 1: Aims of TASAF III

- Establish a National Safety Net incorporating transfers linked to participation in public works and adherence to conditions.
- Support community-driven interventions that enhance livelihoods and increase incomes (through community savings and investments as well as specific livelihood-enhancing grants).
- Provide targeted infrastructure development (education, health, and water) to enable service-poor communities to realize the objectives of the safety net.
- Build capacity to ensure adequate program implementation by communities, local government authorities, and the national government.

Source: TASAF III (URT 2016).

The World Bank (2016) randomized study of the TASAF funds on the health situation found differences in impacts, including reduction of sick days.⁶

Despite the support provided through TASAF, Tanzania lags behind on social protection in terms of coverage, relevant policies and guidelines, and coordination of social protection-related interventions and systems. The lack of access to social security constitutes a significant obstacle to economic and social development (ILO, 2021). Social protection plays a critical role in realizing the human right to social security for all, reducing poverty and inequality, and supporting inclusive growth by boosting human capital and productivity, supporting domestic demand, and facilitating national economies' structural transformation.

2.1.4 The role of the Forestry Sector in Economic Development

Forestry activities in the national accounts are classified as including the production of round wood for forest-based manufacturing industries as well as the extraction and gathering of wild growing, non-wood forest products (NBS, 2019). Besides the production of timber, the national accounts include forestry activities to result in products that undergo little processing, such as firewood, charcoal, wood chips and round wood used in an unprocessed form (e.g. pit-props, pulpwood etc.), adding that forestry activities are carried out in natural or planted forests. The national accounts of 2010 determined that the value of forestry activities in Tanzania was greater than the combined value of all export crops (USD 751 million for forestry as compared to USD 730 million for all export crops combined). In addition to the relative size of the forestry sector, in comparison to export crops, prices of forest products had been more stable than export crops over the previous 9-year period (MoFP, 2012).

In a 2012 study commissioned by the Tanzania Revenue Authority, forestry's contribution to GDP was estimated to be 4% (JUHUDI Development, 2012; TEITI, 2014). In 2018, the national accounts of Tanzania mainland found that the forestry sector contributed TZS 4.65 trillion to the national GDP of TZS 116.1 trillion, equivalent to 4% of total GDP (NBS, 2019). However, the economic contribution of forests to the welfare of Tanzanians goes well beyond the value of wood, charcoal, non-wood products and sequestered carbon. The indirect contribution of forests to Tanzania's tourist industry is vital and forests also provide important environmental services through the protection of water catchments and storage for hydropower. At present, the forest contribution to Tanzania's energy needs is perhaps the most important of all. All these forest inputs are basically provided as 'free goods' to the national economy and population (JUHUDI Development, 2012). As a result, there is a consensus in the sector on two things, (1) the current contribution of forestry to GDP is underestimated and thus needs to be re-calculated, and (2) there are opportunities for increasing the contribution. Recently, there have been multi-stakeholders' efforts coordinated by Tanzania National Business Council (TNBC) to develop a methodology to accurately estimate forestry contribution to the national economy.

⁶ ERET did not find other studies on the impact of TASAF on the livelihood situation of beneficiaries.

The annual consumption of wood, not to be confused with the annual wood demand, is estimated to be around 62.3 million m³ (MNRT, 2015). However, Allowable Annual Cut (AAC) from the productive forests is around 42.8 million m³ hence creating an annual wood deficit of 19.5 million m³, which is obtained from illegal harvesting in reserved forests, over-harvesting, or clearing of land for conversion to other land uses leading to forest degradation and deforestation (MNRT, 2015). The per capita wood consumption has been declining, from an average of 2 in the 1960s to a range of 1.0–1.5 in the early 2000s, suggesting continued improvements in utilization efficiency. Despite this, it is estimated that the average annual per capita wood consumption in Tanzania remains above the annual allowable cut (sustainable supply) of around 0.95 m³ per year per capita (Mnzava, 1983; Johansen 1999; Malimbwi and Zahabu, 2008; MNRT, 2015).

Wood product demand is driven largely by the construction, furniture and paper sectors. Other sectors using wood are power transmission, using eucalyptus poles and the transport sector consuming wood in the form of pallets and boxes. Wood product demand is expected to grow strongly, more than doubling in round wood equivalent (RWE) between 2013 (national consumption of 2.3 million m³ RWE) and 2035 (5.2 million m³ RWE), driven primarily by the construction sector and paper consumption as a result of economic and population growth (UNIQUE, 2017). Under the business as usual scenario, supply deficit is forecasted to increase greatly after 2025 to a gap of 3 million m³ (RWE) in 2035. The forecasted growth in demand for wood presents a unique opportunity for the sector.

Transformational changes and investments are needed for the country to plug the projected supply deficit and for the sector to contribute more to economic growth through wood-based industries, job creation, and improved trade balance. Strategic projects such as Finnish-funded PFP1, PFP2, and FORVAC as well as Gatsby Africa's Forestry Development Trust are designed to facilitate these changes in the sector and address constraints across the value chains i.e. from farm to market. The comprehensive National Forest Resources and Monitoring Assessment (NAFORMA) exercise indicated a deforestation rate in mainland Tanzania of 372,816 ha per year between 1995 and 2010. Comparison of previous estimates from the SADC Survey of 1984 (Milington and Townsend, 1989) and HTSL mapping of 1995 (Hunting Technical Services Ltd, 1997) showed that NAFORMA statistics were aligned closely with estimates of declining deforestation rates for the period 1984 – 2010. The similarity of the deforestation rates was determined to be due to the fact that the SADC, HTSL and NAFORMA data were all based on the same interpretation of satellite images. However, annual deforestation rate for the period 2002 – 2013 was recently estimated by the National Carbon Monitoring Centre, as part of calculating Tanzania's Forest Reference Emission Level (FREL, 2016). The deforestation rate under FREL was estimated at 469,420 ha/year, a figure 25.9% higher than the NAFORMA deforestation estimation. The large difference in the FREL value is attributable to the fact that the forest definition was loosened considerably compared to other forest definitions, thereby including a larger area into the calculations⁷. Because of the inconsistency in forest definition between the FREL, NAFORMA and historical FAO estimates, it has become common to not compare land cover changes across these data sets. In any event, all of these data sets include a significant level of uncertainty, which is calculated at 12.2% for the FREL data. This means that the FREL value for deforestation rate could be much closer to both the NAFORMA and historical FAO estimates. Considering the varying deforestation rates that have been estimated in Tanzania it was reasonable for the figure of 400,000 ha per annum (thus lying between the NAFORMA and FREL figures) to be referenced in the FORVAC programme document (FORVAC, 2019a). The deforestation rate figure means that while hardwood from sustainably managed natural forests and woodlands play a key role in plugging the supply gap, growth cannot be expected to come from that sub-sector since this will lead to further deforestation. The plugging of the forecasted supply gap will likely rely on plantations of fast-growing exotic species, primarily through the expanded coverage of well managed plantations from quality seedlings and improved recovery rates from using high efficiency processing technologies and diversified wood end products.

⁷ The forest definition used in the SADC Survey, HTSL mapping and FRA calculations, included a tree height minimum 5 meters. This was changed to 3 meters for the FREL interpretation, which necessarily resulted in an increased forest land area and increased gross deforestation rate estimation in the FREL data

The coverage of plantation forests in Tanzania was estimated at 325,000 ha in 2016 (UNIQUE, 2016). These plantations are dominated by pine (65%) and eucalyptus (20%). The balance is largely made up by Teak and Black Wattle. Recently, more farmers have chosen to plant eucalyptus in response to the growing peeler logs and eucalyptus pole markets (Margules Groome, 2019). The Southern Highlands of Tanzania account for a lion share of plantation coverage in the country.

In 2016, the composition of the plantation coverage was estimated as follows: 174,000 hectares (54% of the total) were owned by small and medium scale tree growers, 100,000 hectares owned Tanzania Forest Service (TFS) (31%) and 51,000 hectares owned by ‘the Big Five’⁸ (15%). The small-scale grower segment is the one segment with strong potential to make future gains in both productivity and area. This has major implications for the sector: small and medium scale tree growers typically use local low-quality seed, practice poor silviculture and practice short rotations.

Despite offering some of the most favourable growing conditions in Africa for diverse commercial forestry value chains, productivity (yield per hectare) and production is still sub-optimal, the situation that undermines the potential of the sector to create more jobs, reduce rural poverty, and contribute to the industrialization of the country. Thus, for the plantation forestry sector to realise its full potential, there have been efforts made by several stakeholders, including implementing partners of PFP1 and PFP2 to transform the sector by:

- Improving local capacities to produce and supply of improved planting materials.
- Increasing access to improved planting materials, especially by smallholders.
- Creating and improving an enabling policy and business environment to drive investments in plantations and modern processing technologies for diversified value chains.
- Increasing availability of service industry and skilled labour.

2.1.5 Forestry Policy framework

Forestry policies

The National Forest Policy of 1998, the Forest Act of 2002, as well as the National Forest and Beekeeping Programmes of 2001, are the key policy and legal frameworks, which guide the forest sector in Tanzania. Calls to review the Forest Policy, Forest Act and Forest Programme began in 2009 and have continued until recently when a process to review the policy took place during the period 2018 – 2019, culminating in a draft policy document in March 2019. The Director of Forestry and Beekeeping Division (DFBD) recently confirmed that the government, through the cabinet secretariat, had found that the current 1998 forest policy was still valid and continues to meet the objectives of the country. The DFBD was advised, that in order to be compliant with the government’s protocols, it was now best to focus efforts on the development of a Forest Policy Implementation Strategy, which had previously not existed. The Forest Policy Implementation Strategy 2021 – 2031 (FPIS) for the next 10 years has been approved and launched. The FPIS has outlined major targets which support implementation of programmes and projects on indigenous forests and plantations.

Considering the potentially enormous environmental cost due to inefficient charcoal production, a national Task Force (TF) on charcoal was established by the Minister of Natural Resources and Tourism in 2018 to assess options for addressing the challenges of charcoal production, trade, and use in Tanzania. Specifically, the TF was tasked to evaluate the sustainability of existing charcoal production models within Tanzania,

⁸ The big five refers to the industrial forest plantation companies that are located in the Southern Highlands of Tanzania. These five companies include Kilombero Valley Teak Company (KVTC), New Forest Company (NFC), Green Resources AS (GRAS), Tanzania Wattle Company (TANWAT) and Mufindi Paper Mill (MPM). Most of these companies, in addition to procuring raw material from the government’s Sao Hill Forest Reserve and private tree growers (including smallholders), have also established their own forest plantations in order to supplement raw material supplies.

identify barriers that hinder sustainability of the charcoal sub-sector, engage relevant stakeholders and to recommend policy applications towards improving the sustainability of the sub-sector. The charcoal TF report was completed in early 2019 and after presenting to the minister, the decision was made to develop a national charcoal strategy under the existing forest policy. The DFBD confirmed that a charcoal strategy in addition to a CBFM strategy is being developed in order to guide the implementation of these specific elements of the forest policy. Interestingly, the draft Forest Policy Implementation Strategy makes no reference to the CBFM strategy and makes no reference to charcoal at all. Perhaps these omissions will be dealt with during stakeholder consultations to finalize the three strategies, otherwise there exists the risk that calls for reviewing the policy will continue.

Guidelines and Regulations

The Forest Act of 2002, The CBFM Guidelines of 2007 and The Forest Harvesting Guidelines of 2007, when taken together, provide the regulatory framework for community-based forest management on village lands in Tanzania. The regulatory framework has traditionally been coherent and noteworthy because of the discretion that communities were provided in managing forest resources located on their lands. However, the enabling environment that had inspired several communities to adopt CBFM was changed when Government Notice (GN) 417 was issued in May 2019.

Under GN 417, for the first time, the Forest Management Plans of Village Land Forest Reserves were now subject to approval by the DFBD. This provision was made, although the DFBD has no mandate over village government planning, something which falls under the jurisdiction of the President’s Office Regional Administration and Local Government (PO-RALG). Furthermore, considering that in any given year, as many as 100 Forest Management Plans (FMPs) could be developed, it is questionable whether the Forest and Beekeeping Division (FBD) have the manpower and the capacity to assess these plans in any meaningful way. Under GN 417 all harvesting in Village Land Forest Reserves (VLFR) would be subject to licensing by a District Harvesting Committee (DHC), which would meet only once a year. The composition of the DHC is heavily skewed towards government appointed officers, with only village chairmen being representatives of the villagers who own the forest. During the MTE communities raised concerns about the key role TFS plays in the DHC due to TFS’ commercial interest in licensing of timber harvest in general land, which might contribute to prioritising those approvals by the DHC over the VLFR Forest Harvesting Plans (FHPs). GN 417 goes so far as to require any villager clearing land for cultivation to get approval from a forestry officer, a requirement that is unworkable across the 12,000 villages in Tanzania.

REDD+

Adoption of the Paris Agreement in December 2015 resulted in REDD+ (Reducing Emissions from Deforestation and Forest Degradation and the role of conservation, sustainable management of forests and enhancement of forest carbon stocks in developing countries) mechanisms based on result-based payment schemes being recognized under the United Nations Framework Convention on Climate Change (UNFCCC). Recognition in the Paris Agreement guaranteed that REDD+ implementation will continue beyond 2020, thereby signalling to Tanzania, which ratified the Paris Agreement in May 2018, the importance of continuing with REDD+ activities in the country.

In the lead up to the Paris Agreement, countries submitted their plans to address climate change, known as Nationally Determined Contributions (NDCs). According to the Tanzania’s NDC, the country will continue to undertake various efforts, which contribute to the global mitigation agenda, including by enhancing carbon sinks through forest conservation, afforestation and reforestation (URT, 2018).

Table 1 Tanzania's NDC forestry adaptation and mitigation actions

| Mitigation | Adaptation |
|---|--|
| Enhancing implementation of Participatory Forest Management programmes; | Enhancing efficiency in wood fuel utilization, |

| Mitigation | Adaptation |
|--|---|
| Facilitating actions to enhance contribution of the entire forest sector including Forest policies, National Forest Programmes and REDD+ related activities; | Enhancing participatory fire management. |
| Strengthen nationwide tree planting programmes and initiatives; | Enhancing forest governance and protection of forest resources. |
| Strengthen protection and conservation of natural forests to maintain ecological integrity; | Enhancing Sustainable forest management. |
| Enhance and conserve forest carbon stocks. | |

Source: URT. 2018. Nationally Determined Contributions

According to Tanzania's Nationally Determined Contributions (NDC) the country will embark on a climate resilient development pathway, and in doing so, the adaptation contributions, such as enhancing wood fuel utilization efficiency and participatory fire management, will reduce climate related disasters from 70% to 50%, and significantly reduce the impacts of spatial and temporal variability of declining rainfall, frequent droughts and floods which have long term implications to all productive sectors and ecosystems, particularly the agricultural sector. There is a need to explore how Tanzania's ratification of the Paris Agreement will allow the country to benefit from carbon markets associated with REDD+ mechanisms as a means of providing incentives for community based forest management.

Public-Private Partnership (PPP)

PPP is one of the policy instruments for driving private investments in forestry. The national PPP Policy was issued in 2009, the PPP Act was enacted in 2010 and this was followed by the PPP Act Amendment 2014 and PPP Amendment Act 2018. The PPP Regulations were issued in 2011. The Public Procurement Act (PPA 2011, Amendment 2016) provided for PPP procurement for both solicited and unsolicited proposals, until this was consolidated in the PPP Amendment Act 2018. Such policy frameworks, as well as the Forest Act No. 14 of 2002 and the Land Act of 1999, provide mechanisms for both private investors and local communities to partner with public institutions in forestry development and management Guidelines for concessions were issued by MNRT in 2006 but they have never been applied. Despite the huge potential for PPP to transform the sector (PFP 2016a & PFP 2018a), the development of PPPs and related policies have been discussed within the forestry sector in Tanzania for some time, the mechanism is yet to make inroads in the sector.

Increasingly, it is becoming clear that instead of inviting private sector actors to manage, co-manage, or lease degraded lands within existing public-owned forest reserves, new forest plantations are being established by the government in degraded areas of government natural forest reserves and in extension areas of existing government plantations. Six new plantations were established by TFS during the period of Strategic Plan II implementation from Fiscal Year 2014/15 to Fiscal Year 2017/18 in the following areas and regions (in brackets): Morogoro (Morogoro), North Ruvu (Pwani), Korogwe (Tanga), Chato-Biharamulo (Geita), Mpepo (Ruvuma), and Iyondo Msimwa (Mbeya). During this period, TFS demarcated a total area of 121,635 ha to be developed as plantations within 8 existing forest reserves. Despite the large areas demarcated, over a 3-year period, only 2,966 ha has been planted, representing just 2.4% of the entire plantation area⁹.

Based on the TFS strategy to develop their plantations on their own, without partnerships with private sector, private plantation companies may be required to enter into PPP arrangements with either local government's or village governments. PPP with local or village government will be more complex as the need for converting land classifications to obtain title deeds will result in complicated negotiations that may become politically challenging.

⁹ The figures need to be confirmed by TFS from their latest data records.

2.1.6 Challenges of the Forestry Sector Business Development

Forestry enterprises continue to be confronted by several challenges, some of which are specific to forestry and others which are cross cutting to all sectors in the economy. The major challenges are listed below:

Forest financing and investment challenges

Tree growers find that financial products available to them are not suitable for them for several reasons, including that interest rates are too high and payback periods are too short. Most loans are issued for short-term loans that cannot be serviced with income from young tree plantations alone (PFP, 2016a). On the other hand, large companies have difficulty getting financing from any source to establish greenfield plantations because the positive cash flows that could be used to serve the debt are foreseen only after a relatively long term, from 7 to 10 years (PFP, 2016a).

Financing constraints, coupled with a lack of access to new technologies and support services (e.g. spare parts, suitable financial products and lack of incentives) also negatively affect investments in developing the capacity to process forest products.

Unpredictable policy environment.

Government policies are changing continuously, and these changes often have adverse implications for businesses. For example, the policy regarding land ownership by foreign investors is being reformed to include a new requirement that the government hold 25% equity in foreign companies which own land (PFP, 2016a). This new policy, which has not been well explained to stakeholders, is viewed as an attempt by the government to nationalise the assets of foreign investors and as contrary to the Tanzania Investment Council Act (PFP, 2016a). Furthermore, the annual rent for land held on a leasehold basis has been reviewed and increased by 200% without any discussion with stakeholders. The private sector needs to be involved in revising and shaping new policies and laws which affect their operations (PFP, 2016a).

Widespread and persistent irregularity and illegality.

Tanzania faces major problems in forestry governance. Although laws and regulations are in place, their enforcement is inadequate due to the lack of resources and corruption. Forests also suffer from encroachment, theft of forest produce and fires. The government's capacity to cope with these problems is limited (PFP, 2016a). The financial profitability of timber sold from VLFRs is poor because demand is low due to large quantities of illegal timber available. Almost all hardwood timber sold on the markets is illegal. As a result, timber sold from VLFRs becomes more expensive (FORVAC, 2019a). Moreover, administratively set royalty rates are very high to timber traders and encourage many actors in the value chain to illegal and non-transparent practices to gain profits. Based on the Forest Act (2002) villages are not obliged to use governmental royalty rates but in practice, this has become a norm (FORVAC, 2019a). The business environment that results from this situation is one which is challenging for actors that attempt to follow the law. This is because lawful actors incur costs that result in their prices being raised as compared to illegal actors who incur little additional costs but benefit from full market access.

Reluctance of public institutions to allow private investments on public lands.

Proposals to allow more private sector participation in the management of state forests through long-term concessional arrangements, especially freeing up underdeveloped public lands for private investments through long-term lease have not been successful so far in Tanzania. Privatization and partnering with the private sector in managing government assets is a politically sensitive topic. The arguments for partnering with private sector to develop public lands is to harness the capital and technical capacity of the private sector to manage plantations in sustainable and profitable terms as well as market efficiency. The arguments against partnering with the private sector to develop public lands are related to potential loss of direct government revenues and reduction of employment among government employees (PFP, 2016).

Insufficient data and information

Comprehensive data on hardwoods does not exist, including present and future market demand by tree species in domestic and export markets, and lesser-known species. In addition, there are no data on the status of Village Lands Forest Reserves (VLFRs), which complicates the assessment of impact of the CBFM. Also, capacity, machinery, recovery rates and production volumes of sawmilling are poorly known. The importance of financial feasibility and profitability is not understood as a basis of investment decisions or when carrying out forest management operations; although the situation is better than for natural woodlands, currently there is not much effort put into channelling money and resources back to plantation forests to sustain future revenue flow (FORVAC, 2019a). With regards to plantations, poor access to credible data and information on the extent of plantations and volumes of growing stock by species, age, ownership, and locations also affect policy and investment decisions.

Remoteness and poor infrastructure

Infrastructure in remote areas is poorly developed and makes transportation expensive. As land continues to be scarce for forest plantation, new plantations are being established in remote areas with limited road access. Poor quality or non-existing roads and limited wet-season access is becoming a challenge in developing viable plantations (PFP2, 2018a). The remoteness of well stocked natural forests is an issue for CBFM as well. Most intact forest stands are located in inaccessible areas where harvesting has not been feasible. As a result, the resource is located in areas that are remote from markets where they are most required (FORVAC, 2019a).

Land Use Planning and Land Acquisition

Land acquisition for plantation establishment has been slow and continues to be one of the main bottlenecks for the establishment of commercial plantations by companies and urban tree growers. Investments in forestry plantations require secure land ownership (PFP2, 2018a). VLFR establishment under CBFM also involves land use planning in order to secure ownership over forest products, such as timber, Non-Wood Forest Products (NWFP)/ Non-Timber Forest Products (NTFP) and charcoal, for local communities and it can be used to set the basis for CBFM (FORVAC, 2019a). However, Land Use Planning and titling is an expensive and time intensive process that requires a great deal of community consensus.

Inadequate support and extension services

Another challenge is the availability of improved seed for decentralized commercial nurseries and improved seedlings for rural tree growers (PFP2, 2018a). Moreover, most sawmills have no support services and mechanics to maintain machines and saws. The technical training offered by FITI does not provide the hands-on skills for the sawing machine and equipment used by SMEs (PFP2, 2018a). Limited professional services are available to offer quality extension services and support establishment and management of quality plantations and woodlots. Inadequate skills are observed across plantations production and processing segments of the value chain. Neither are effective extension services available for decentralized natural forest management for the local governments, communities and the private sector (FORVAC, 2019a).

Limited availability of quality raw materials

In order to invest in primary processing technology, the supply of raw materials must be secured. This is hard to achieve because (1) quality raw materials are in inadequate supply and (2) tree growers are less organized, which complicates aggregation.

Lack of consistent standards and quality

The inconsistent standards and quality make it difficult to compete internationally in high value segments, reducing export potential for Tanzania. It also undermines investments in the production of quality wood products because the market does not reward quality sufficiently.

Absence of a stable market

A stable local demand is needed to enable investment in production and processing. Targeted government policies favouring locally produced wood products are essential to encourage investments in the production and processing. The trade balance for wood products in 2013, the most recent year for which analysed data are available, shows a deficit of 370,000 m³ (rwe), which is mainly caused by imports of paper products and wood furniture (UNIQUE, 2017). On the other hand, Tanzania is a net exporter of sawn wood (i.e. Teak) and exports respectable volumes of paper products (i.e. uncoated Kraft paper from Mufindi Paper Mill production). The share of imported wood products in domestic consumption in 2013 was considerable (UNIQUE, 2017). Tanzanian exports of wood products play only a minor role in trade. The volume of all exported wood products during 2011-2015 oscillated around 150,000 m³ (rwe), with a significant peak in 2014. In general, Tanzania shows slightly increasing export figures since 2011. Hardwood sawn wood is the most important export product followed by treated poles and posts. In 2015, veneer sheets appeared on the list of export products. However, the volume of around 3,000 m³ (rwe) is still comparatively low. Main export destinations in recent years were Kenya for poles, India and China for hardwood sawn wood, and China for veneer sheets (UNIQUE, 2017).

2.2 Finland's development cooperation policy analysis

2.2.1 Government of Finland Development Policy

According to the Finnish Government Report on Development Policy (2016) both the development policy and development cooperation are guided by the 2030 Agenda for Sustainable Development. Finland will pursue its development policy coherently to ensure that the individual policy goals listed in the Government Programme support the achievement of sustainable development. The core goal of the policy is to eradicate extreme poverty and to reduce poverty and inequality. The realisation of human rights is similarly a key goal in Finland's development policy. The aim is also to strengthen the capacity of individuals and authorities to promote human rights as well as to assure that development cooperation is not discriminatory, and people have an opportunity to participate in decision-making. This is known as the human rights-based approach (HRBA) (MFA 2016).

The values and principles of Finland and its international commitments influence the planning and implementation of all action and remain valid from one government term to the next, thus providing long-term guidelines for action. These include: democracy and the rule of law; gender equality and human rights; freedom of speech; a sustainable market economy and sustainable use of natural resources; and the Nordic welfare state, including a high level of education (MFA, 2016).

The Development Policy also stipulates that the rights of children and the most vulnerable, notably persons with disabilities, are taken account of in all activities. Similarly, the policy takes account of climate change with all activities to be geared to climate change mitigation and giving support for climate change adaptation and preparedness (MFA, 2016).

The four priority areas that are mutually supportive are applied in governing the actions (MFA, 2016). They are:

- Enhancing the rights and status of women and girls,
- Improving the economies of developing countries to ensure more jobs, livelihood opportunities and well-being,
- Democratic and better-functioning societies; and
- Increased food security and better access to water and energy; and the sustainable use of natural resources.

Present Government Development Policy

Prime Minister Marin's Government (Government of Finland 2019) decided to continue implementing the Development Policy Programme launched in 2016. Longer term principles that are applicable across parliamentary terms are under preparation.

Cross-cutting objectives

The 2016 Development Policy did not explicitly incorporate any cross-cutting objectives (CCOs). In practice, gender equality, reduction of inequalities and climate sustainability were considered as CCOs. This is reflected, for example in the Manual for Bilateral Programmes (MFA, 2016) and its update (MFA, 2018).

In 2020 MFA came up with updated guidance on CCOs to support effective implementation of the Finnish Development Policy and its cross-cutting objectives. The guideline aims to strengthen the quality and accountability of Finland's development policy by integrating human rights and the cross-cutting objectives to all relevant results management systems. The principle of "Leave No One Behind" demands that systemic discrimination and marginalization across all Sustainable Development Goals is addressed. It also calls for specific attention on discrimination based on, for example, gender, disability, age, and on increasing availability of quality disaggregated data and statistics. The principle is an integral part of the human rights based approach adopted by Finland and its cross-cutting objectives. Finland's ultimate goal is to ensure that the human rights of all people are realized (MFA, 2020).

The rights-based approach and the CCOs form the structure that links the Finnish policy priorities to the overall objectives of reduction of poverty and inequality. They also carry a direct link to the Agenda 2030 and the Paris Agreement. These objectives are (MFA, 2020):

- **Gender equality:** within a human rights framework, gender is one aspect of equality. The focus on particularly gender equality entails that specific attention needs to be paid to gendered impacts in all actions. The gendered impacts have to be looked at within the framework of human rights. The key source in the work toward gender equality is the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW) and the country and sector specific normative guidance that the Committee supervising the implementation of the convention produces. The aim of gender equality as a cross-cutting objective is to ensure that all people, regardless of their gender, can equally contribute to and benefit from development. It does so by systematically assessing and addressing gender-based discrimination.
- **Non-discrimination:** the principle lies at the heart of the human rights based approach and underlines the need to eradicate the root causes for non-realization of an individual's human rights. The aim of non-discrimination as a cross-cutting objective is to ensure that critical forms of discrimination are taken into account when interventions are planned, implemented and evaluated. Thus, in order to ensure the realization of the principle of non-discrimination, an assessment of the lack of equality in society is needed. Non-discrimination as a human rights principle that covers all forms of discrimination is an important element of Finland's human rights policy. In Development Policy the focus is on addressing the discrimination against persons with disabilities. The focus will be on mainstreaming disability inclusion specifically rather than non-discrimination broadly.
- **Climate resilience:** climate change is increasingly recognized as a human rights issue as it has huge implications for the realization of human rights. The aim of climate resilience as a cross-cutting objective is to enhance climate change adaptation, to reduce vulnerability and to strengthen the resilience of people, ecosystems and societies to climate risks and the impacts of climate change. Climate resilience is one aspect of overall resilience that is affected, besides climate change, by multiple other factors, e.g. environmental degradation, economic shocks, conflicts and pandemics.
- **Low emission development:** the aim of low emission development as a cross-cutting objective is to mitigate climate change and to facilitate the transition to low emission development, and soon after to

climate neutrality, that minimizes greenhouse gas emissions and enhances sinks of greenhouse gases while taking into account wider development impacts.

In the implementation of projects, CCO mainstreaming (track one) is combined with targeted action (track two). Mainstreaming gender equality, non-discrimination and climate change means, among others, that these CCOs are systematically addressed at country and intervention levels. Targeted action means specific programmes that are aimed at, for example, advancing the empowerment of persons with disabilities, or women, or aimed at climate change mitigation or adaptation as the main objective. The minimum standard for mainstreaming the cross-cutting objectives is that no harm is done.

Other Guidelines

MFA issued two important guidelines in 2015, namely the Guidelines on Human Rights Based Approach in Emphasis on Human Rights Based Approach (MFA, 2015a) and the Guidelines on Results Based Management (MFA, 2015b) which are reflected in the 2016 Development Policy and in the subsequent guidelines and manuals. These guidelines reflect the importance that MFA places in the improvement of the effectiveness of development cooperation and in the application of human rights based approach in Finnish development cooperation.

In 2020, MFA published Results Matrices for each of the four priority areas of the Development Policy. For each priority area expected impact, several outcomes and outputs are identified. This is followed up by a number of assumptions and aggregate indicators that are identified for each Theory of Change (from outcome to impact, from outputs to outcome and from inputs to outputs). Aggregate indicators were developed to support the theories of change and cover the various outcomes. Information about outcomes is collected through them from various programmes (MFA, 2020a).

The Theory of Change for Priority Area 4 Climate and natural resources is as follows (MFA, 2020a):

- Impact: Climate resilience and low greenhouse gas emissions development are promoted by sustainable use of natural resources (Sustainable Development Goals – SDGs 1, 2, 6, 7, 11, 12, 13 and 15)
- Five interlinked outcomes one of which is Outcome 1 Forests and biodiversity: All people benefit increasingly from clean environment and healthy ecosystems, conservation, sustainable management and use of renewable natural resources, such as forests and water bodies (SDG 12.2, 15.1, 15.2, 15.3, 15.5, supports also SDG 6.5, 13.1, 13.3, 15.9).

For Outcome 1 four outputs identified, as follows:

- Forests, watersheds and biodiversity increasingly under conservation and/or participatory, sustainable, and integrated management (SDG 15.1, 15.2, 15.3)
- Smallholder farmers' and Small and medium-sized enterprises' (SME) possibilities to participate in inclusive and gender-sensitive value chains have increased
- All stakeholders have access to improved forest and land resource data
- Promoting Integrated Water Resources Management, including in transboundary waters
- Policy Influencing: Enhanced global environmental governance, increased land tenure security, including through multilateral environmental agreement

Among the four outcomes of the Theory of Change for Priority Area 2. Sustainable economies and decent work are (MFA, 2020a):

- Outcome 1: Increased number of people, especially women, youth and those in vulnerable situations, have their right to decent work, livelihoods and income fulfilled (SDG1, T4). Among the outputs are: 1. All people, especially women and persons with disabilities, are aware of their

rights to decent work, social protection and income, and these rights are realized, and 2. Improved livelihood opportunities created for rural and urban poor (SDG 10, T1)

- Outcome 2: The private sector grows, is responsible and supports sustainable development (SDG 8, T2). Among the outputs are: 2. Enterprises operating in developing countries create employment, livelihoods and income, and provide goods and services targeting poor people. (SDG 8, T2; SDG5, T5), 3. Micro, small and medium-sized enterprises, and especially women entrepreneurs, have improved access to support services and finance that enhance their business practices and innovations and help integrate into value chains (SDG8, T3; SDG9, T3), and 4. Education and research institutes and the private sector have better capabilities and know-how to advance sustainable development and to co-create innovations (incl. those enhance climate resilient and low emission development) (SDG 9, T5)

2.3 Finland’s development cooperation in Tanzania

Finland and Tanzania have a long history of cooperation in the forestry sector. The three programmes that were assessed by ERET build on lessons learnt from earlier support that was provided to the National Forest and Beekeeping Programme (NFBKP II, 2013–2016), Lindi and Mtwara Agribusiness Support (LIMAS, 2010–2016), and Private Forestry Programme (PFP, 2014–2018).

Finland’s Country Strategy for Tanzania (2016-19) had two impact areas: Improved performance of the public sector and Increased employment and livelihoods. An understanding that good governance and an efficient and accountable public sector are vital to the sustainable development of any nation provides the justification for impact area 1. The impact area 2 addressed the urgent need to create jobs and livelihoods for the growing population. The expected impacts, outcomes and outputs of the Country Strategy are presented in the following table (MFA, 2017).

Table 2 Impact areas, outcomes and outputs Finland’s Country Strategy for Tanzania (MFA 2017)

| Impact | Outcome | Outputs |
|---|--|--|
| Impact 1. Improved performance of the public sector | Outcome 1.1. More efficient and accountable public financial management | Improved revenue management Strengthened capacity of oversight institutions |
| | Outcome 1.2. More accountable and inclusive public policy-making | Improved leadership Improved capacities of civil society to hold the government accountable |
| Impact 2. Increased employment and livelihoods | Outcome 2.1. Enabling environment for business and livelihoods enhanced | Increased access to innovation finance Increased access to skills development Strengthened forest management |
| | Outcome 2.2. Competitive and responsible businesses and value chains created | Innovative products and services contributing to Tanzanian society Forest resource base widened and inclusive products New Finnish-Tanzanian business/institutional partnerships facilitated |

Source: MFA 2017

In May 2021, the MFA published “Finland’s country strategy for Tanzania 2021-2024” (MFA, 2021)¹⁰. According to the new strategy, “during the period of 2021-2024 Finland will work towards reaching the following strategic goals:

- 1. Finland promotes democracy, human rights and gender equality,
- 2. Finland advances stability and sustainable development by contributing, to poverty alleviation, promotion of livelihoods and climate resilience,
- 3. Finland aims to strengthen inclusive and sustainable growth and employment creation by engaging in trade promotion and supporting the business environment”.

Following the country strategy, “Cooperation in forestry will continue, but with a stronger attention to climate resilience.” More precisely the country strategy states that “Finland will continue bilateral development cooperation efforts to improve livelihoods and climate resilience in rural communities through sustainable management and efficient use of existing forest resources and establishing new forests where there are none. For ensuring environmental and social sustainability, Finland will support participatory land-use planning processes that secure a balanced allocation of land for different purposes. Finland will also support education in the forestry sector as well as grassroots innovation.”

Moreover, under the third strategic goal, forestry was identified as one potential area for trade. Recognizing that “synergies between development cooperation and trade promotion can be found especially in the forestry sector.”

The country programme was also published around the same time and replaced the previous country strategy, guiding the development cooperation¹¹.

2.4 Overview of programmes to be evaluated

2.4.1 FORVAC

The Forestry and Value Chain Development Programme (FORVAC) aims at contributing to increased economic, social and environmental benefits from forests and woodlands, and reduced deforestation. The Programme supports commercialization and improvement of the value chains together with the private sector, local communities and non-governmental organisations (NGOs) under a Community Based Forest Management (CBFM) regime. After the recommendation of ERET (2021) the four-year programme (7/2018 - 6/2022) was granted a two-year extension.

FORVAC aims at strengthening community-based forest management towards sustainable utilisation of forest resources and development of forestry value chains. The programme also focuses on strengthening the institutional framework and enabling environment for the private sector stakeholders to manage and utilise natural forest sustainably. Adoption of a market-driven value chain approach is at the core of the programme as is linking up with business development providers and private sector.

The implementing agency is the Forest and Beekeeping Division (FBD) of the Ministry for National Resources and Tourism (MNRT). The Programme works in close cooperation with Tanzania Forest Service (TFS) and the President’s Office Regional Administration and Local Government (PO-RALG). Technical assistance is provided by a consortium of Finnish Consulting Group (FCG) International and FCG Sweden.

¹⁰ Country strategy: <https://um.fi/documents/35732/0/finlands-country-strategy-for-tanzania-2021-2024.pdf/ed608df4-421c-5926-8de3-8b1d7221f5db?t=1624283951266>

¹¹ Country programme: <https://um.fi/documents/35732/0/country-programme-for-development-cooperation-tanzania-2021-2024.pdf/8beae465-9d09-a10e-eadb-56fa390bdbb4?t=1624283993759>

The decision-making system of FORVAC includes a Supervisory Board (SB), the Steering Committee (SC) and the Programme Management Team (PMT). At local level coordination arrangements are managed by the Cluster Coordinator in the respective regions/clusters in close collaboration with District Councils, through appointed officers, and Village Councils, through Village Natural Resources Committees (VNRC).

In the first four years the Programme was implemented in three clusters in five regions:

- Tanga cluster, covering Handeni and Kilindi Districts in Tanga Region, the District of Mpwapwa located in Dodoma Region and Suledo Community Forest in Kiteto District of Manyara Region;
- Lindi cluster, covering Liwale, Ruangwa and Nachingwea Districts; and
- Ruvuma cluster: covering Namtumbo, Tunduru, Songea, Mbinga and Nyasa Districts).

But for the extension period the main focus is put on Lindi cluster and Ruvuma cluster. The programme is funded by the Government of Finland (9.95 million Euros) and the GoT (200,000 Euros).

Table 3 Factsheet FORVAC

| | |
|---|---|
| Programme title: | Forestry and Value Chains Development (FORVAC) |
| Sub-sectors: | Forestry Development; Private Sector Development |
| Geographical coverage: | <p>Tanzania – Institutional development component nationwide</p> <p><u>Original coverage 2018</u>: 8 districts in 3 regions (Tanga cluster: Handeni and Kilindi; Lindi cluster: Liwale, Ruangwa and Nachingwea; Ruvuma cluster: Namtumbo, Mbinga and Songea Districts); Headquarters in Dar es Salaam</p> <p><u>Annual Workplan 7/2019-6/2020</u>: 10 districts in 4 regions (Tanga cluster: Handeni and Kilindi in Tanga region and Mpwapwa in Dodoma region; Lindi cluster: Liwale, Ruangwa and Nachingwea; Ruvuma cluster: Namtumbo, Mbinga, Songea and Nyasa Districts); Headquarters in Dodoma.</p> <p><u>Annual Workplans 7/2020-6/2021 and 7/2021-6/2022</u>: 12 districts in 5 regions (Tanga cluster: Handeni and Kilindi in Tanga region and Mpwapwa in Dodoma region and Suledo Community Forest in Kiteto District in Manyara region; Lindi cluster: Liwale, Ruangwa and Nachingwea; Ruvuma cluster: Namtumbo, Mbinga, Songea, Nyasa and Tunduru Districts); Headquarters in Dodoma</p> <p><u>Extension phase 7/2022-7/2024</u>: 8 districts in Lindi (Liwale, Ruangwa and Nachingwea) and Ruvuma (Namtumbo, Mbinga, Songea, Nyasa and Tunduru) clusters (regions); limited operations in Kilindi and Handeni Districts in Tanga region</p> |
| Duration: | Four years (7/2018–7/2022); Extension phase: (7/2022-7/2024) |
| Programme financing: | <p>Government of Finland € 9.95 million + € 4,200,000 (extension phase 2022-2024)</p> <p>Government of Tanzania in kind contribution (salaries, operating expenses and office space) € 200,000</p> <p>Programme Total Budget € 14,350,000</p> |
| Competent authorities: | Ministry for Foreign Affairs, Finland and Ministry of Natural Resources and Tourism, Tanzania |
| Impact: | Increased economic, social and environmental benefits from forests and woodlands, and reduced deforestation |
| Results of the Programme (revised for extension period) | Expected outcome: Sustainably managed forests and forest-based enterprises generating income for community members and revenue for community social services. |

| | |
|--|--|
| | <p>Output 1: Sustainable Forest Management mechanisms established, forest-based Value Chains developed and Private Sector Involvement in the forest sector increased.</p> <p>Output 2: Stakeholder capacity on CBFM and forestry value chain development enhanced.</p> <p>Output 3: Functional extension, communication, monitoring systems and Management Information System in place.</p> <p>Output 4: Legal and policy frameworks for CBFM and forest value chains strengthened</p> |
|--|--|

Source: FORVAC April 2019, FORVAC November 2021

Figure 1 Programme Area FORVAC



Source: FORVAC April 2019

The FORVAC builds on the activities, experiences and lessons learned from three bilateral programs in Tanzania financed by Finland: the National Forest and Beekeeping programme (NFBKP II, 2013–2016), the Lindi and Mtwara Agribusiness Support (LIMAS, 2010–2016), and the Private Forestry Programme (FPF, 2014–2019).

NFBKP II and LIMAS worked under the Community-Based Forest Management (CBFM) regime to advance sustainable forest management and generate income and employment to communities from declared Village Land Forest Reserves (VLFR). The Private Forestry Programme worked in plantation forests but created valuable experiences to share in value chain development, mobilization of rural communities for economic activities, and developing training and extension services for small-scale forest enterprises.

The Programme document (PD) mentions various reasons for the launching of the FORVAC programme. The NFBKP II and LIMAS projects showed that the basic opportunities for financially viable, as well as, socially and environmentally sustainable Community-Based Forest Management are well in place in Tanzania and the market demand for the most desired timber species is very high. However, communities

face many obstacles, which hinder unlocking the business potential available from VLFRs. Financial feasibility and profitability of timber sold from VLFRs is generally low. Apart from the pricing system and competition from illegal logging, communities often lack adequate market/value chain knowledge and business strategies and skills for increasing local capture of forest value. Very little value addition is created at village level, mostly through pit-sawing with wasteful resource use and very meagre profits. Weaknesses of an enabling framework include non-harmonized legal and policy framework, weak governance and law enforcement on illegal logging, inadequate monitoring systems and poor data availability, and weak extension mechanisms, contributing to low private sector involvement (FORVAC 2019a, FORVAC 2021).

In order to address those challenges, the programme focuses on interventions that are expected to contribute to the achievement of the programme's outcome¹²: *Sustainably managed forests and forest-based enterprises generating income for community members and revenue for community social services*. The following four outputs and main interventions, modified for the extension phase are listed in the Programme document (PD):

Output 1: Sustainable Forest Management mechanisms established, forest-based Value Chains developed and Private Sector Involvement in the forest sector increased.

The interventions under this output focus on (i) the establishment and mobilization of Village Land Forest Reserves (VLFR), which also includes land use planning and development of forest management plans, and (ii) support to the development of forest value chains. FORVAC support is addressed to producer groups within target villages as well as responsible private sector involvement.

Output 2: Stakeholder capacity on CBFM and forest value chain development enhanced .

FORVAC aims at strengthening institutional and management capacities at all levels to plan, support, manage and monitor CBFM and forest value chains development, and especially of Village Councils and VNRCs. The programme also intends to incorporate forest products value chains/market system and business development skills in curricula of relevant training institutes.

Output 3: Extension, communication, and monitoring systems developed.

Under this output the programme aims at enhancing extension and communication services and supporting monitoring systems and Management Information Systems (MIS).

Output 4: Legal and policy frameworks for CBFM and forest value chains strengthened.

The programme provides support to improved policy and regulatory framework for forest value chain development, and for forest law enforcement, forest governance and trade of legally sourced timber.

The programme started with the Inception period from July 2018 to February 2019, had a bridging period from March to June 2019 when the team leader was replaced, and started full implementation from July 2019. From July 2022 an extension phase will start for a period of two years.

2.4.2 PFP2

The Participatory Plantation Forestry Programme (PFP2) comprises the second phase of a conceived sixteen-year intervention to be delivered in four phases focusing primarily on the Southern Highlands – eight districts in three regions: Iringa (Mufindi and Kilolo), Njombe (Makete, Njombe TC, Njombe DC, Ludewa, Wang'ing'ombe) and Ruvuma (Madaba). PFP2 is a four-year programme (11/2019-11/2023) that aims at promoting sustainable and inclusive private forestry that contributes to Tanzania's economic growth and alleviates poverty. PFP2 follows on the first phase, then called the Private Forestry Programme (PFP), which started in January 2014. It was eventually extended to 30 April 2019 that was followed by a two-month bridging phase and an additional four-month continuation that took it up to 31 October 2019. The PFP2

¹² For the extension phase the Results Based Management Framework was revised and the original outcome and outputs formulations were modified. In this report we will refer to the modified version.

started with the inception phase on 1 November 2019 and actual implementation started from July 2020 (overlapping with inception phase activities).

The implementing agency is the Forest and Beekeeping Division (FBD) of the Ministry for National Resources and Tourism (MNRT). Technical assistance is provided by a consortium of Indufor and NIRAS.

The decision-making system includes a Supervisory Board (SB), the Programme Steering Committee (PSC) and the Programme Management Team (PMT). At local level coordination arrangements are managed by Forest Industry Cluster Development Coordinators in close collaboration with district councils in three territorial clusters in Njombe, Makete and Mafinga/Mufindi.

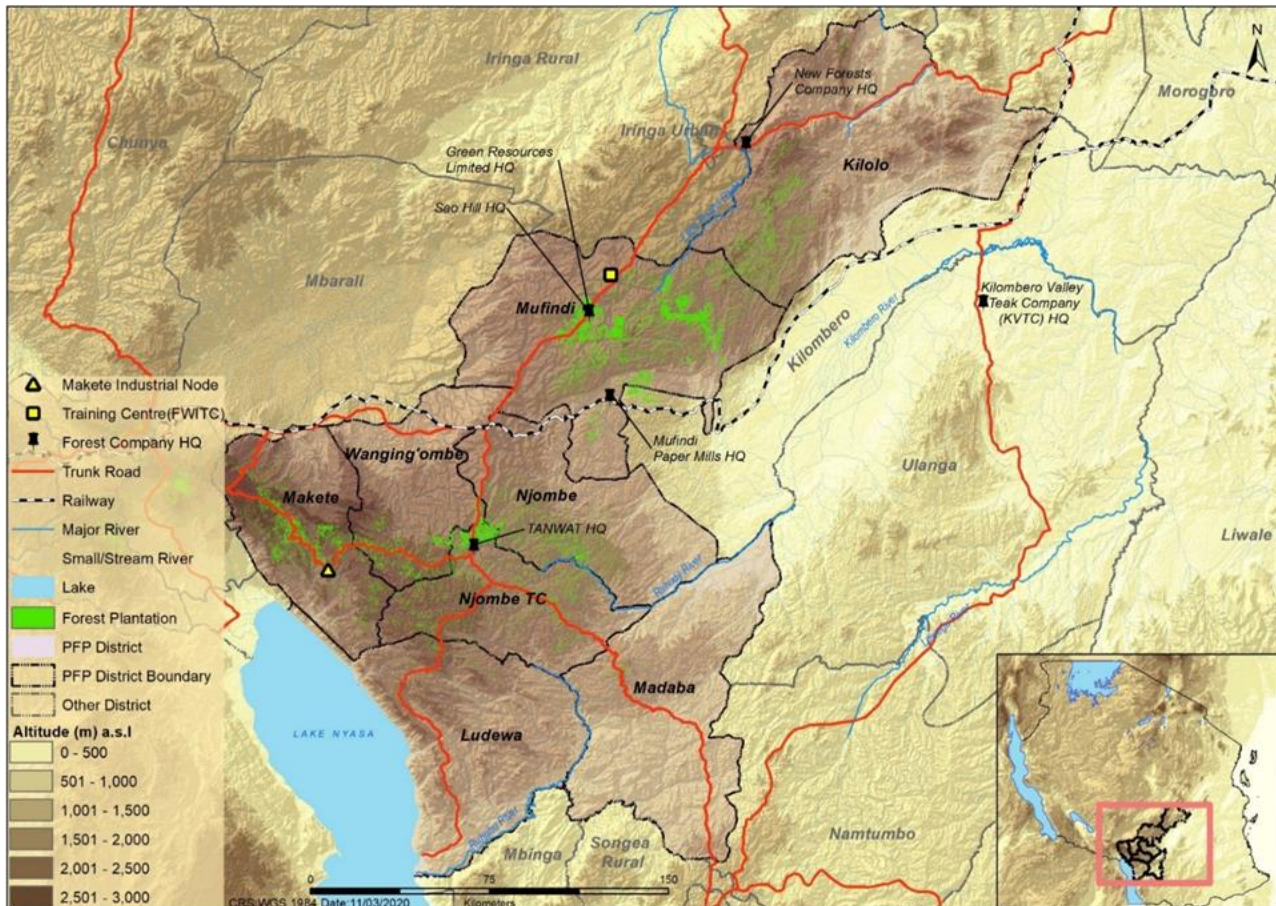
Table 4 Factsheet PFP2

| | |
|-------------------------------------|--|
| Programme title: | Participatory Plantation Forestry Programme Phase 2 (PFP2) |
| Sub-sectors: | Forestry, private sector development, wood industries, SME development |
| Expected impact: | Sustainable and inclusive plantation forestry that contributes to Tanzania's economic growth and poverty alleviation |
| Programme Outcome: | A socially sensitive, environmentally sustainable, financially profitable private forestry sector, including tree growers, SMEs as well as their organisations and service providers, exists in the Southern Highlands of Tanzania |
| Geographical coverage: | 8 districts in the Southern Highlands of Tanzania in three regions: Iringa (Mufindi and Kilolo), Njombe (Makete, Njombe TC, Njombe DC, Ludewa, Wang'ing'ombe) and Ruvuma (Madaba) |
| Duration: | Four years: From 1 st November 2019 to 31 st October 2023 |
| Programme financing: | GoF: EUR 9,340,000 of which technical assistance (TA) fees EUR 2,338,500 and TA reimbursables EUR 1,358,800. GoT: EUR 470,000 (in kind) |
| Competent authorities: | <ul style="list-style-type: none"> • Ministry of Natural Resources and Tourism, Tanzania • Ministry for Foreign Affairs of Finland |
| Right holders | <ul style="list-style-type: none"> • Private tree growers • Vulnerable people • Urban based tree growers • SMEs • Private forest companies • Nursery owners |
| Duty bearers | <ul style="list-style-type: none"> • Forest and Beekeeping Division (FBD)/MNRT • Tanzania Forest Service (TFS)/MNRT • Local government (Regional and district authorities) • Training institutions (FTI, FITI, FWITC) |
| Private sector organisations | <ul style="list-style-type: none"> • Tree Growers' Associations (TGAs) • Tanzania Tree Growers' Association Union (TTGAU) • SHIVIMITA (Local sawmillers association – SAFIA, – Northern Forestry Industries Association NOFIA and Urban Water and Sanitation Authority – UWASA) • Africa Forestry |
| Other stakeholders | <ul style="list-style-type: none"> • Forestry Development Trust (FDT) • Sokoine University of Agriculture (SUA) • Forestry Training Institute (FTI) • Forest Industries Training Institute (FITI) • Tanzania Forest Research Institute (TAFORI) • Worldwide Fund for nature (WWF) • We Effect • Tanzania Private Sector Foundation (TPSF) • Southern Agricultural Growth Corridor of Tanzania (SAGCOT) and its partners |

- Private secondary processing companies (e.g. sawmills, plywood industry, building and construction, carpentry)
- Service providers
- Tanzania Forest Fund

Source: PFP2 April 2019

Figure 2 Programme Area PFP2



Source: PFP2 April 2019

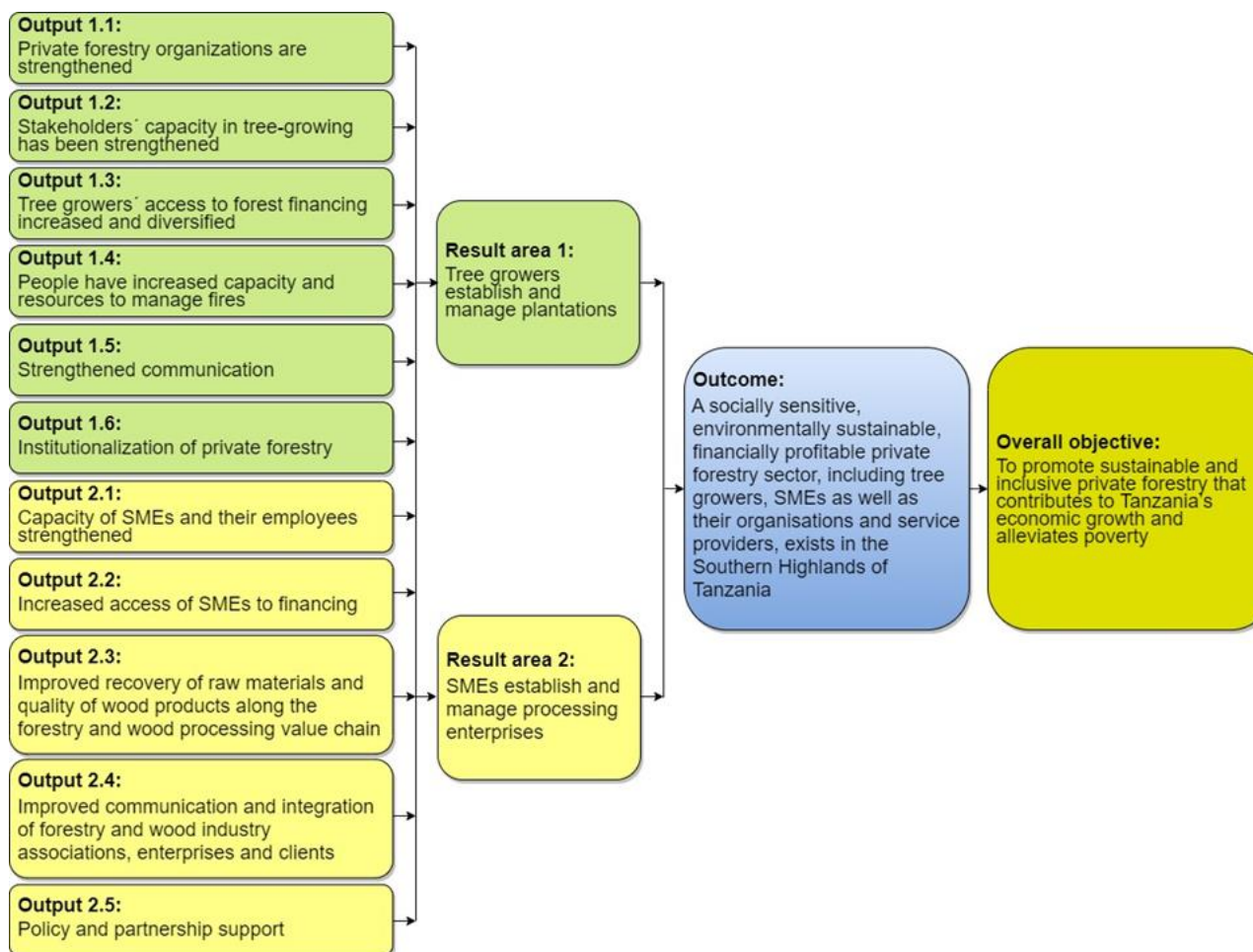
PFP2 focuses on the consolidation of the achievements of Phase 1 while taking a more people-centred approach through facilitation, communication and inclusiveness with the aim of building greater sustainability. Compared to first phase, the programme has shifted its approach from direct operations towards greater facilitation, involving and supporting existing institutions, including those that were established during PFP1, such as the Forestry and Wood Industries Training Centre (FWITC) and Tanzania Tree Growers' Association Union (TTGAU), to achieve sustainability.

PFP2 addresses the key challenges that were identified in Phase 1: security of land tenure, technical forestry and processing expertise, biodiversity, low income from timber sales to tree growers, access to improved seedlings, new technologies and finance, management of wildfires, support to vulnerable people, need for complete gender mainstreaming and meaningful participation, communication, coordination and decision-making with the participants in the forestry sector. PFP2 will focus on potential forest industry clusters and groups of forest-rich villages where improved forestry and wood processing can generate sustainable poverty reduction in the short and medium term for smallholders and SMEs.

The intended outcome of PFP2 is a socially sensitive, environmentally sustainable, financially profitable private forestry sector, including tree growers, SMEs as well as their organisations and service providers, exists in the Southern Highlands of Tanzania. This is expected to be achieved through 11 outputs that are

grouped into two result areas, one related to plantation development and management, and the other related to improved small and medium forest processing and business enterprises (Figure 3).

Figure 3 Results chain PFP2



Source: PFP2 April 2019

2.4.3 TOSP

TOSP is a continuation of outgrower activities carried out within PFP1. While supporting especially the income and employment of rural households in the Southern highlands area who have potential for plantation forestry, TOSP seeks also to safeguard the rights of people in vulnerable situations, primarily women and youth and support their participation in the value chain.

TOSP provides support to smallholder tree plantations via companies or other organizations in order to establish economically viable, sustainable and inclusive plantation forestry in Tanzania. Activities include all tree-growing activities, starting from site preparation and ending to thinning of the stands. The purpose is to help develop commercial tree growing and strengthen plantation forestry by smallholder tree growers as sustainable livelihoods, and hence increase wealth in the Southern Highlands of Tanzania.

TOSP funding has been granted to three companies/institutions:

- Kilombero Teak Valley Company (KVTC) – 164,351 Euros 2019–2020 (TOSP funding ended),
- New Forests Company (NFC) – 729,490 Euros 2019–2022, and
- Tanzania Tree Growers Associations Union (TTGAU) – 274,121 Euros 2019–2022).

The implementing institutions co-finance the project for at least 50%. The competent authority is MFA represented by the Embassy of Finland in Tanzania, which is responsible for guiding the project implementation based on the Act on Public Procurement and Concession Contracts, signed agreements, application documents, annual work plans and reports. MFA is a monitoring as well as an advisory and decision-making body of TOSP. At an organization or company level, there is a dedicated focal person for practical management. The focal person works closely with the administration of that particular company or organization. PFP2 was commissioned to audit the 2019/2020 and 2020/21 TOSP-supported woodlots of the implementing institutions. KVTC did not participate in the 2020/21 season and was not assessed in this report. A description of the KVTC TOSP is included in the 2021 ERET report.

TTGAU

TTGAU is an umbrella organisation of TGAs with the objective to ‘promote socio-economic benefits of smallholder tree growers for increased net income at harvest of woodlots’ (TTGAU April 2019). It was set up with the support of PFP1 to provide services and represent the interests of TGAs. Membership to TTGAU is open to registered TGAs. In March 2021 TTGAU had 146 member TGAs with 9,554 tree growers (3,078 women and 6,326 men). Apart from MFA, the TTGAU also receives support from other partners for its activities, namely FAO, WeEffect, AgriCord, local government authorities and TFS. Recently, also a business initiative “One Million Trees” has started to co-operate with TTGAU in small holder tree planting (<https://www.miljoonapuuta.fi/>).

Establishment of new plantations (woodlots) will be undertaken in 52 villages that have land use plans of which some were operating under PFP1. The aim is to improve plantations’ productivity and quality before harvesting. The project covers Iringa, Njombe and Ruvuma regions in the following districts, Mufindi, Njombe, Ludewa, Makete and Madaba.

The project intends to enable tree growers to have access to improved planting materials, advisory and extension services by creating awareness and build a show case on the interdependence of improved seeds, management practices and extended rotation age on asset value of woodlots. It also supports the organizational development of TTGAU and TGAs. For sustainability of the results, the project supported TGAs members (women, young people and men) to formulate/strengthen village savings and lending associations (VSLAs) to enhance equitable access to finance for re-investing in forestry and other alternative sources of income which will provide for household when waiting for trees to mature. But this support was stopped in 2021/22.

NFC

The company started establishing new plantations in Kilolo District in 2009 (5,000 ha) and has since 2012 supported over 1,000 outgrowers to plant over three million trees. NFC also took part in the outgrowers support programme of PFP1.

NFC targets 18 villages for the TOSP, with 800 outgrowers registered (women and young men were specifically targeted) with a total area of 1,800 ha ready for planting. The agreement included annual targets of 600 ha additional trees planted with supported trainings through Outgrowers Associations to address quality of trees, survival of trees and safety from fires and other risks. The members must have their own land, to be located close to each other to establish strategic firebreaks and ability to support each other, and not further than 10 km from the NFC plantation (to act as a buffer).

The NFC TOSP includes the following four outputs:

- Output 1: Outgrower associations established and well-functioning.
- Output 2: Outgrower associations have adopted responsible forestry management.
- Output 3: Increased afforestation through distribution of quality seedlings to outgrowers.
- Output 4: Extensive extension support provided to outgrowers.

NFC offers outgrowers a guaranteed market to buy back trees (if meeting NFC's quality criteria). Apart from pine and eucalyptus, the project also provides fruit trees, such as avocado. Livelihoods development for tree growers and sharing of timber market information are also key to sustainability of the Outgrower program (NFC June 2020).

3 Approach, Methodology and Limitations

3.1 Approach and Operating Principles

A detailed description of the methodology and evaluation framework is included in Annex 4.

The approach is guided by the objectives and expectations as stated in the overall ToR and the specific 2022 ToR topics. The external evaluation serves both planning and decision-making needs. Although the annual reviews of FORVAC and TOSP are based on a similar approach as the MTE of PFP2, more effort and time was spent on the data collection of PFP2, focusing on key areas that are of specific strategic relevance and provide recommendations for the next programmatic phase.

The following operating principles were applied: (i) Utilisation-focused evaluation (practical but also strategic), (ii) Human rights and gender sensitive, (iii) Objective, impartial but also participatory, consultative and inclusive, (iv) Flexibility, (v) Context sensitive, (vi) Theory based evaluation, (vii) Triangulation and (viii) Taking advantage of existing data sets, evaluation reports¹³ and M&E records.

3.2 Analytical framework

Consistent with the ToR, the analysis covered the OECD/DAC evaluation criteria:

- **Relevance** refers to the extent to which the objectives of the programme are consistent with the beneficiaries' needs, country priorities and Tanzania's and Finland's policies.
- **Coherence** refers to both internal and external coherence of the different programmes, their approaches, methods, goals and implementation.
- **Efficiency** describes how well the various activities have transformed the available resources into the intended results in terms of quality, quantity and timeliness. Furthermore, the management and administrative arrangements are analysed as well as the role of the Steering Committee and whether the committee is optimally being used for decision-making.
- **Effectiveness** comprises the analysis of whether and to what extent the programme outputs and direct effects have furthered the achievement of the programme purpose (outcome) or are expected to do so in the future.
- **Impact** focuses on the extent to which the programme has succeeded in contributing to its wider, overall objective, i.e. impact for its final beneficiaries, including human rights and gender equality, reduction of inequalities and promotion of climate resilience and low emission development¹⁴. The review of impact covers intended and unintended, positive and negative impacts.
- **Sustainability** refers to the likely continuation of the programme achievements. The sustainability of programme interventions in terms of their effect on environment will also be assessed. Other important aspects are ownership/commitment, institutional, socio-economic and technical aspects, financial considerations, and governance/enabling environment.

The assessment of most criteria integrated aspects of HRBA and CCOs including gender equality, climate resilience and low emission development.

¹³ Including other MFA evaluations commissioned in the sector, including Talvela & Mikkolainen. (2019). Tanzania country case study. Evaluation of the Agriculture, Rural Development and Forest Sector (ARDF); Laaksonen et al. (2021). Tanzania country case study. Evaluation of Economic Development, Job Creation and Livelihoods

¹⁴ This includes the conservation and enhancement of sinks and reservoirs of greenhouse gases.

For the 2022 assessments it was agreed that ERET should prioritise the areas that are most pertinent as this stage of implementation, i.e. efficiency, effectiveness and sustainability. Aspects of relevance and coherence will be mostly addressed with respect to changes from last year’s review. Regarding impact, it is still early and for the full assessment more in-depth data would be required. For this review the aspects of impact have been excluded from the analysis.

Table 5 summarises the key topics that guided the evaluation. The evaluation framework included in Annex 3 also integrates specific questions.

Table 5 Key questions of the evaluation

| Evaluation criteria | Topics |
|---------------------|--|
| Relevance | 1. Alignment- and responsiveness to development objectives/priorities of the Government of Tanzania (GoT) |
| | 2. Alignment- and responsiveness to development policies of MFA Finland (including HRBA and CCOs). |
| | 3. Responsiveness to conditions and needs of the beneficiaries. |
| | 4. Adequacy of design, strategizing the objectives and issues logically in the intervention approach. |
| Coherence | 5. Coherence with country programme (internal coherence) and with other initiatives/ policies (external coherence) |
| Efficiency | 6. Progress against work plan target and time schedule (implementation progress). |
| | 7. Cost-effectiveness |
| | 8. Management, including M&E |
| Effectiveness | 9. Quality of results, achievement, achievement of intermediate outcomes and adoption of good practices |
| | 10. Achievement of outcomes |
| Sustainability | 11. Sustainability of results and approach |
| Impact | 12. Impact (preliminary analysis) |

3.3 Methodology

3.3.1 Data sources and data collection methods

An appropriate mix of qualitative and quantitative methods and tools was used to gather and analyse primary and secondary data. Most quantitative data derived from the programme records and M&E systems.

The following data collection methods/tools were used:



Documentary review. A desk study of main documents and other materials (such as relevant evaluation reports) was undertaken before the start of the annual review and MTE, but also during the actual data collection process.



Key Informant Interviews (KII) and meetings with key stakeholders. Semi-structured interviews were conducted with key respondents, including Steering Committee

members, national, regional and district government officers, service providers, and representatives from relevant public and private institutions.



Focus Group Discussions (FGD) were conducted with local government officers and beneficiaries. In consultation with the programme management teams, a representative sample of beneficiary groups and areas were selected that provided the team with the most valuable and relevant information.



Observations were undertaken during field visits to assess the quality of nurseries, woodlots, forest management and value chain activities, but also to check interactions and group dynamics. With regards to training institutes observations were made on the conditions of the equipment and infrastructure.



Direct interviews with beneficiaries. In addition to FGDs, especially during field visits discussions with individual beneficiaries were conducted to obtain further information or clarifications on the implementation process and outputs.

3.3.2 Data recording and analysis

The information provided through the consultations were recorded by the team members. Key questions/topics were prepared and a summary of the answers recorded while in the field. Field notes were prepared and put on a Google Drive that could be accessed by all team members.

For efficiency purposes, the team split up for some of the field visits and worked in pairs of two experts (one Tanzanian and the other international).

Based on M&E data provided by the programmes and the field observations further analysis was done to validate the reported achievements.

3.4 Limitations

Due to reduced risks of the COVID-19 virus transmission, the evaluation team was able to travel in Tanzania and visit beneficiary groups in their villages. This was an improvement from last year's review. However, the following limitations are likely to have affected the quality of the evaluation:

- Limited available time for conducting the reviews of the three programmes, covering four 'projects':
 - The time for preparation and review of documents prior to the field visits was very short. In addition, some documents were provided very late, even when the team was already involved in the implementation of field visits.
 - The major challenge has been limited time for conducting the field work, covering a large geographic area of the three programmes that required substantial travel. Although the team split up whenever possible to cover more ground, there were still challenges in preparing field notes and findings due to long days in the field and time needed for travel.
- The implementation of the field work coincided with the start of the rainy season and some areas were not accessible due to heavy rains¹⁵. Apart from the difficulties encountered during travelling, it also resulted in a bias in the selected villages as some initially sampled places in more remote or

¹⁵ Although it is understood that the timing of the ERET exercise is determined by the need to inform the annual plans of the various programmes, possibly alternatives could be looked at for next year's review to avoid a too intensive exercise covering all programmes at once during a short period that is not conducive for travelling.

inaccessible areas could not be reached. In addition, the team could not visit forest areas (VLFRs, TGA fields) in some villages.

- The data collection process of the SEA of FORVAC had just finished when the ERET reviews started, and the preparation of the SEA report coincided with the ERET field work. As the ERET team leader was also responsible for the delivery of the SEA report¹⁶, the start of the ERET report preparation was delayed.

¹⁶ He also got sick from Covid-19 just after returning home.

4 Findings and recommendations of the Mid-Term Evaluation of PFP2

4.1 Findings

4.1.1 Relevance

The findings of the ERET 2021 report on PFP2's relevance are still valid and are summarised hereafter. The main focus of this section is on changes in the design and areas that were specifically highlighted in the ToR with respect to the HRBA and climate resilience and low carbon development.

Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.

Finding 2: PFP2 has taken important steps to improve inclusion and non-discrimination. The updated Human rights-based approach (HRBA) strategy is an improvement, which has contributed to increased women's involvement in TGAs and in leadership positions. Women, youth and disabled groups are assisted to apply for the LGA loans and women are represented to varying degrees in all trainings. However, despite their increased involvement, women still play a limited role in decision-making. The HRBA operationalisation strategy, especially for rights claiming of People in Vulnerable Positions (PiVP) is still general and it proves difficult to involve PiVP. The evaluation shows that PFP2 can be human rights progressive, but it needs commitment by all implementors and continuous adaptive management.

Finding 3: Through the support to various measures such as tree planting for a longer rotation cycle, fire management, diversification of species of better provenance, land use planning and improved recovery of raw materials, PFP2 contributes to building climate resilience among the tree growers and increase above ground carbon sequestration.

Finding 4: The programme is responsive to the conditions and needs of the beneficiaries in the Southern Highlands.

Finding 5: The overall design, based on the lessons learned from PFP1 is logical with a focus on improvement of existing smallholder plantations and the involvement of local government in the implementation. The relationship with the Tanzania Tree Growers' Association Union (TTGAU), combining the provision of technical support to TTGAU, using them as a Service Provider and also evaluating their performance on outgrower woodlot establishment, is complex and the activities can create a conflict of interest. The results-based management framework (RBMF) has been improved, but there are still a few concerns.

Alignment and responsiveness to development objectives and priorities of the Government of Tanzania

The programme remains well aligned with the Tanzanian national policies and priorities by focusing on poverty reduction and job creation through the development of the forestry sector. The focus on smallholder plantation forestry and small entrepreneurs is highly relevant as smallholders own the largest plantation area and small and medium-sized enterprises (SMEs) are the main producers of sawn wood in the Southern Highlands, though mostly through inefficient processes, resulting in low-quality products. The programme's focus on improved silvicultural practices and wood processing technologies is therefore highly relevant.

In addition, forest value chains are based on few tree species of unknown provenance. It is in the government's interest that the source base of plantation forestry is diversified and widened with different species and provenance to avoid a risk of losing large areas of plantations in case of disease. The support provided to the seed orchards is considered highly relevant by national stakeholders.

The programme's approach, strengthening the capacity of local government and assisting them in providing extension, is also relevant. Challenges remain with respect to the enabling conditions, such as low reinvestment of districts in forestry extension and the issue of taxes.

There are also challenges with respect to the context and enabling environment, including the following:

- The market of the timber business and industry is gradually changing with respect to products (vener), prices and preferred species (eucalypts). This might reduce the marketing opportunities and expected return on investment for many of the pine tree-growers.
- The district governments of Mufindi, Mafinga, Kilolo, Makete, Njombe town council, Njombe district council, Ludewa, and Wang'ing'ombe are largely financed by taxing forestry, yet their reinvestment in commercial forestry extension appears suboptimal. In addition, impromptu taxes are imposed. There has been some effort to harmonise the CESS taxes though in some areas.

Alignment and responsiveness to development objectives and priorities of the Government of Finland

PFP2 is also well aligned with and responsive to the development objectives and priorities of the Government of Finland. The programme aims at applying a human rights progressive approach and is relevant to climate change mitigation and adaptation. However, in the 2021 evaluation, questions were raised on the HRBA strategy and definition and identification of PiVP, and on the implications of the programme on environmental concerns related to climate change adaptation and mitigation. These two aspects were specifically integrated in this year's ToR and are therefore discussed in greater detail below.

HRBA

PFP2's HRBA emphasises inclusive, participatory and non-discriminatory processes which are transparent and enhance accountability (revised Programme Document). The project strives to enhance the capacities of rights-holders, duty-bearers and, when relevant, other responsible actors.

PFP2 attempts to be human rights progressive, aiming to mainstream and contribute concretely and directly to the realization of human rights. According to the project document, the implementation of HRBA into the day-to-day development work of PFP2 also complements the objective of Do-No-Harm. This means that the efforts to achieve the overall impact of the programme should not cause unacceptable harm and human rights violations.

PFP2 undertook a Human Rights and Gender Situation Assessment (HRGSA) in 45 project villages in Mafinga, Makete and Njombe clusters to complement earlier work which had been done in October 2020 solely in Makete District. The assessment confirmed the importance of forestry for income generation; finding that three quarters of households in the project area are involved in tree-growing. The study also revealed the existence of disparities in the forestry value chain. The involvement of women, female youths and women in vulnerable positions (WiVP) is not equal to men with regards to access to land and involvement and participation in the forestry value chain. Land is already scarce in many villages, which makes further distribution of land to women more difficult. Men tend to dominate the value chain while women feature only in some low-paying nodes such as timber collection, nursery labour, and charcoal production. The study also revealed the poor state of occupational health and safety among forestry workers in the assessed areas. Other issues that were uncovered included the power imbalance between tree growers and buyers as well as the link between forestry and HIV/AIDS. The study found a link between timber and avocado sales, which attract women and girls (probably also men and boys) from all over Njombe Region's

villages. The social norms changing with the influx of newcomers and disparity in income also contribute to the increase in the sex trade and rates of HIV/AIDS.

The findings of the study are important, showing that there are specific areas where PFP2 should engage to improve the position of rights holders. These include access to land, involvement and participation in the forestry value chain and its governance structures by women and PiVP as well as improved occupational health and safety for forestry workers. Unfortunately, the steps suggested to be taken are still a bit vague and general, focusing on the continuous establishment and assistance to TGAs and there are very few concrete actions recommended.

The HRBA strategy that guides the operationalisation of HRBA in PFP2 (November 2021) is based on the study and it goes further to suggest strategies to address rights issues. For each group of rights-holders, issues are presented and followed up with corresponding strategies. The operationalisation is mostly well thought out, but most strategies are very general, giving all-purpose guidelines such as ‘encourage, promote the inclusion of vulnerable groups’. However, it is not clear how the promotion will be done in practice. In some cases, the strategies do not correspond to important issues, such as smallholder tree growers’ lack of alternative income or limited capacity to protect trees from fire. The HRBA assessment did not evaluate the issues related to the duty bearers, but the strategy gives some guidance and useful ideas, although, again with few concrete actions. The annual work plan 2021-22 (Table 3.2 Operationalisation of the human rights-based approach) provides more ideas for actions but does not indicate who is responsible for the operational arrangements.

PFP2 has taken important steps to improve inclusion and non-discrimination. The employment of a socio-economist and engaging her effectively in the writing of the HRBA strategy, as well as training and coaching of the staff, has ensured better dissemination of HRBA principles to the project staff. HRBA and inclusion criteria and indicators have been developed for almost all project outputs. For example, VLUP teams now include three additional PiVP (1 elderly, 1 disabled, and 1 TASAF beneficiary). HRBA principles were successfully applied by the NGO providing services (Tanzania Land Tenure Assistance, LTA) during the CCRO pilot exercise in Ibagá Village where women’s and vulnerable people’s awareness of their land rights were purposely raised. Land for PiVP was also demarcated and as the certificates were funded by the project, CCROs were affordable to everyone. The NGO collects diverse data on landowners. Consequently, around half of the CCROs were either owned by women or jointly by men and women. Also 14 vulnerable people (either disabled or TASAF-beneficiaries) were provided CCROs.

The needs of PiVP have been recognized in the HRBA strategy in terms of addressing the situation, but the claiming of rights has received less attention in the programme design and activities, although links with the district authorities have been created by the programme. LGAs provide “10% loans” (10 % of the district revenue) on a quarterly basis to three different groups of people: women, youth and disabled. PFP2 staff have assisted groups to apply these funds for forestry businesses (sawmilling, carpentry, beekeeping), with attention to women and disabled groups, and in some cases also to youth.

Gender disparities is one of the human rights issues that PFP is addressing, although reporting of gender disaggregated data is not completely mainstreamed in project progress reports. Women’s engagement in TGAs increased from a baseline value of 32% to 34% and 77 out of 221 elected leaders in TGAs were women (an increase of 7% from the baseline). Women’s involvement in TGAs and in leadership positions has increased but their participation in decision-making still appears limited.

One of the challenges has been the definition and identification of PiVP. Based on the HRGSA that was undertaken in Makete the programme has adopted the following definition:

Box 2 PFP2 definition of PiVP

PFP2 definition for vulnerable people includes those who can potentially benefit from forestry market systems but who are simultaneously more likely or liable to face severe obstacles in enjoying equal benefits due to limited access to land, power, lack of reliable source of income, poor health, disability, lack of appropriate skills, lack of social protection and limited access to resources.

This umbrella definition is applied in relation to different programme interventions to define the group of people who are in a vulnerable position in the context of that specific intervention.

In addition, the programme recognises marginalised groups who have no potential to benefit directly from the forestry market systems in order to secure the principle of do-no-harm.

Source: PFP2 revised Programme Document

However, this definition is difficult to operationalise and in practice, apart from distinguishing women and people with disabilities, PiVP are often grouped under the label ‘TASAF’ persons. However, TASAF conducts its own participatory assessment of vulnerable groups in communities, but the sub-groups may have different barriers to participating in tree planting and forestry value chains. In other parts of the PD, PiVP are further defined as those belonging to groups of elderly, people with disability or health problems, orphans, landless people, and women headed households (Annex 3 of the PD). The consistency is not very clear, which might complicate the targeting and monitoring of specific PiVP.

The evaluation shows that PFP2 can be human rights progressive, but it needs commitment by all implementors, continuous adaptive management and a specific targeted approach for PiVPs. The measures taken up so far to mainstream HRBA have improved the inclusivity, information to, and participation of community members and the transparency of the programme. PFP2 has also taken some actions to engage duty bearers and increase their awareness on people’s rights in communities and SMEs. But gaps still exist in raising awareness and supporting the advocacy capacity of rights holders and the awareness of duty bearers. Although PFP2 shows a high level of commitment, as will be further discussed in the section on effectiveness, feedback indicates that PiVP still face barriers to their participation and their inclusion.

Climate resilience and carbon forestry

The support to climate resilience is highly relevant for the Southern Highlands (Box 3).

Box 3 climate change projections for the Southern Highlands

Climate change projections in Tanzania indicate a consistent change in key climate variables, including warming from 0.5°C in 2025 up to around 4°C in 2100, with more warming over the Southwestern part of the country. Mean seasonal rainfall is projected to decrease consistently and progressively for the most parts of the country, but more significantly over the North-eastern highlands, where rainfall is projected to decrease by up to 12% in 2100. Parts of the southern highlands may, however, face decreased rainfall and this, together with increased temperatures, will affect the harvests of most common crops. There is also high risk of pests and diseases in tree species: the outbreaks could be facilitated by prolonged drought reducing the resilience of trees.

Source: ERET 2022

The revised PFP2 programme document describes how the programme is intended to work towards climate change resilience and carbon forestry. The approach and activities are in line with the nationally determined contributions (NDC) to the adaptation, in particular enhancing efficiency in wood fuel utilization, enhancing participatory fire management and enhancing sustainable forest management. They are also in line with the contributions to mitigation through the strengthening of nation-wide tree planting programmes and continued benefiting from service provisions of the sector and enhancement and conservation of forest carbon stocks. Output 1.3. of the revised programme document has an indicator of certifying a carbon forestry project in the programme Source: area and the workplan 2021-22 has the activity of establishing a carbon forestry project.

The preparatory phase of PFP, “Private forestry and carbon trading” project in 2010-11, designed draft biodiversity guidelines to be used by extension officers when providing advisory services. The programme

document suggests to update the guidelines and to train staff (including TTGAU, extension officers and village facilitators) to use them. The update was supposed to cover most recent scientific knowledge and understanding of the biodiversity issues in Southern Highlands, including different effects of climate change. It was also mentioned that besides woodlot specific-biodiversity aspects there is a need to promote biodiversity at the landscape level, to be covered through landscape planning. In general, land use planning at both village and landscape level is the primary means through which the issues of environmental sustainability and climate change adaptation could be advanced.

The programme document recognizes the susceptibility to climate change of the popular exotic, fast-growing species *Pinus patula* and *Eucalyptus grandis* and hypothesized that in several areas, species and provenance choice of seed material will have to be changed to sustain the productivity of planted forests. The programme, together with FDT, and Directorate of Tree Seed Production (DTSP) of TFS has addressed the issue by introducing more species and provenances in different growing conditions.

Ideally, village land use plans should cover all forest ecosystem services that are essential for the resilience and adaptation. Watershed management, protection of water sources and water ways, natural forests and their protection should be part of the VLUP which now tend to side-line their importance. During the field visit, the team observed continuous and recent loss of natural forests and trees, even for the sake of planting exotic trees. Usually, the VLUPs have large areas reserved for agricultural production, either shifting cultivation or the creation of permanent agricultural plots. Agriculture is inefficient and vast areas are cleared annually. This contributes to significant loss of carbon from the ecosystems.

Studies in Makete indicated that productivity (and atmospheric carbon sequestration) could be almost doubled by attention to basic silviculture prerequisites, and the expanded baseline studies confirmed that this was also true of the vast majority of 150,000 ha smallholder plantations in the Southern Highlands. PFP2 prepared a paper to lobby government to increase investment in extension services but the paper has not resulted in any further action.

The semi-annual progress report July-December 2021 compared the above-ground carbon stocks by site index and plantation age for *Pinus patula*. According to the estimates, based on the data collected for woodlot management plans, increasing rotation age from 9 to 18 years would increase mean above ground carbon by 121% from 26.3 tonnes per ha to 58.5 tonnes per ha. The amount of carbon contained in the wood products (timber for construction, furniture, poles) and its life cycle has not been estimated by the programme.

PFP2 supports the development of improved germplasm through seed orchards. According to programme estimates, improved seed should increase productivity and consequently also carbon sequestration by 10% - 20% above the current production levels.

The programme has supported charcoal and bio char production from plantation and industry waste. Charcoal production is, however, not carbon neutral although the charcoal can substitute more damaging fossil energy sources. Bio char for soil enhancement was supported by PFP2 and there is a possibility of engaging TGAs in the value chain. Until now the scale is negligible.

In addition to carbon sequestration through longer plantation cycle, fire management is the area where the programme could seriously impact carbon emissions, wood quality and institutional development at local level. The reporting period 2020-21 was particularly bad for forest fire and PFP2 supported the mobilisation of communities to prevent fire and to manage fires that do occur. Land use planning now covers also planning for fire breaks which are shown in land-use maps. District-level planning for fire management such as in Mufindi has brought together stakeholders from public and private sector and this has been encouraged by PFP2.

Output 1.3. has an indicator of certifying a carbon forestry project in the programme area and in 2021-22 the programme plans to establish a carbon forestry project. The discussions on the project are still on-going. PFP2 has taken some steps to facilitate TTGAU's participation in the proposed FFD-Hope pilot programme in Tanzania. FFD-Hope is an initiative by Finnish Agri-Agency for Food and Forest Development (FFD) to encourage or promote carbon sequestration as well as activities of smallholder tree growers to adapt,

organise and support their livelihoods. TTGAU forest extension officers and two assistant field extension workers were trained by PFP2 on forest inventory and woodlot valuation. The woodlots inventory supports an assessment of carbon sequestration which would then be used to justify receiving funds from companies who offset their emissions through this FFD-Hope mechanism. Until now FFD has only had preliminary discussions with PFP2 but nothing concrete has been planned.

It can be concluded that through the measures discussed above (tree planting for a longer rotation cycle, fire management, diversification of species of better provenance, VLUP), PFP2 has tried to build climate resilience among the tree growers and communities.

PFP2's aim is to bring thousands of smallholders' woodlots into management for higher productivity, which would contribute to above ground carbon sequestration and mitigation. Until now there is no assessment on the extent of carbon sequestered by the better managed woodlots. Improved fire management and reduced area of burned plantations will result in avoided emissions, but the quantities have not been estimated. However, it would be possible to develop a methodology for both sequestration and avoidance or to use methodologies already developed by other organizations.

Responsiveness to conditions and needs of the beneficiaries

The relevance of the programme for the beneficiaries, which were described in ERET's 2021 report have been confirmed in the MTE. PFP2's emphasis on improved silvicultural management of existing plantations is logical, given that so many smallholders are already involved in tree growing as part of their livelihood activities, however, using sub-optimal processes. Improved silvicultural practices that produce high quality timber with short rotation periods would benefit the tree-growers provided the market conditions are such that indeed the price difference and marketing opportunities would make the effort worthwhile from their perspective. While prices for pine have been depressed, marketing opportunities still exist. However, the timber business and industry is gradually changing, and especially in Mufindi there is a greater emphasis on veneer production and demand for Eucalyptus.

The programme's focus on forming and strengthening associations of tree growers is also relevant as this is expected to help the members benefit from economies of scale and increased bargaining power. The more systematic TGA strengthening approach of PFP2 as compared to the previous phase, based on the TGA guideline and milestones is expected to contribute to stronger TGAs.

The focus on SMEs is also relevant as they face many challenges that contribute to poor quality products. Their level of capital investment is very low, most do not have bank accounts, their profitability is marginal, they are using low processing and inefficient technologies with low recovery rates and leaving a lot of unused 'waste', their working conditions are poor (no work safety, no social support system for employees) and they have difficulties in marketing their low quality products. They also have problems accessing services, equipment and capital to improve their business.

The focus on extension services responding to the actual needs of smallholders and SMEs, including association formation and development, and entrepreneurship is therefore considered highly relevant.

Adequacy of design, strategizing the objectives and issues logically in the intervention approach

Overall design

The overall logic of the programme's design was already discussed in ERET's 2021 report and is still valid. PFP2 focuses on the consolidation of the achievements of PFP1 but takes a more people-centred approach through facilitation, communication and inclusiveness with the aim of building greater sustainability. The focus on three forest industry clusters (Mafinga, Njombe and Makete) is logical as these represent areas where many forest plantations and timber processing activities are concentrated.

One of the complications of the programme was that the design and implementation phases overlapped and that still many design activities, including the development of the PD and baselines were still not finalised in 2020. However, at this point of time, the design activities are completed.

One aspect, that from a design perspective is somewhat unclear, is PFP2's relationship with TTGAU. On the one hand PFP2 provides support and capacity building to TTGAU and also invites them to trainings or other events. On the other hand, TTGAU is contracted by PFP2 to provide some services for selected TGAs. Furthermore, TTGAU is one of the institutions that are involved in the seed orchards, and form part of the MoU's with TFS and FWITC ("PFP2"). And finally, PFP2 has evaluated TTGAU on their TOSP plantation performance. Although it can be argued that most of these different activities form part of PFP's mentoring role, they can easily create a conflict of interest. It is important that the relationship is very clear and that the parties clearly agree on the roles that each organisation plays.

Results Framework

The programme made some changes to their RBMF. Output 2.5 "Policy and partnership support" was removed due to lack of substance and overlap with other outputs, and indicators were modified to include more disaggregated data for the clusters and type of beneficiaries reached, with specific reference to women and PiVP. Again, with respect to PiVP, different definitions are used, including vulnerable people (or vulnerable households), female headed households and TASAF beneficiaries. Other indicators do not have specific targets for PiVP but are disaggregated by gender, age, elected/public official, disability, and vulnerability.

While the quality of the revised RBMF is much better, there are still some areas that need to be improved. Many indicators do not include targets or very general ones, such as "increased proportion of ..." without specifying the numbers or percentages needed to quantify the expected change. As the baseline values are mostly known, there are no reasons for not specifying the expected change.

In addition, the very first impact indicator refers to the area of plantation forests in the Southern Highlands, which, without further qualifications on the quality of the plantations is actually irrelevant to the approach and Theories of Change of PFP2. It would have been much easier for PFP2 to support planting at a large scale for achievement of the indicator (reflecting a large area of poor quality plantations). However, the main focus of PFP2 is to improve the silvicultural practices of smallholder tree growers so that they get higher revenues from quality timber. The impact indicator should therefore reflect the increased quantity of improved timber or wood products deriving from smallholder tree growers, i.e. the end product, not the means. The outcome should reflect the area of plantations of smallholder tree growers under good silvicultural management. This is something that could be measured at the end of the programme and reflect the level of adoption of good silvicultural practices.

The focus on plantation area has been strongly disputed by the ERET missions in PFP1 for giving a false impression of impact. For PFP2, which is not supporting the establishment of new plantations but improving existing ones, this indicator is even more irrelevant and misleading, reflecting a target of a traditional old fashioned tree planting project.

4.1.2 Coherence

Finding 6: The programme is coherent and has complementary functions with the other programmes supported by MFA, which also look at value chain aspects and improved silvicultural practices. However, there is room for strengthening some areas of common interest.

Coherence with the MFA Country Programme (internal coherence)

The findings of ERET 2021 still apply:

PFP2 has complementary functions to the other programmes supported by MFA. The thematic interlinkages with FORVAC can be summarised as follows:

- Focus on forestry value chain and private sector involvement/business development for SMEs.
- Emphasis on smallholder/community organisations and inclusiveness. Both programmes encounter challenges in reaching the most vulnerable households.
- Effective land management through participatory land use planning (VLUP) processes and ensuring land rights.
- Capacity building, technology transfer and extension delivery.
- Institutionalisation of approaches and strengthening of an enabling environment: institutions, policies, education/curricula, and improved land use planning methodologies.

At the initiative of the embassy, joint planning between PFP2 and FORVAC regarding working with the forestry education institutions took place in the spring of 2022 and there was an idea by FORVAC to train carpenters in Mafinga but this has not materialized. The issues regarding VLUPs apply for both programmes that could team up and liaise with the NLUPC and other stakeholders in addressing those aspects.

With regards to the linkage with TOSP, both programmes focus on improved plantation management, although in the case of PFP2, on existing plantations rather than new establishment. The programmes emphasise similar principles, such as the use of improved seeds and good silvicultural practices to enable the smallholder tree-growers to produce high quality trees for timber and poles.

There are common interests that could be further strengthened. However, despite the ERET 2021 recommendations, there has been no collaboration between the programmes, except for TTGAU. But as mentioned in the section on relevance, there is a risk of conflict of interest in the relationship with TTGAU. In addition, PFP2 focuses on strengthening TGAs, but apart from a specific service provision contract for 12 TGAs, TTGAU is not much involved in the TGA strengthening process and there are no specific efforts in linking the supported TGAs to TTGAU.

Coherence with other initiatives (external coherence)

PFP2 collaborates with many private and public sector institutions including government at regional, district and village levels¹⁷. The nature of collaboration varies. While some are direct stakeholders in implementation (or duty bearers), others are contracted as Service Providers. In addition, the programme participates in policy dialogue and networking platforms and for example played a role in the Iringa Forest Investment Forum. Other development partners are not much involved in supporting plantation forestry. The role of FDT has changed and there are no conflicts in development approaches.

¹⁷ Such as NLUPC, TFS/DSTP, FITI, FTI, TASAF, TTGAU, RLabs, SHIVIMITA, African Forestry, SUA, Mkaa Endelevu, SDHI, GRL, University of Finland, Finnpartnership (Leapfrog), FDT, TLTA, TAFORI, OSHA, VETA, SIDO, and others.

4.1.3 Efficiency

Finding 7: Although Makete cluster is advanced because of its earlier start, programme implementation has improved in all clusters and is satisfactory for 2021/22. The progress of result 1 appears more advanced than that of result 2. Due to delays in the first years, overall progress is still behind plans in most areas.

Finding 8: The expenditure of 2021/22 is in accordance with physical progress - 72% of the overall budget was spent at threequarters of the implementation period. At 60% of the entire programme implementation period (March 2022), 65% of the total programme budget has been used. The higher expenditure percentage can be attributed to procurement costs (96% used) and TA fees (88% used). The operational expenditure only amounts to 55% of the operational budget.

Finding 9: PFP2 has many human resources, including dedicated extension staff and also supports and collaborates with LGA staff, which has worked out very well. The programme appears well managed by the PMT although some questions are raised about the handling and communication with regards to the UTII B sawmill. The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.

Finding 10: The M&E system is well developed, but monitoring of disaggregated data reflecting PiVP appears difficult and outcome surveys have not yet been conducted. Database systems from PFP1 and PFP2 are not integrated which complicates the analysis of combined data.

Implementation progress

Last year's review confirmed that PFP2 experienced substantial delays in the start-up phase and the first year of implementation due to problems with recruitment of staff and the spread of the COVID-19 pandemic. In addition, the strategy to start in Makete forest industry cluster before extending to Mafinga and Njombe forest industry clusters contributed to a late start in the latter clusters. However, after a decision of the PSC in its third meeting (3 December 2020) to change the strategy, implementation in Mafinga and Njombe forest industry clusters was accelerated. However, the ERET 2021 report concluded that progress was still unsatisfactory. Some inception phase activities were still not finalised and at mid-way of the AWP implementation period, few activities were completed, and many others had not yet started.

The 2022 MTE shows a quite different picture. Although Makete cluster still seems advanced because of its earlier start, programme implementation has improved in all clusters. The semi-annual progress report (July-December 2021) and ERET's observations clearly indicate that the pace of implementation has picked up. Although the progress report gives an indication of achievement status for each planned activity, it is difficult to derive at an overall figure for the programme. Some activities are on track or have been completed while others lag behind. Overall, progress (e.g. implementation of activities against the plan) seems satisfactory.

The following presents an overview of the main progress reported for the various outputs (the figures are mostly based on the quarterly progress report of January-March 2022 and presentation made by PFP for ERET):

Box 4 PFP2 overview of the main progress reported for the various outputs

Output 1.1 Private forestry organisations are strengthened

In line with the 2021/22 workplan, PFP2 facilitated the establishment of 64 new TGAs, provided governance training, completed their constitution development and facilitated the election of 160 Master Tree Growers (MTG), 88 males and 72 females. The programme supports a total of 80 TGAs covering a total of 3,995 members including four institutions. Women comprise 33% of the members and PiVP 7%. 54 TGAs are registered at district level while registration at the MoHA is on-going. In addition, TTGAU completed an organisational capacity assessment and

supported another 12 TGAs. PFP2 facilitated the TTGAU annual general meeting on 15 December 2021 with the participation of 245 tree growers of 136 TGAs.

Output 1.2. Stakeholders' capacity in tree-growing has been strengthened

A proposal for securing additional funds to capacitate the forestry and wood industries training institutions (FWITC, FTI and FITI) was finalised. The programme provided forestry training to 1,373 people and further supported 16,305 tree growers through extension services (field days, workshops, etc.). The programme facilitated woodlot management planning with tree growers and 1,206 customised woodlot management plans were developed. 85 demo plots were established. 15 seed orchards and stands continued to be managed and MoUs were established. 13.39 kg of clean seeds were harvested, tested and packed.

Output 1.3. Tree growers' access to forest financing increased and diversified

8 TGAs were facilitated to develop forest-based funding proposals worth 13,900 euros (7 for nursery establishment and 1 for beekeeping) from TaFF. TZS 15 millions were provided to 31 tree growers in Mtila village by Njombe TC and 28 beehives were provided to 52 tree growers in Iboya TGA by Njombe TC. Meetings were conducted with various stakeholders to explore opportunities for collaborating in introducing a carbon forestry project in the programme area but discussion are on-going.

Output 1.4. People have increased capacity and resources to manage fires

Landscape level awareness was raised in 6 villages facilitated with VLUP support in Mafinga FIC. Fire management extension activities have been carried out in 80 villages. Very recently a proposal for further support to fire management was presented to the ninth PSC meeting, involving the contracting of consultants.

Output 1.5 Strengthened communication

The implemented activities basically refer to engagements with key stakeholders, and maintaining the communication media, including the programme's website. The communication strategy was finally developed.

Output 1.6. Institutionalisation of private forestry

LGAs were engaged in detailed work planning and field work. The ERET team verified that district staff are involved in the implementation and extension activities. PFP 2 contracted the Tanzania Land Tenure Assistance (TLTA) organisation to pilot issuance of Certificates of Customary Rights of Occupancy (CCRO) using the Mobile Application to Secure Land Tenure (MAST) technology in Ibaga Village, Makete District. A total of 869 CCROs were provided to 277 tree growers of whom 50% were women and 14 beneficiaries were PiVP. In addition, by the end of 2021, 10 VLUPs were facilitated in Makete and Njombe clusters of which one in Lumage Village was not completed pending further details on a planned hydroelectric dam. The January-March 2022 progress report lists another 6 VLUPs that were facilitated in Mafinga cluster. Finally, the programme facilitated the Iringa Forest Investment Forum.

Output 2.1. The capacity of SMEs and their employees strengthened

The manual for strengthening SMEs was developed. According to the ERET briefing presentation 3,616 people participated in field days and wood industry workshops and 776 people were trained. However, the exact figures are not clear as other sources (quarterly report January-December 2022, report by FWITC Manager) provide very different figures, which might be due to the different periods covered by the reports. The quarterly report indicates that only 27% of trained SMEs were women whereas the FWITC report shows a figure of 44% (337 women out of 837 trainees). The programme supported youth groups of which some were women-led. In addition, a few people with physical disability, people living with AIDS/HIV and TASAF beneficiaries were supported. OSHA conducted a risk assessment for sawmilling operations. Mobile training units were procured to support training in the villages but the equipment is still at Dar es Salaam port, as the clearing process has not been finalised.

Output 2.2. Increased access of SMEs to financing

In collaboration with the LGA PFP2 facilitated a total of 165 SMEs in the preparation of business plans and opening of a bank account. 26 SMEs were fully registered at district level and the remaining 139 SMEs were in the process of finalising their business plans to be registered. SMEs were facilitated with funding potentials available from the LGA, TaFF and Small Industries Development Organisation (SIDO). The exact figures on the number of SMEs and value of loans vary for the different sources. In quarter three of 2021/22 three SMEs secured a loan of TZS 45 million (17,300 euro) from Mafinga and Njombe town council. The ERET briefing refers to TZS 75 million provided to 10 SME groups.

Output 2.3. Improved recovery of raw materials and quality of products along the value chain

The supervisory board gave the go-ahead for PFP 2 to pay rent of the FWITC site for the programme life span and the PSC approved the renovation of FWITC infrastructure. This output covers several activities related to FWITC's support to development of appropriate forest and wood-processing technologies and training, and activities related to product development, including furniture design of which the TOR of work packages 2 and 3 were approved. The programme supported and piloted innovations in timber and wood processing, charcoal kiln, and low-cost briquette manufacturing.

Output 2.4. Improved communication and integration of forestry and wood industry associations, enterprises, and clients

A simple market information system was piloted. Sign boards were placed in 10 selected villages conveying timber prices from various market locations. The planning of the establishment of the timber yard in Mang'oto Village, Makete District reached an advanced stage and in March 2022, the District Commissioner in Makete District committed to provide TZS 20,000,000 (7,700 euros) as a contribution. The TOR for strengthening wood industry associations was modified and the position of Team leader readvertised.

Source: Quarterly progress report of January-March 2022, PFP2 presentation.

The overview shows what has been done in terms of activities but does not provide a clear picture of the progress against the targets. The semi-annual report July-December 2021 includes an update of most indicators, but for some indicators no data are available and for others no targets are included. The table shows mixed results. For some output indicators the programme implementation lags behind whereas for others the annual targets have been surpassed already. Although implementation in 2021 has improved, overall progress is still affected by the delays experienced in the first two years of the programme. The progress related to result 1 appears more advanced than that of result 2. This is also confirmed by the ERET's field observations. Possibly some of the output targets of the RBMF will have to be adjusted. Comments regarding the quality of support and effectiveness of approaches are covered in the section on effectiveness.

Cost effectiveness

The following table presents the budget and expenditures for the AWP 2021-2022, representing the costs until December 2021.

With regards to the AWP of 2021-2022, 72% of the overall budget was spent at threequarters of the implementation period. The operational costs stood at 70% with relatively less spent on result area 2. These figures are in accordance with the implementation progress reported. Some budget lines were overspent and deviations were mostly due to higher costs than anticipated for the Iringa Investment Forum, seed orchard management, vehicle operation costs and internal training.

At 60% of the programme implementation period (March 2022), 65% of the total programme budget has been used, which can be mostly attributed to procurement costs (96% used) and TA fees (88%). The operational expenditure only amounts to 55% of the operational budget, with especially result 2 showing under-expenditure, with only 47% spent. Again, this seems in accordance with the findings on the implementation progress.

Table 6 Budget and expenses PFP2 in Euros

| Description | Programme Budget | Cum. Exp. 2019/20 | Cum. Exp. 2020/21 | AWP 2021/22 | | | | Cum. Exp. Balance | Cum. Exp. Balance | % Used |
|---|------------------|-------------------|-------------------|------------------|------------------|------------|----------------|-------------------|-------------------|------------|
| | | | | Budget | Exp. Mar 22 | % Used | Balance | | | |
| Result area 1: Tree growers establish and manage plantations | 2,665,800 | 126,037 | 816,664 | 799,600 | 683,543 | 85% | 116,057 | 1,626,244 | 1,039,556 | 61% |
| Output 1.1 Private forestry organizations are strengthened | 680,400 | 59,785 | 352,327 | 164,500 | 114,738 | 70% | 49,762 | 526,850 | 153,550 | 77% |
| Output 1.2 Stakeholders capacity in tree growing has been strengthened | 935,400 | 64,799 | 260,089 | 339,100 | 325,143 | 96% | 13,957 | 650,031 | 285,369 | 69% |
| Output 1.3 Tree growers' access to forest finance increased and diversified | 220,000 | 977 | 1,309 | 15,000 | 1,694 | 11% | 13,306 | 3,980 | 216,020 | 2% |
| Output 1.4 People have increased capacity and resources to manage fires | 130,000 | 0 | 6,978 | 30,000 | 4,536 | 15% | 25,464 | 11,514 | 118,486 | 9% |
| Output 1.5 Strengthened communication | 240,000 | 476 | 86,372 | 52,000 | 54,461 | 105% | -2,461 | 141,309 | 98,691 | 59% |
| Output 1.6 Institutionalization of private forestry | 460,000 | 0 | 109,589 | 199,000 | 182,971 | 92% | 16,029 | 292,560 | 167,440 | 64% |
| Result 2: SMEs establish and manage processing enterprises | 1,735,300 | 52,303 | 258,360 | 894,000 | 496,624 | 56% | 397,376 | 807,287 | 928,013 | 47% |
| Output 2.1 Capacity of SMEs and their employees strengthened | 698,500 | 36,601 | 194,660 | 446,000 | 272,088 | 61% | 173,912 | 503,349 | 195,151 | 72% |
| Output 2.2 Increased access of SMEs to financing | 131,800 | 0 | 12,175 | 24,000 | 11,575 | 48% | 12,425 | 23,750 | 108,050 | 18% |
| Output 2.3 Improved quality of products along the processing value chain | 665,000 | 6,087 | 30,636 | 346,000 | 189,495 | 55% | 156,505 | 226,218 | 438,782 | 34% |
| Output 2.4 Improved communication between SMEs, wood producers and clients | 240,000 | 9,615 | 20,889 | 78,000 | 23,466 | 30% | 54,534 | 53,970 | 186,030 | 22% |
| Total operational | 4,401,100 | 178,340 | 1,075,024 | 1,693,600 | 1,180,167 | 70% | 513,433 | 2,433,531 | 1,967,569 | 55% |
| Procurement costs +operational costs vehicles | 1,040,000 | 153,295 | 642,114 | 234,100 | 201,967 | 86% | 32,133 | 997,376 | 42,624 | 96% |
| Outgrower scheme | 30,000 | 0 | 5,692 | 6,000 | 9,713 | 162% | -3,713 | 15,405 | 14,595 | 51% |
| Joint Monitoring and Evaluation | 60,000 | 0 | 0 | 0 | 0 | 0% | 0 | 60,000 | 0 | 0% |
| TOTAL IMPLEMENTATION | 5,531,100 | 331,635 | 1,722,830 | 1,933,700 | 1,391,847 | 72% | 541,853 | 3,446,312 | 2,084,788 | 62% |
| Contingency | 77,000 | 0 | 0 | 0 | 0 | 0% | 0 | 77,000 | 0 | 0% |
| INDIRECT COSTS - TA all costs | 3,791,900 | 444,161 | 869,025 | 1,248,935 | 915,099 | 73% | 333,836 | 2,254,564 | 1,537,336 | 68% |
| TA fees | 2,338,500 | 283,773 | 567,247 | 692,875 | 391,223 | 56% | 301,652 | 1,242,242 | 1,096,258 | 88% |
| TA admin costs | 1,453,400 | 160,388 | 301,778 | 556,060 | 523,876 | 94% | 32,184 | 1,012,322 | 441,078 | 44% |
| TOTAL PROGRAMME COSTS | 9,400,000 | 775,796 | 2,591,855 | 3,182,635 | 2,306,946 | 72% | 875,689 | 5,700,876 | 3,699,124 | 65% |

Source: Adapted from PFP2 Semi-annual report July 2021 – December 2021 and Quarterly report January-March 2022.

The quarterly progress report of January-March 2022 indicates that the TA inputs (months) for the year 2021/22 are in line with the provisions for TA in the 2021/22 AWP, except for the pool of short term international experts (budgeted for 10.5 months) that have not been used. This probably explains the relatively low expenditure of TA fees at nine months at 56%. For the entire programme budget already 88% of the TA fees has been used at 60% of the implementation period. This is concerning as the programme still has to catch up with the delays caused at the first years of implementation, especially with respect to result 2.

An assessment of value for money is not easy to make at this stage as it would require assessing the adoption rates and quality of plantations with regards to result 1 and the improved business ventures of SMEs for result 2, and valuing the outputs now and in the future. In addition, other factors related to climate change mitigation and carbon off-set, as well as social/livelihood benefits would have to be taken into consideration. It might be a useful exercise to be conducted at the end of the programme.

Management, including M&E

Human resources

Compared to other projects, PFP2 has contracted a relatively large number of staff and also supports and collaborates with LGA staff to play a role in the implementation. This seems to work out very well. Positive comments and observations were made during ERET field visits. Extension officers are well appreciated by beneficiaries and appear quite effective. The involvement of LGAs in the programme is an important change in approach from PFP1. District extension staff are actively involved in various aspects of the programme, such as community mobilization, TGA formation and strengthening, forestry extension and support to SMEs.

The programme activities are integrated into the district plans and some districts facilitate access to interest-free loans for TGAs and SMEs. The involvement of the LGAs increases the sustainability of the programme approach, although several challenges remain, regarding funding and human resources to continue adequate forestry extension. A substantial part of the districts' revenues derives from the forestry (over 40% and for some districts much higher) but a minimal proportion is reinvested (1-2%). Districts have very few resources for forestry extension and support. Also the staff working with PFP2 such as DFOs and CDOs have limited mobility and are quite dependent on resources provided by the programme. Agricultural Extension Officers are involved but also have to attend to their agricultural programme and workplans. Nonetheless, the integration of LGAs in the programme can be considered very important.

Management

The ERET team did not have adequate time to undertake an in-depth assessment of management aspects, however observations made indicate that the programme implementation is well managed by the PMT. Compared to last year, when the implementation was seriously affected by delays quite some improvement can be observed. The programme is catching up and the recent replacement of the International Forest Industries Development Expert is expected to contribute to improved implementation of result 2.

The Cluster Coordinator of Makete has been replaced after the programme received several complaints about his performance and treatment of staff¹⁸. After an internal investigation, he has received three warning letters from NIRAS and his contract ended in May 2022. The programme followed a proper procedure although it might have been useful to involve an independent/external person to investigate the allegations.

Some management decisions would have required some further investigation, especially the discontinued support of the UTII B sawmill group. Without judging the decisions made, the fact is that there have been several communication breakdowns since the UTII B project was started in 2016. When the ERET team visited the sawmill in March 2022, the group was still not informed about the findings of an assessment done by consultants in August 2021 or any decisions taken on the (discontinuity of the) support and the future ownership of the equipment by the programme and PSC¹⁹.

The issue could be relevant as a lesson learned for future projects. Especially for community based projects that require substantial investments, thorough planning, clear and consistent agreements, facilitation and monitoring are required. Similar issues might come up with other projects, such as the timber yard.

The PSC is regularly convening to guide the programme implementation. The ninth meeting was conducted on 28 April 2022. Although important issues are discussed, already in ERET 2021 the team found that there seems a tendency of focusing too much on detailed aspects of the programme implementation instead of emphasizing strategic guidance and addressing key barriers at the higher policy level. This finding seems to be still valid for this year. Examples include, the large number of detailed comments made on documents prepared by the programme which contributes to the feeling of the PMT to be micro-managed. At the same time there are key issues to be addressed at national level with respect to the sustainability of PFP's results, which are not considered. These are the increasing complexity and costs for land use planning (of VLUPs that still have shortcomings on the integration of environmental and biodiversity concerns), the very low reinvestment of LGA revenues derived from forestry activities to the forestry sector and inadequate human resources, the need for institutionalisation of fire management policies and approaches at higher levels, and other factors related to creating a better enabling environment. There are many aspects that are beyond the mandate of the programme but that the PSC can support to help creating the conditions for improved effectiveness and sustainability.

M&E

The programme's M&E system is guided by an M&E plan and includes various data collection forms and tools with respect to TGAs, FMPs, demo plots, SMEs, training-related events and other activities. The data

¹⁸ NIRAS has investigated these issues and substantiated that there has been abuse of power and a negative approach towards working with both staff and service providers. MFA confirmed that these issues were reported and advised that NIRAS provide a chance to the blamed person to comment on the issue. ERET has seen the report on the findings of the investigation, which concludes that the evidence presented was not strong on the allegation of sexual harassment but indicated abuse of power. In his consultation with ERET, the accused officer denied the allegations and felt mistreated.

¹⁹ The UTII B sawmill project in Makete was started in 2016, supported by PFP1 and has gone through many changes. Although the viability and sustainability of the sawmill has been questioned right from the beginning by ERET1, the project was continued and went through many phases, accompanied by various agreements, and MoU's on the one hand and group changes on the other hand. As the PMT had little confidence in the capacity and sustainability of the group, a review of the SME operation was commissioned. The consultants wrote a critical report that was shared with the PSC which directed the MNRT and PMT to meet with both the regional authority and SME to decide on further action. The group considers that they own the sawmill, based on earlier agreements.

are recorded through different platforms/tools, ranging from ODK (Android based mobile) applications to hard copy forms.

The data includes spatial information and supports reporting on RBMF indicators. The improved RBMF requires to report on indicators at various levels of disaggregation (i.e. by cluster, gender, age, elected/public official, disability, vulnerability, and other criteria depending on the type of indicator). While this is a very good approach, reporting and monitoring of disaggregated data reflecting PiVP appears more difficult. However, the semi-annual progress report of July-December 2021 manages to report on PiVP for various key indicators.

Different database platforms are used. ERET did not have the opportunity to investigate the various systems in detail. However, the Access database that was developed during PFP1 is apparently discontinued and replaced by other systems. Therefore, relevant data gathered in PFP1 cannot be easily accessed or combined with data from PFP2. It would be useful to integrate the systems.

Finally, the M&E plan refers to outcome surveys, which have not been undertaken yet. In order to understand the level of adoption and outcomes at beneficiary level, this is extremely important and should get some priority.

The M&E expert works closely together with the land use planning expert and IT expert, forming a good team of well qualified staff who most have been involved for quite some time in the programme.

4.1.4 Effectiveness

Finding 11: Because of a more systematic strengthening approach, the TGAs supported through PFP2 are expected to be stronger than those established by PFP1. This could not be validated yet by ERET as the capacity of the visited TGAs varied and many were not established long ago.

Finding 12: The Village Land Use Plans (VLUP) methodology supported by PFP2 is very good because of increased participation and higher efficiency, but environmental and biodiversity concerns are not adequately integrated within the designated large land use areas. The piloted Certificate of Customary Right of Occupancy (CCRO) process is good because of the inclusive approach used.

Finding 13: The adoption of good silvicultural practices by supported tree growers is high for selected woodlots with Forest Management Plans but not on all their planted land as tree growers want to see the benefits first.

Finding 14: Fire management requires more attention from the project as fire constitutes a major threat.

Finding 15: The seed orchards are in of good condition, but management is entirely done by the programme. TGA members are only contracted to do labour. The benefit sharing and marketing arrangements are not clear for TGAs. TFS is involved in the seed collection and testing.

Finding 16: Several initiatives and support activities have been initiated for small and medium-sized enterprise (SMEs) but the results and uptake are not clear yet. Regarding the timber yard in Makete District, there is a risk of the district dominating the process.

Finding 17: The results of the HRBA indicate that women are well involved in TGAs and most supported activities, but their influence in decision-making remains limited. PiVP face barriers to their participation and their inclusion is still limited.

Finding 18: The plan to support training institutions is useful but is not based on a clear strategy on how the equipment and tutor support can be effectively used and achieve sustainability. FITI and

FTI still have few staff and experts with adequate qualifications and there is no clear sustainability plan for the FWITC²⁰.

TGA strengthening

ERET observed that the TGA strengthening process is consistently implemented and TGAs appear an effective instrument for providing extension services. However, there is also a risk that members' main interest in the TGA is to get programme support. This is also recognised by the TGA manual:

Box 5 Extract from TGA manual

'There is an inherent risk that the facilitation, instead of strengthening an understanding of internal resource mobilization as the solution, creates expectations among tree growers on benefits to be coming from the facilitator. This may then become the incentive for establishing the TGA, not a genuine understanding of the benefits that a TGA can provide in the long run.'

Source: TGA manual

Especially in cases, where TGA members are provided with free inputs and other incentives, such as during PFP1 (or TOSP), this risk could be high. During PFP1, the TGA strengthening did not follow the systematic approach that has been developed and implemented by PFP2, based on the established TGA guideline and a list of over 20 milestones that PFP2 uses for their support and monitoring of the TGA status. In addition, PFP2 basically provides technical support through its extension agents without offering free inputs. Therefore, the newly established and supported TGAs can be expected to be stronger and more sustainable. ERET visited both TGAs that are supported by PFP2 and others which were part of PFP1.

With respect to TGAs that were earlier supported by PFP1, some, such as the ones visited in Iboya and Usagatikwa villages still appeared to be very active and continued to manage their plantations, applying good silvicultural practices. In Usagatikwa, even the plantation for people in vulnerable positions (PiVP) was still being maintained by the TGA and the village government. These TGAs are characterised by strong TGA leadership and committed village governments, which appear to be important factors. Contrary to that, other TGAs became dormant after the support of PFP1 phased out. As part of the service provision contract with PFP2, TTGAU implemented a baseline assessment of organisational capacity and HRBA compliance of 12 existing TGAs, which indicated several weaknesses.

Based on the few TGAs that were visited during the evaluation, many of them still being relatively new, the assumption that PFP2-supported TGAs are stronger could not be validated. The capacity of the visited TGAs seem to vary. For many consulted TGA members, their main interest is to get access to training and extension from the programme. The longer term vision of the TGA playing a role in joint selling/marketing or providing other services to its members were only mentioned by a few TGAs. However, some TGAs such as Uwamiwa TGA showed high commitment and embarked on various activities, including the preparation of a nursery, full adoption of good silvicultural practices, raising awareness of the community, linking to buyers with the support of the market intern of PFP2 and updated market information signboard, and they plan to sell timber through an auction system (at Timber yards) and by cubic metre, which fetches higher prices than the traditional methods of selling per piece of timber.

While some TGAs appear more business minded, others have a more social focus. TGA member entry fees and other regular contributions (weekly, monthly) also vary substantially across the TGAs. In a few cases, members apparently confused the TGA fees with the VSLA contributions, considering them to be part of the same entity. But a high TGA contribution could constitute a barrier for many people and especially PiVP to become a member. This is further discussed in the section on HRBA.

²⁰ Apparently, the plan to support training institutions was changed since the ERET conducted the review. Pedagogy support has been separately developed in collaboration with the training institutions and PFP2, which could start being implemented already before the decision on the extra funding is made.

While women comprise 33% or 34% of the members²¹, the composition of women in TGA management bodies is reportedly even a bit higher at 34%-36%. Nonetheless, ERET found that even those in leadership positions were relatively shy in presenting their views, which might reflect a subdued role in the decision-making process (see HRBA section).

ERET had the impression that the supported TGAs were a bit smaller and easier to manage than the large associations that were facilitated by PFP1, of which some covered almost the entire village. But according to the PFP2 reported data, the average size is 58 members which is still quite high.

VLUP

PFP2 collaborates with the National Land Use Planning Commission (NLUPC) to facilitate and develop the VLUPs and involves different village level institutions in the process (Village Assembly, Village Council, VLUM Committee, Village Land Council (Baraza la Ardhi)) that are also provided training. PFP2 ensures the participation of an additional three persons representing PiVP, including a TASAF household member, a disabled person, and an elderly person. They also ensure the attendance of PiVP in VLUP discussions in village assemblies. For example, in the development of the six new VLUPs in 2022, PFP2 reported that 27 PiVP participated, including seven people with physical disabilities and 20 TASAF beneficiaries (out of a total of 1,378 participants). To speed up the process of approving VLUPs, PFP2 is printing the plans (at least 5 hard copies) and having them signed.

Major firebreaks were demarcated in the VLUPs that, whenever possible, followed natural features that act as barriers to the spread of fire (for example Iyembela village). These natural barriers facilitate the construction to some extent, as villagers consider firebreaks hard work and they lose planting land for the establishment of the fire lines.

PFP2 also facilitated the introduction of the landscape-level management approach in developing VLUPs, including reviewing village bylaws. This is also linked to fire management. But for landscape fire management the VLUP should be undertaken in at least three neighbouring villages, which is a constraint as PFP2 can only support a limited number of VLUPs.

Training was conducted to update the seven participatory land use management (PLUM) teams from various district councils on the changes made in the revised guidelines for the VLUPs development process as well as the concept of landscape-level planning approach.

The following observations are made by ERET:

- The **VLUP methodology** supported by PFP2 is good; the use of satellite imageries reduces time and promotes participation. The consulted communities are satisfied with the VLUPs that according to them have even contributed to a gradual shift of land use. However, sustainability remains an issue. The process is expensive and even more requirements have been included by the NLUPC. At the same time, the capacity of the districts remains limited. For example, of the trained staff in Makete District, one left and another was reportedly not much committed.
- The **clustered landscape approach** is very useful and necessary, especially with respect to fire management, but PFP2 only supports few villages. Doing VLUPs in neighbouring villages would also be more efficient and reduce the costs of data collection.
- PFP2 found that that the **involvement of key people** such as the District Land and Natural Resource Management Head in PLUM training helps smoothening land conflict resolutions and resurveying of new boundaries.
- The **involvement of PiVP in the VLUM team** is a good step but it is not clear what their influence is in the process and how they can bring qualitative changes to the VLUP. There is a risk that their

²¹ Again, these figures vary for the consulted documents related to 2021/22.

involvement is merely procedural without contributing to improved integration of the interests of PiVP in the VLUP.

- Ideally **VLUPs should cover all forest ecosystem services that are also essential for climate resilience and adaptation.** However, aspects of biodiversity and conservation of natural resources are not adequately included. The VLUPs mainly focus on the designation of large land use areas for settlements, agricultural production, tree plantations (often also mixed zones with crops), grazing areas and natural forests or protected areas. Natural vegetation is usually only covered in VLFRs, designated areas far from the village, mostly protected areas for water catchment. But the management of natural vegetation, and ecosystems and biodiversity concerns are not integrated within those large land use areas. During the field visit, the ERET team observed continuous and recent loss of natural forests and trees, mainly from agriculture but also for the sake of planting exotic trees. Some plantations go up to the valley, close to water bodies. There is a need for mosaic land use planning within the larger areas to ensure that ecosystem services and biodiversity are maintained. According to the Director of the NLUPC, the new VLUP guidelines do account for climate change and conservation more broadly and the issue of conservation in the VLUP really depends on the creativity of the district PLUM team. However, this is not sufficient in ERET's view as these aspects should be better reflected in the overall guidelines and be applied in the actual planning process.

CCRO

The CCRO process supported by Tanzania Land Tenure Assistance (TLTA) in Ibagu Village is good because of the inclusive approach. TLTA met women separately at hamlet level 'because they don't talk otherwise' and also included PiVP. The formalisation of ownership of both men and women helps in empowering women who are less dependent on their husbands. However, the exercise also encountered some challenges:

- Some tree growers living outside Ibagu were not able to map their woodlots.
- Villagers were reluctant to map all their woodlots due to fears that the government will take their land, or will introduce tax, or because they might not be able to sell their land. The fact that the CCROs were provided without any costs made them suspicious that there was something behind.
- Lack of committed district GIS personnel.

The MAST application is good, but the exercise was still expensive (TLTA got a contract of around 31,000 Euro) and only one village has been supported. With experience, the process could become cheaper and some beneficiary contribution could be introduced to reduce fear for land grabbing. However, capacity and integration of the MAST technology at district and regional level remains a constraint.

Capacity in woodlot management

The focus on **plantation management** instead of supporting new plantations is good and in many areas. Especially in Makete District, the programme supports regeneration, which is faster than replanting and has several advantages. However, regenerated species are usually not based on improved varieties, which might affect the quality of timber produced. The programme recognises this but considers that through silvicultural practices, especially thinning, the poor performing trees can be removed and the quality of the woodlot can be improved.

In all visited areas, TGA members were very positive about the support of the **programme extension staff** who were said to be well qualified and hardworking, visiting all the selected individual plots of the TGA members. The integration of LGA staff is a very good approach, although the quality of support varies. Agricultural extension officers integrate forestry extension in their workplans, and are supported with fuel and motorcycles. The quality of their implementation varies and there is a risk of conflicting requirements

between agricultural and forestry extension during the cropping season. The support of the DFO also varies, and they have limited mobility to visit all areas. District CDOs play a major role in training TGA governance activities. CBOs provide business development training. Finally, 160 master trainers were selected from 80 TGAs who are expected to help fellow TGA members. During ERET's field visits they had not been trained yet and appeared not very knowledgeable about their extension roles.

The field visits indicate that TGA members show acceptance on **improved silvicultural practices**. **Adoption** is generally good for selected plots, especially those with Forest Management Plans (with FMPs) but not on all plots. Tree growers want to see the advantages first and several interviewed tree growers specifically expressed doubts about thinning as they feel that the removal of the trees is wasteful as they cannot do much with them. In addition, they face issues of labour requirements and competition with crop production activities during certain times of the season.

The **FMPs** of selected woodlots are well appreciated. TGA members proudly showed their plans to the ERET team but the question of full adoption of good silvicultural practices is still to be seen.

With respect to the **tree rotation cycle**, many beneficiaries indicated that they understand the economic rationale for leaving the trees grow to 16-18 years, but they are not prepared to wait so long as they need the money for school fees and other expenses. Although others confirmed that they will wait longer, the programme expectations might not be in line with farmer perceptions – it will take time to adopt longer rotation cycles.

Figure 4 Woodlot management



Source: ERET Team

The **demo plots** are good, people come to learn and see the silvicultural practices. However, they might be difficult to maintain and ERET even saw some demo plots that had applied the recommended silvicultural practices on some parts used for training, while other sections of the woodlot were not pruned, thinned or weeded. The change to TGA woodlots instead of individual demo woodlots is logical in view of the programme's resources.

Although PFP2's approach focuses on management of existing woodlots, trained tree growers are also in need of improved seedlings for extending or renewing their plantations. The approach on **seedling production** lacks clarity. According to FWITC records, 250 people were trained in nursery management, including some TGA members (who showed initiatives on nurseries) such as Ihela TGA in Makete but they don't have capital to start the seedling production business. The training and nursery demonstrations

provided at FWITC also use technologies that are difficult to replicate. This seems an area that needs more thought.

Fire management requires more attention from the project. Fire is a very serious issue. For example, ERET visited Mkongotema Village, which was supported under PFP1 and had established over 900 acres (364 ha) of plantations over the past years. Due to fire almost the entire area was burned with only 62 acres surviving. The now defunct TGA officers claimed that they know the culprit who set the fires but the fines are ineffective to stop such behaviour. The fire damage also seriously impacts carbon emissions. It is understood that the programme is taking this more seriously, and will contract some consultants to facilitate the institutionalisation of village fire management action plans and mechanisms. In addition, the district-level planning for fire management in Mufindi District is a good initiative.

Seed orchards

The visited seed orchards are in good condition, well set-up and protected. Labelling of replications and plots is professionally done. Active technical support is provided by PFP2 guided by a committed TA. But activities (until now) almost entirely depend on PFP2 support and operational tasks are conducted by contracted people from the TGA or village who get paid for their inputs. Until now, 13.1 kilogrammes of *Pinus tecunumanii* and *Pinus maximinoi* clean seed were harvested that is estimated to be enough to plant an area of 673.2 hectares and has an estimated value of about 13,000 euros.

At the time of the ERET visit, all ‘master’ MOUs were signed between TFS, TTGAU, and FWITC (PFP2). The MoUs of the TGA owned orchards between TTGAU-TGAs-village government were not yet signed by TTGAU.

ERET observed that especially with respect to the roles and benefits of the TGA managed orchards, the process is not very transparent. Not all TGAs know the benefit sharing arrangements (the percentage they will get once the seeds are harvested), nor the responsibilities and the roles of the various institutions.

The percentage of TTGAU seems quite high. For the TGA-managed orchards they get 60% while 30% goes to TFS and 10% to FWITC. The 60% that TTGAU gets, is supposed to be distributed as follows: 30% remains with TTGAU while 20% goes to the TGA and 10% to the village government. According to the MoUs, TTGAU will undertake various activities, including issuance of CCROs, coordinate recruitment of TGA labour and management activities (site preparation, fencing, labelling, fire breaks, etc.) and link them with supporting organisations such as TFS. Until now, all these activities were implemented by PFP2. In addition, TTGAU is expected to play a facilitatory role in marketing. The manager of TTGAU consider the union’s strength on national distribution of seeds but they have limited capacity.

The marketing arrangements of improved seeds or seedlings are not clearly developed. According to the MoU TFS should guide TGAs on marketing, but this could be considered a conflict of interest. The Director of Tree Seed Production (DTSP) under TFS considers the seed orchards an important investment in the country but shows concerns about the viability and sustainability of the TGA-managed seed orchards: “Markets will be a problem for remote seed orchards. After the costs of cleaning, processing and transportation the seeds might not be profitable”. In addition, he adds that greater benefits and better seeds are usually coming from the second generation seeds and he doubts if communities will wait and continue to properly manage the orchards, especially after PFP2 has finished and they are no longer paid or get any income.

In the discussion with DTSP it was also suggested that there is need for better linkage between TFS and DFoB at implementation level and the establishment of Standard Operating Procedures that will guide TFS (DSTP) and will give DFoB the mandate to monitor implementation.

SMEs

The programme has identified and trained SMEs on sawing, timber seasoning and charcoal production but the effect and adoption of these practices are not yet known. Field visits did not show convincing results yet. It seems that the support is still at an early stage.

Figure 5 SMEs



Source: ERET Team

Some groups have been registered and were supplied with loans from the districts. It is not clear yet what the outcome of this is. PFP2 is also supporting SME groups to apply for the 10% loans that are provided by the districts for women, youth and PWD.

FWITC plays an important role in PFP2 approach towards strengthening value adding processing and several innovations are being facilitated and piloted. But the uptake of these technologies requires more time.

With respect to furniture development, ERET found that the practical support of the TA from South Africa was quite useful, who through relatively simple technological solutions and new techniques showed how local carpenters can improve the quality of their products, well suited to the local conditions.

The furniture development support of Leapfrog could not be fully reviewed by ERET as the work had not yet started. A discussion with Leapfrog indicates that after having made an assessment of furniture markets in Tanzania they entered a new contract of six months with PFP2. During this time a Finnish furniture designer will work in Mafinga with local carpenters and a Tanzanian fashion designer to design a set of standard, sustainable furniture made of local wood, pine and eucalyptus. He will train the carpenters to make the furniture for serial production and there will be training of trainers to reach more carpenters. Neema craft, an Iringa based institution that supports PWD, will send a carpenter with disability for the training.

Although it is early to make comments on the results yet, identifying the marketing potential must be a key element in the support, especially as new design concepts are introduced, aimed at serial production.

Also the TGA timber yard development in Makete is still in an early phase. Apparently three villages are involved but the question was who should manage the yard. The district is interested but ideally the yard should be owned by the TGAs and the development should not be a big risk to the involved TGAs. There is a risk of the district dominating the process and that the project becomes supply driven. It is important to draw on lessons learned from other projects, including FORVAC, regarding the mobile sawmills or even UTII B. The district should facilitate, creating enabling conditions but not be partner in the decision-making structure.

The UTII-B stationary sawmill was already discussed under the management section. Obviously, the PMT considers the investment a failure and if discontinued it will also have negative repercussions for the SMEs involved as many put in their own financial contributions that will be lost. It would be a good case for further investigation and for lesson learning purposes to avoid similar errors or future projects.

HRBA

The HRBA that guides PFP2's implementation has been described in the section on relevance. But how effective is the approach and to what extent has it resulted in improved inclusion of PiVP and reduced gender disparity?

PFP2's mobilisation, communication and awareness raising processes are in principle inclusive. Deliberate efforts are carried out to ensure the inclusion of PiVP and women. TGA mobilisation meetings are started at hamlet levels.

The data provided through the monitoring system shows that 34% of the TGA members are women (an increase of 2% from the baseline), 2% are PiVP (TASAF people and widows) and 1% are PWD. The participation of women in TGA management bodies increased with 7% from the baseline value of 27% to 34%. Although women form 34% of TGA members, they own only 21% of woodlots from which information was collected for management planning.

The ERET field visits confirmed women's membership in TGAs although in most groups, women are still silent during discussions, even when they hold a leadership position and are presenting TGA reports in front of the evaluation team.

Women and PiVP were also encouraged to obtain CCROs. In the piloted village 50% of the unique CCRO beneficiaries were women, while 51 CCROs were provided to PiVP.

Finally, as one of the outcomes of the Iringa Forest Investment Forum, the district 10% loans for women, youth and PWD were also made available for forestry enterprises. It is not known if any PFP2 supported SMEs managed to obtain loans.

However, overall it has been difficult to involve PiVP and identify activities that would benefit them. TGA membership is open to anyone but there are psychological and other barriers for PiVP to join. When asked, TGA members often repeated that PiVP can join the TGA, but plantation areas are sometimes far from the villages and therefore disabled people are often not able to participate in tree planting. The membership fees of TGAs are also a barrier to poor people.

The evaluation team met a few PWD in TGAs and among supported carpenters / charcoal makers. The team also visited Usagatikwa Village in Makete, which still maintains the plantation that was established for the benefit of vulnerable people during PFP1. Around 100 acres of land were allocated to PiVP and planted with trees while silvicultural management is conducted by non-vulnerable TGA or community members. It would be good if PFP2 could still follow-up on those plantations that were established in various villages.

PiVP were also included in the VLUM team, but it not clear what their influence is in the process.

Field visits and discussions with TGAs and district staff show that HRBA is not yet fully embedded in the implementation. Some TGAs reported that there had been no particular emphasis from the extension staff on the importance of PiVP's participation.

Although PFP is trying hard, feedback indicates that PiVP face barriers to their participation and their inclusion seems still mostly anecdotal. It is difficult for them to be fully engaged, due to the lack of targeted efforts and / or their lack of confidence to participate because of societal-cultural norms and several forms of discrimination.

4.1.5 Sustainability

Finding 19: Although measures for sustainability are embedded in the programme's support and extension approach, the sustainability of several established mechanisms are doubtful.

Finding 20: The plan to relocate FWITC to Lake Ngwazi poses a real risk for its continuation.

Finding 21: The wide adoption of good silvicultural practices will depend on a conducive environment and favourable market conditions. There is a great disparity between the income Districts obtain from forestry activities (over 40%) and their reinvestment in the forestry sector (1-2%), resulting in inadequate resources for forestry extension and support.

The sustainability concerns of the initiated outputs and established institutions as listed in the ERET 2021 report are still valid. Although measures for sustainability are embedded in the extension approach with a focus on TGA strengthening, LGA involvement, higher quality products and land rights (CCROs), some processes will continue to depend on donor support, including the VLUP process. In addition, a major concern is the capacity of LGAs to further support the small holder tree growers due to limited resources and the disparity between revenue generated from forestry and the reinvestment made in the sector. Finally, the sustainability of the established institutions, particularly FWITC and TTGAU is questionable.

Most of the sustainability aspects related to specific outputs have already been touched upon in the previous chapter and are just summarised below.

TGAs and TTGAU

TGAs vary in capacity and in their development process. While some are strong and independent organisation, others function more as a vehicle for receiving extension support. The experience from PFP1 shows that some TGAs continued to function well after the support was phased out whereas others got dormant. The more thorough TGA strengthening approach by PFP2 could lead to higher sustainability.

TTGAU has still limited capacity and remains largely dependent on donor support, as their income stream is very limited. However, TTGAU receives support from various donor organisations and more or less operates like an NGO.

VLUP, CCROs

While the VLUPs contribute to improved land use, the process is expensive and over-regulated. Due to the high costs, it is unlikely that communities will be able to renew their VLUPs after they expire. In addition,

the VLUPs do not adequately integrate ecosystems and biodiversity concerns which might affect environmental sustainability. The CCROs enhance sustainability by providing greater tenure security but again the process appears expensive and might be difficult to replicate without donor support.

Plantation management

Improved silvicultural practices, leading to better quality products, and generating higher income provide good potential for sustained operations. However, the adoption of good silvicultural practices depends largely on the perceptions of the smallholder tree growers on the costs (labour requirements and competition with other productive and social tasks) and benefits of good management, including the existing market opportunities and added value for quality timber. The approach of PFP2 to focus more on quality aspects and at the same time support the value chain is logical. But the sustainability might be affected if a conducive environment and favourable market conditions are not fully developed. The changes in the market with respect to species preference (eucalypt) and products (veneer) might influence the pine plantations.

Seed orchards

The TGA-managed orchards are overall in good condition but all activities are implemented and financed by the programme. There are still several risks for sustainability, which includes transparency of the benefit sharing arrangements between the TGA, village and TTGAU, unclear marketing opportunities/arrangements and cost recovery over time (with a need to continue managing the plot), and limited capacity of TTGAU to support the process according to the envisaged role.

FWITC

The plan to relocate FWITC to Lake Ngwazi poses a real risk for its continuation. The commitment by MNRT to continue supporting FWITC at its current location until the other site is developed is doubtful as the development will take many years. Currently this is not included in the annual budget and MNRT confirms that it will require a phased approach, even after PFP2 will be ended. Renting the land and covering the operational costs of the FWITC without donor support seems unlikely.

There are clear arguments for continuing FWITC at the current site. Mafinga is the centre of the wood industries in the Southern Highlands, the infrastructure is well developed and the area is easily accessible for SMEs and other potential users. The current location has room for expansion. Lake Ngwazi does not have these advantages and it will take long to build the required infrastructure. Even then, it will be far from the wood industry centre.

It is therefore recommended that PFP2 continues to support FWITC to its full potential and generate income until the end of the programme and meanwhile go back to the drawing table – and assess options for the continuation of the FWITC or parts of it, including possible PPP arrangements of the entire training centre or parts of its activities.

Figure 6 FWITC



Source: ERET Team

Saw milling technology

Although the programme has procured some mobile sawmills for training purposes, the views regarding which is the best technology for SMEs vary. Despite the improved efficiency and recovery rate of the mobile sawmills, the equipment is not affordable for most individual SMEs, unless they pull resources. Therefore, most interviewed respondents consider that further research on improvements of the ding dongs has more relevance and potential for benefits in the immediate future. They are locally produced for one tenth of the cost of a mobile sawmill, can be easily transported and are therefore probably more sustainable for SMEs.

4.2 Follow-up of ERET recommendations 2021

Table 7 PFP2 follow-up of ERET Recommendations 2021

| Recommendations 2021 | Response/follow-up | Action required |
|--|---|-----------------|
| Overall recommendation: Speed up the programme implementation without compromising the quality for the remaining period of the programme. Finalise the inception phase and PD completion as soon as possible, focusing on the strategic guidance of the PD rather than detailed | Done. Inception phase was completed. FWITC discussed in PSC and decision taken by the previous Minister of MNRT (not PSC or SVB) to | |

| Recommendations 2021 | Response/follow-up | Action required |
|--|--|---|
| <p>operational aspects and start implementation in the other clusters. Finalise the implementation strategy based on the HRBA and gender equality assessment study undertaken in Makete and customise it to the particular requirements of the other clusters according to the findings of the light baseline studies.</p> <p>Assess options for the continuation of the FWITC, at least for the remaining part of PFP2. If no feasible option is found discuss with MFA and MNRT on the redistribution of the equipment and assets to other relevant institutions or districts.</p> | relocate it to Lake Ngwazi (although PFP2 PMT does not fully support the decision). | |
| <p>1: Further improve the recently amended and approved RF to make it more meaningful, concise and strategic</p> | Done although a few issues remain | Check issues and recommendation of this report (ERET 2022). |
| <p>2. Prepare the HRBA strategy on the basis of the assessment done in Makete. If the baselines in the other clusters identify the need for further customisation the strategy could still be adjusted for those areas.</p> | Done. | |
| <p>3. Clarify whether the programme could play a meaningful role in some of the relevant policy- and enabling environment aspects and link up with other stakeholders. The programme should re-assess the existence of major barriers and the need for providing further support to the policy environment, and if considered necessary still include this aspect in the RF, possibly under a re-defined output 2.5</p> | The programme played a role in Iringa Forest Investment Forum and influenced standard development and MNRT technical order No 1 of 2021. Influenced CESS tax in Ludewa and Makete. | |
| <p>4. Improve collaboration with other key stakeholders and development partners in the sector. This includes FORVAC and TOSP partners with regards to areas of common interest, especially value chain-related aspects (timber and charcoal harvesting and processing technologies, marketing, enabling environment, etc.) but also other relevant national stakeholders and donor-supported initiatives in the environmental sector. The collaboration with capacity building institutes, particularly FTI and FITI must be strengthened.</p> | The programme collaborates with many institutions but little collaboration with FORVAC or NFC. | Explore options for meaningful collaboration with FORVAC and NFC. |
| <p>5. Address the delays without compromising the quality of implementation for the remaining period of the programme:</p> <p>(i) If possible, speed up the capacity building exercise in Makete and prepare for implementation in the other Clusters within this year. (ii) Implement the ‘light version’ baselines in the remaining two cluster as soon as possible. (iii) Prioritise the finalisation of the various outstanding MoUs, including the agreement with TTGAU.</p> | Done | |

| Recommendations 2021 | Response/follow-up | Action required |
|---|--|---|
| 6. The PSC must also take some responsibility of the slow implementation due to the changes in programme implementation strategy and focus on strategic guidance of the programme (avoiding a risk of micro-management). | Judging on the PSC minutes and discussion with stakeholders, there is not much change. Some concerns raised on programme management and QA, which requires PSC to focus on management aspects. | PSC to consider the comments and recommendations made on the PSC focus. Indufor to ensure adequate QA to reduce felt need of PSC to focus on management issues. |
| 7. The consultancy company providing technical assistance services, PFP2 Manager and the Forest Products Expert should discuss the issues and options for the effective deployment and contribution of the Forest Products Expert for the remaining programme period. | IFPPE replaced | |
| 8. ERET TL should conduct a further analysis of the M&E system. | Not done as the allocated days had to be used to support FORVAC RBMF for extension. | Some comments made in this report. |
| 9. ERET should conduct an in-depth mid-term evaluation of PFP2 in 2021. | Not agreed by MFA. | MTE combined with annual reviews in March 2022. |
| 10. Continue and strengthen the integration of existing extension resources, land use planning and support to CCROs. | Done | |
| 11. Undertake, possibly together with other outgrower programmes a study on TGAs and especially the constraints and opportunities of tree growers to adopt improved silvicultural practices and the perceptions on the role of the TGAs in order to provide support with an increased chance of sustainability. | Not done with respect to constraints for adoption of GSP. PMT claims that experience from demo plots and woodlot management planning gives already information. | A more systematic study might still be useful. |
| 12. Investigate the options for matching the sawmilling technology support to the needs of different types of SMEs. | Improved enterprise based advice. Project also supports demo of adapted ding dong. | |
| 13. Assess the options for the continuation of the FWITC, at least for the remaining part of PFP2. If no feasible option is found, consider discussing with MFA and MNRT on the redistribution of the equipment and assets to other relevant institutions or districts. For future programming, assess and secure the sustainability of large investments for the development of facilities such as the FWITC well in advance before starting the intervention. | Several options discussed and decision taken to relocate FWITC to Lake Ngwazi with MNRT in meantime continuing FWITC in Mafinga. | |
| Legend: | | |
| Recommendation well addressed | | |

| Recommendations 2021 | Response/follow-up | Action required |
|--|--------------------|-----------------|
| <i>Recommendation partly addressed</i> | | |
| <i>Recommendation not addressed</i> | | |

4.3 Other topics included in specific ToR 2022 review

Most topics have been discussed already and only some remaining specific questions are addressed in this section.

4.3.1 Plan for strengthening training institutions²²

At the request of MFA, PFP 2 was asked to prepare a proposal for investing up to a maximum of an additional EUR 700,000 in strengthening technical and vocational training in the forest sector between July 2022 and October 2023. The plan aims at strengthening the capacity of the Olmotonyi Forestry Training Institute (FTI), Moshi Forestry Industry Training Institute (FITI), and the PFP-managed FWITC (Planned alignment of forestry and wood industry capacity-building with sector needs, February 2022). The Action Plan for the National Engineered Wood Sector Development Framework (2021–2031) by FBD provides the foundation for the proposed plan.

The formulation started in September 2021 by a team comprising the CTA of PFP 2, the FWITC manager, and African Forestry (AF). The team visited FITI and FTI. Later the proposal was appraised by another team comprising the PFP Forest Products and Processing Expert, FWITC manager and AF. The Häme University of Applied Sciences (HAMK) in Finland also met with the PFP 2 team in December 2021 to discuss their collaboration in the project. HAMK has already provided teacher coaching and exchange visits to both FTI and FITI in the framework of the National Forest and Beekeeping Programme. The project formulation continued by meeting different stakeholders and discussing the draft proposal in a two-day workshop.

Several gaps in forestry training were identified during the discussions and the workshop, including:

- Lack of modern teaching tools, equipment, machineries, and technologies to impart the right practical skills to students and exposure to tutors.
- Much of the training is theoretical and training methods are based on lecturing rather than competence-based training, coaching, mentorship, or innovative thinking. There is a serious lack of hands-on skills among the graduates because of limited attachments to industries during the studies.
- There are several gaps in the training curricula that need reviews. Training institutions are ready to review their curriculums but are unable to do so due to financial limitations.
- The training institutions do very little, if at all, tracer studies to regularly update the training needs and there is limited collaboration between employers in the private sector and the government with the training institutions, and even between the training institutions themselves.

As a solution, the plan suggests the following support to FTI, FITI and FITWC:

- Review current vocational and technical curricula and improve them as necessary, develop training materials, support tutors in pedagogy and organize exposure visits in Tanzania and elsewhere. Curricula and training materials will cover competencies required by extension staff for smallholder

²² This section was based on a review of the first version of the plan, which was changed since the ERET conducted the review. Pedagogy support has been separately developed in collaboration with the training institutions and PFP2, which could start being implemented already before the decision on the extra funding is made.

forestry and SMEs, entrepreneurship capacities and technical skills required by machine operators and mechanics, forest produce graders, machine operators, and supervisors.

- Equip the organisations to provide hands-on learning opportunities.

The proposed equipment includes a containerized nursery for FTI; forest inventory equipment for FTI and FWITC; wood moisture meters, veneer presses, finger jointing machines, moulders, mobile saw dust extraction units for FITI and FWITC; and a solar drying kiln and modern bandsaw for FITI. The total budget for the machinery is 413,163 Euro, of which the distribution is 4 % for FTI, 55 % for FITI and 44 % for FWITC. The total budget of the whole plan amounts to 706,405 Euro, which is shared as follows: 19% for FTI, 44 % for FITI and 37 % for FWITC.

The plan has identified some risks and their mitigation measures seem sensible, although the first identified risk, *Training organisations dependent on allocations of government budget and very low fees for courses*, is not completely valid: the ERET team found that in FTI some courses are quite expensive for students. For example, the cost of the geo-informatics course is TZS 12.4 million per year while the urban forestry diploma and generic forestry courses cost TZS 1.4 and 1.2 million per year per student, respectively. There are no scholarships for less well-off students. It was also evident that the enrolment has sharply increased from few hundreds to more than 900 (FTI) and 280 (FITI). The fees are retained at the institutions for internal budgets.

HAMK would have a role in the capacity development of the tutors, including coaching and exchange visits, as well as in supporting the review of the curricula.

In interviews, the ERET team found out that serious human resource issues continue in the two forestry institutes. In FTI, the well-trained tutors (for example the five tutors who were involved in the previous HAMK project) have moved out of the college and found jobs in other institutions such as universities. Some tutors have been transferred to other government institutions. Courses like Geo-informatics and Landscaping have no tutors except for mathematics. Currently FTI has 17 staff while the requirement is 25 staff.

The same applies to FITI, where there is continuous deficiency in staff numbers. Only 10 of 18 positions are filled and the knowledgeable sawmilling expert (wood technologist) is retiring next year, leaving the tasks to a new and unexperienced tutor. The FITI webpage only lists six tutors. FITI would also need ten technicians, but only a few have been hired. In recent years FITI has, however, increased student intake considerably and with the new principal the school seems to be more strategic and open to the needs of industries.

Both training institutions are discussing with the newly established National Council for Technical and Vocational Education and Training (NACTVET) to obtain the scheme of service for a training institution. Now, the tutors are under the MNRT, and they are paid a forester salary scale working under the ministry. If granted, the staff would be paid as tutors providing an incentive to continue the work.

In July 2021, the Minister of Natural Resources visited FITI and directed the FBD director to establish a branch of FITI at Mafinga. New infrastructure would be built in the Sao Hill area at Lake Ngwazi, where TFS has allocated 150 ha for the school. The initiative for this came from FITI as part of their strategic plan 2021-25.

Based on the analysis above, the following main observations are made:

- The training gaps identified by ERET are not new and have been recognized since the initial stages of PFP development as well as before starting the previous support to FTI and FITI, for example in the Finnish-funded SADC forestry school project and the Norwegian funded project on Empowering Communities Through PFM, REDD+ and Climate Change Initiatives (ECOPRC). Equipment has been provided on several occasions and the importance of capacity strengthening has been emphasised in all interventions. Both schools successfully piloted VET in 2015-2017 during the PFP1 but afterwards they did not organise any VET courses. VET courses are only piloted in FWITC, and according to the PFP2 Programme Document, VET 1-2-3 will be marketed and scaled

up to VET centres in the Southern Highlands. This will involve capacitating tutors and supplying teaching aids as and when additional funding can be secured.

- The plan is missing the mutuality: the schools should obviously make some changes to accommodate both the provided equipment and the offered coaching and training in the best possible way. The main problem is the limited number of tutors who may not be able to train students fully with the new equipment. In addition, tutors are continuously being transferred or leaving voluntarily to fill other positions in other institutions. FITI and FTI have increased their uptake of students, but they still have few staff and experts with adequate qualifications, and they need to strengthen their strategies and approaches. This applies to both schools although FTI has promised to employ a nursery manager to run the containerized nursery as a business.
- In addition, the purchase of new machines for FWITC also raises questions as yet there is no clear sustainability plan for the FWITC. To offer a more efficient and attractive training alternative, the FWITC has to be able to run the courses regularly and its financial base needs strengthening. How long will it take to show the commercial potential of the training centre? Is it possible that the equipment is purchased and used for a year – and then the training centre is dismantled? These are some of the questions that would need strategic thinking on the best use of the additional resources that has been sought from the MFA through PFP2.

In order to address those issues, the following actions are needed:

For FITI and FTI: develop a convincing strategy with operational and practical steps to show how the equipment and tutor support can achieve sustainability. Continued collaboration with partners like local and international universities should be sought for sharing experiences and improve pedagogy trainings.

MNRT: to provide full support to support FITI and FTI in implementing their strategic plans, including the review of scheme of services for the staff. This would promote retaining of experienced tutors to offer good quality training. The forest sector is growing, especially in plantation forestry in the Southern Highlands and western Tanzania; hence the demand for skilled and practical labour will soon be in high demand.

Embassy: to approve the funding only when the strategic plan is in place with a focus of sustainability even beyond the short-term support from MFA. This will also help the future support from development partners.

PFP2: to show the credible plan and steps to achieve financial sustainability of FWITC, this should also include collaboration with other stakeholders such as private sector and VET training institutes. Otherwise, the ERET recommendations for FWITC also apply for this capacity plan.

4.3.2 Does the programme need an extension?

The PFP was originally designed for a 16 year period to be divided over various (four) phases. PFP2 is the second phase. The programme is considered highly relevant by Tanzanian stakeholders and it is expected that PFP2 will be followed by a third phase.

However, the question is also if PFP2, due to the delays experienced in the first two years requires an extension of some months to reach its objectives. Just before finalising this report, MFA informed ERET that depending on the outcome of the financial audit, some additional funds could be allocated to help the programme achieving its objectives, including a maximum of €700,000 for TA. An extension will certainly be beneficial and contribute to a better achievement of expected results. Currently the programme has gained some momentum that should be maintained. The remaining budget without additional funding might not be sufficient to support a no cost extension for a longer period. Although there is some under-expenditure of the operational budget (which stands at 55%), the expenditure on TA fees has already reached 88% of the budget and is likely to be used before the end of the programme. While ERET fully supports an extension of the PFP2 phase under the current contract, a thorough assessment of the remaining budget against the estimated

expenditure will have to be made to identify the options and areas that should be prioritised, including for technical assistance.

Regarding elements or aspects of PFP2 that should be integrated in a new post-PFP2 intervention, it is recommended to include a thorough analysis of this in the next ERET review when the programme has reached a more advanced stage. At this point of time, all aspects of PFP2 appear relevant to be further built on but more emphasis is needed on the value chain development and SME part. An important aspect that requires major focus is the sustainability and institutionalisation of the approaches and established mechanisms. Currently, many aspects are entirely dependent on the programme support and although local government and national stakeholders are involved, the sustainability remains low.

4.4 Concluding findings and recommendations

| Findings | Recommendations |
|---|---|
| Overall finding and recommendation | |
| <p>Overall finding: The programme has made considerable progress since last year and is catching up with some of the delays experienced in the first two years, especially in result area 1. But overall progress is still affected by the delays experienced in the first two years of the programme. Most of the External Review and Evaluation Team (ERET) 2021 recommendations have been followed up. The quality of implementation and technical support is good, but concerns remain with respect to the sustainability of some of the results. After the submission of the draft report, MFA informed ERET that some additional funds could be allocated to support the programme in achieving its objectives.</p> | <p>Overall recommendation: Undertake a thorough assessment of the remaining budget against the estimated expenditure to identify the options and priorities for a no cost extension of some months under the current contract, including the options for continued Technical Assistance (TA) support as the current TA budget is likely to be used before the end of the programme period.</p> |
| Specific findings and recommendations | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.</p> <p>Finding 2: PFP2 has taken important steps to improve inclusion and non-discrimination. The updated Human rights-based approach (HRBA) strategy is an improvement, which has contributed to increased women’s involvement in TGAs and in leadership positions. Women, youth and disabled groups are assisted to apply for the LGA loans and women are represented to varying degrees in all trainings. However, despite their increased involvement, women still play a limited role in decision-making. The HRBA operationalisation strategy, especially for rights claiming of People in Vulnerable Positions (PiVP) is still general and it proves difficult to involve PiVP. The evaluation shows that PFP2 can be human rights progressive, but it needs commitment by all implementors and continuous adaptive management.</p> <p>Finding 3: Through the support to various measures such as tree planting for a longer rotation cycle, fire management, diversification of species of better provenance, land use planning and improved recovery of raw materials, PFP2 contributes to building climate resilience among the tree growers and increase above ground carbon sequestration.</p> | <p>Recommendation 1: Further operationalise the HRBA strategy. Increase commitment of stakeholders to support HRBA and increase the advocacy capacity of rights holders and the awareness of duty bearers. Continue regular training of programme and district staff in HRBA and gender issues. Develop targeted training to women and men to increase women’s opportunities and skills in decision making processes. Improve the inclusion of PiVP through specific targeting and adaptive management.</p> <p>Recommendation 2: Strengthen the strategies that support climate resilience and carbon sequestration with increased emphasis on fire management and facilitate the improvement of the land use planning and implementation process to better address climate change concerns (see recommendation 10).</p> <p>Recommendation 3: Address some of the gaps identified in the RBMF, including the setting of clear targets, reformulation of the main impact indicator on plantation area and ensuring coherence of disaggregated data on PiVP for the relevant indicators.</p> |

| Findings | Recommendations |
|--|--|
| <p>Finding 4: The programme is responsive to the conditions and needs of the beneficiaries in the Southern Highlands.</p> <p>Finding 5: The overall design, based on the lessons learned from PFP1 is logical with a focus on improvement of existing smallholder plantations and the involvement of local government in the implementation. The relationship with the Tanzania Tree Growers' Association Union (TTGAU), combining the provision of technical support to TTGAU, using them as a Service Provider and also evaluating their performance on outgrower woodlot establishment, is complex and the activities can create a conflict of interest. The results-based management framework (RBMF) has been improved, but there are still a few concerns.</p> | <p>Recommendation 4: Ensure that there is no conflict of interest in the relationship with TTGAU and address the few concerns on the RBMF.</p> |
| <p>COHERENCE</p> <p>Finding 6: The programme is coherent and has complementary functions with the other programmes supported by MFA which also look at value chain aspects and improved silvicultural practices. However, there is room for strengthening some areas of common interest.</p> | <p>Recommendation 5: Improve collaboration with:</p> <ul style="list-style-type: none"> • FORVAC on value chain and private sector involvement, HRBA, land management and VLUP, capacity building and extension, institutionalisation of approaches and strengthening enabling environment (institutions, policies, education/curricula, and improved land use planning) • New Forest Company (NFC) on TGA development (using PFP2 approach). • TTGAU on institutional strengthening, TGA strengthening, improved seed production and supporting good silvicultural practices and value chain development. |
| <p>EFFICIENCY</p> <p>Finding 7: Although Makete cluster is advanced because of its earlier start, programme implementation has improved in all clusters and is satisfactory for 2021/22. The progress of result 1 appears more advanced than that of result 2. Due to delays in the first years, overall progress is still behind plans in most areas.</p> <p>Finding 8: The expenditure of 2021/22 is in accordance with physical progress - 72% of the overall budget was spent at threequarters of the implementation period. At 60% of the entire programme implementation period (March 2022), 65% of the total programme budget has been used. The higher expenditure percentage can be attributed to procurement costs (96% used) and TA fees (88% used). The operational expenditure only amounts to 55% of the operational budget.</p> <p>Finding 9: PFP2 has many human resources, including dedicated extension staff and also supports and collaborates with LGA staff, which has worked out very well. The programme appears well managed by the PMT although some questions are raised about the handling and communication with regards to the UTII B sawmill. The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.</p> | <p>Recommendation 6: Within the remaining period put emphasis on the support and implementation of result 2 to catch up with some of the delays encountered in the first years.</p> <p>Recommendation 7: Inform the UTII B sawmill group on the current situation and decisions taken, and share the consultancy report with the group. Conduct a review of the entire 'project' process with respect to UTII B sawmill since the start in 2016 to determine lessons learned for the management of similar projects in the future.</p> <p>Recommendation 8 (Project Steering Committee /PSC members): The PSC should play a more strategic role, focusing more on major issues in the enabling environment and be less involved with the detailed programme implementation.</p> <p>Recommendation 9: Make further improvements to the M&E system:</p> <ul style="list-style-type: none"> • Identify how disaggregated data on PiVP can be realistically collected. • Plan and undertake outcome surveys – including on major challenges for full adoption of silvicultural practices • Integrate PFP1 data in the database. |

| Findings | Recommendations |
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| <p>Finding 10: The M&E system is well developed, but monitoring of disaggregated data reflecting PiVP appears difficult and outcome surveys have not yet been conducted. Database systems from PFP1 and PFP2 are not integrated which complicates the analysis of combined data.</p> | |
| <p>EFFECTIVENESS</p> <p>Finding 11: Because of a more systematic strengthening approach, the Tree Growers' Associations (TGAs) supported through PFP2 are expected to be stronger than those established by PFP1. This could not be validated yet by ERET as the capacity of the visited TGAs varied and many were not established long ago.</p> <p>Finding 12: The Village Land Use Plans (VLUP) methodology supported by PFP2 is very good because of increased participation and higher efficiency, but environmental and biodiversity concerns are not adequately integrated within the designated large land use areas. The piloted Certificate of Customary Right of Occupancy (CCRO) process is good because of the inclusive approach used.</p> <p>Finding 13: The adoption of good silvicultural practices by supported tree growers is high for selected woodlots with Forest Management Plans but not on all their planted land as tree growers want to see the benefits first.</p> <p>Finding 14: Fire management requires more attention from the project as fire constitutes a major threat.</p> <p>Finding 15: The seed orchards are in of good condition, but management is entirely done by the programme. TGA members are only contracted to do labour. The benefit sharing and marketing arrangements are not clear for TGAs. TFS is involved in the seed collection and testing.</p> <p>Finding 16: Several initiatives and support activities have been initiated for small and medium-sized enterprise (SMEs) but the results and uptake are not clear yet. Regarding the timber yard in Makete District, there is a risk of the district dominating the process.</p> <p>Finding 17: The results of the HRBA indicate that women are well involved in TGAs and most supported activities, but their influence in decision-making remains limited. PiVP face barriers to their participation and their inclusion is still limited.</p> <p>Finding 18: The plan to support training institutions is useful but is not based on a clear strategy on how the equipment and tutor support can be effectively used and achieve sustainability. FITI and FTI still have few staff and experts with adequate qualifications and there is no clear sustainability plan for the FWITC²³.</p> | <p>Recommendation 10: Continue TGA strengthening and extension approach focusing on good silvicultural practices and involvement of LGA extension staff.</p> <p>Recommendation 11: In collaboration with FORVAC, and in consultation with relevant stakeholders, liaise with the National Land Use Planning Commission (NLUPC) and Participatory Land Use Planning, Administration, and Management (PLUMs) to support better integration of environmental and biodiversity concerns in the guidelines and implementation within the main designated land use areas, especially those allocated to agriculture and plantation development.</p> <p>Recommendation 12: Within the limitations of the budget, support land use planning at the more landscape level of neighbouring villages.</p> <p>Recommendation 13: Put additional focus on fire management by districts and at village level.</p> <p>Recommendation 14: Put increased emphasis on result area 2 with respect to value chain and enterprise development. Follow-up the market and wood industry developments and tailor the support to the changes and opportunities (supply side of tree growers and SMEs).</p> <p>Recommendation 15: Regarding the support to training institutions (plan of EUR 700,000):</p> <ul style="list-style-type: none"> • Forest Industries Training Institute (FITI) and Forest Training Institute (FTI): develop a strategy with practical steps to show how the equipment and tutor support can achieve sustainability. • Ministry of Natural Resources and Tourism (MNRT): provide full support to FITI and FTI in implementing their strategic plans, including the review of scheme of services for the staff. • MFA: approve the funding only when the strategic plan is in place and . approved • PFP2: show the credible plan and steps to achieve financial sustainability of the Forest and Wood Industries Training Centre (FWITC). |
| <p>SUSTAINABILITY</p> | <p>Recommendation 16 Put increased efforts on enhancing sustainability of the supported</p> |

²³ Apparently, the plan to support training institutions was changed since the ERET conducted the review. Pedagogy support has been separately developed in collaboration with the training institutions and PFP2, which could start being implemented already before the decision on the extra funding is made.

| Findings | Recommendations |
|---|--|
| <p>Finding 19: Although measures for sustainability are embedded in the programme’s support and extension approach, the sustainability of several established mechanisms are doubtful.</p> <p>Finding 20: The plan to relocate FWITC to Lake Ngwazi poses a real risk for its continuation.</p> <p>Finding 21: The wide adoption of good silvicultural practices will depend on a conducive environment and favourable market conditions. There is a great disparity between the income Districts obtain from forestry activities (over 40%) and their reinvestment in the forestry sector (1-2%), resulting in inadequate resources for forestry extension and support.</p> | <p>processes, including VLUPs, seed orchards, and TGAs/TTGAU.</p> <p>Recommendation 17: Continue supporting/making use of FWITC to its full potential and generate income during the remaining PFP2 period. In the meantime, identify options for continuation of FWITC (or part of it) at the current site through support or PPPs with institutions and VETA centres.</p> <p>Recommendation 18 (President’s Office Regional Administration and Local Government / PO-RALG and MNRT): bring the disparity between LGA income and reinvestment in the forestry sector to the political agenda to ensure that adequate resources are ploughed back to the forestry sector to ensure sustainability.</p> |

5 Findings and recommendations of the annual review of FORVAC

5.1 Findings

5.1.1 Relevance

The findings of the ERET 2021 report on FORVAC's relevance are still valid and are summarised hereafter. The main focus of this section is on changes in the design and areas that were specifically highlighted in the ToR with respect to the HRBA and climate resilience and low carbon development.

Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.

Finding 2: The HRBA strategy has been updated and is expected to contribute to improved implementation. But there is need for further operationalisation of the strategy for guiding the staff and Service Providers on the integration of HRBA aspects in the implementation.

Finding 3: The Results Based Management Framework has been improved for the extension period, starting from July 2022, but is somewhat hidden behind the original RBMF in Annex 1 of the revised Programme Document.

Finding 4: A two-year extension of the programme has been granted by the MFA, but the budget is relatively small, which will reduce the impact. At the time of the review, the extension was not yet approved by the GoT, which created uncertainties with the staff on their continuation.

Alignment and responsiveness to development objectives and priorities of the Government of Tanzania (GoT)

The programme remains well aligned with the Tanzanian national policies and actually puts into practice the Forest Policy, which promotes participation of local communities in forest management.

Consultations of ERET with MNRT and other public and private institutions at national, regional and district level confirmed that the main added value of FORVAC is its focus on the value chain development, while building on the lessons learned from other programmes with respect to CBFM, including the focus on land use planning, establishment of VLFRs and FMPs, and the support to local institutions for the governance of the village forests. Although elements of this were included in previous/other CBFM programmes, such as the NFBKPII and LIMAS, FORVAC puts a major emphasis on sustainable utilisation of forest products and development of the forestry value chain (and not just conservation). The success and sustainability of CBFM largely depends on the (tangible) benefits it provides to its implementers and villagers for improvement of their livelihoods. Currently very little value addition is created at village level and communities face many obstacles which hinder unlocking the business potential available from VLFRs. The focus of FORVAC on the development of the value chain is therefore considered highly relevant and will not only support the communities in improving their livelihoods but also contribute to the sustainable management of the VLFRs.

The programme's strategies build on the lessons learnt from previous programmes, especially the NFBKPII and LIMAS and also fit well with other initiatives in the sector, related to CBFM and value chain addition. The programme integrates other stakeholders and service providers that have expertise in the area, such as the Mpingo Conservation and Development Initiative (MCDI), which has substantial experience in facilitating CBFM, the development of FMPs and governance, including the Forest Stewardship Council (FSC) group certification.

Nonetheless, some challenges for CBFM and value chains development that were identified during the MTE are still valid, especially related to different interpretations of the legal framework and the assigned roles of national institutions on regulatory aspects, as well as changes in the enabling environment.

Many stakeholders referred again to the Government Notice (GN) 417 and the regulations governing the private sector as key obstacles for the implementation of the FMPs and FHPs. GN 417 makes the VLFR FMPs subject to approval by the DFBD, which can take a long time and in addition, they fear that the approval of the harvesting permits by the DHC further delays the process and is skewed towards favouring and prioritising TFS' interests in timber licensing on general lands above the VLFR FHPs.

In addition, many challenges related to the CBFM timber value chain have been brought up during the review, related to taxation (and how the generated revenue is used for improving services to the sector), authorisation processes, price setting and influence of the district, unclear mandate issues (MNRT-FBD, PO-RALG, TFS), and other aspects. Although the debate on these issues is not new, they affect the perceived relevance and effectiveness of FORVAC's approach. The MTE of ERET in 2021 identified a need for increased consultation at national level, possibly through the organisation of a national forum or platform where all relevant stakeholders can exchange their views and agree on the approaches and their respective roles with respect to CBFM. This observation is still valid.

Alignment and responsiveness to development objectives and priorities of the Government of Finland

FORVAC is well aligned with and responsive to the development objectives and priorities of the Government of Finland and to the new country strategy, which support efforts to improve livelihoods and climate resilience in rural communities through sustainable management and efficient use of existing forest resources. The FORVAC programme aims explicitly at increasing livelihood and employment opportunities and is built around the principles of the sustainable use of natural resources. The programme aims at promoting good forest governance and transparency of decision-making and financial management.

Although the original project document (PD) included references to the HRBA, the ERET MTE of 2021 found that the strategies for its operationalisation could have been more clearly defined and that the RBMF did not adequately include disaggregated indicators with respect to gender and PiVP.

In addition, the MTE of 2021 found that some of the key reports do not provide adequate guidance on HRBA. The baseline analysis is not gender-disaggregated and does not include an analysis of HRBA, gender equality and cross-cutting objectives. Hence it does not provide clear guidance on the specific constraints and needs of women, youth, or PiVP including disabled people, and on how best the programme could support gender equality and human rights through its interventions. The Training Needs Assessment report, despite providing useful and detailed findings and recommendations for the programme support, also remains quite general with respect to HRBA, basically identifying the need for capacity building on the concept for various stakeholders, without going into details.

However, since the MTE in 2021 several improvements have been made. The HRBA section of the PD, Annex 6, has been improved. It is a good document and considers FORVAC by its nature to be at least a Human Rights sensitive project but there might still be some challenges in the implementation. Although the section describes the programme approach and what it can do in relation to the different HRBA principles and stakeholders, there might be need for further operationalising the strategy for the specific programme activities, especially guiding the Cluster Coordinators and Service Providers on the implementation. It might be useful to prepare an implementation guide on how to conduct HRBA aspects in the planning and implementation of specific activities.

The risk analysis has also been updated, integrating HRBA concerns. An assessment has been included in the independent socio-economic assessment (SEA) of FORVAC undertaken just before the ERET review of 2022. The SEA report provides further information on the status of PiVP and women and barriers for their

participation and meaningful involvement in the programme activities. The findings can further guide the programme for the extension phase and be used for a possible follow-up phase.

Responsiveness to conditions and needs of the beneficiaries

Interviews with the beneficiaries clearly confirm that the programme's objectives and interventions respond well to their needs. Interviews conducted at regional and district levels attest to the relevance of the programme in adding value to the forest products and providing tangible benefits to the communities. The focus on VLUP and sustainable forest management contribute to the conservation of forests in the face of continuing threats of shifting cultivation, uncontrolled logging and encroachment. VLUP helps in addressing the concerns of the influx of pastoralists and mining in some districts. In addition, the importance of the programme involving the districts directly in the planning and implementation of the programme activities and building their capacity in terms of knowledge and resources was also highlighted.

Interviews conducted with beneficiaries at community level confirmed the relevance of the programme. Reference was made to the importance of land use planning, VLFR establishment and governance aspects, and with respect to the value chain aspects especially on timber harvesting, providing substantial revenue for the village government, contributing to improved social services in the villages. The support to the micro-enterprise groups is also considered relevant by the beneficiaries although the results are still mostly pending.

Although the programme is considered responsive to the needs of the direct beneficiaries and the village government, the SEA clearly showed that there are still barriers for the PiVP and to a lesser extent women to fully participate and benefit. Through the updated HRBA strategy "measures will be developed to support the involvement of the most vulnerable where feasible" (PD Annex 6). Possibly more PiVP can be reached but there is also a limitation to the extent to which the programme can involve PiVP. The relevance of the programme for those PiVP lies mostly in the use of the social funds and benefits from social services such as health facilities and insurance. The section on effectiveness provides further findings on the degree this has been achieved already.

Adequacy of design, strategizing the objectives and issues logically in the intervention approach

The 2021 ERET MTE concluded that the programme is based on a solid analysis of the sector and constraints, supported by several studies, but the strategies on some aspects are not clearly explained or detailed in the PD, particularly the HRBA support strategies.

In addition, the need for a more clustered approach of selected villages was identified as the strategy to focus on villages that have relatively large and intact forests (VLFRs) with good potential for value chain development, especially timber production also creates tension or even leakages with non-supported neighbouring villages that are less endowed with good forest resources.

Although the rationale for supporting teak plantations in Nyasa District that were inherited from PFP1 was questioned by ERET as the plantations have a different dynamic than CBFM, requiring specific expertise, the PSC decided to continue the support under FORVAC.

Finally, several weaknesses on the RBMF were found with respect to its logic and indicators. Some of these aspects have been addressed since the ERET MTE 2021 whereas others remain:

1. The **HRBA strategy** was updated and is expected to contribute to improved implementation. But there might be a need for further operationalisation of the HRBA strategy for guiding the staff and service providers in their support to the specific programme activities.
2. A more **clustered approach** is somehow attempted in some areas but also difficult to implement for the extension phase as the villages have already been selected. At this point of time a landscape approach

cannot be implemented with the remaining resources. For a possible next phase this could be further investigated.

3. The programme and PSC agreed to continue supporting the **teak plantations** in Nyasa District that were inherited from PFP1 as it they felt that the support is valuable, even though it is a bit different from FORVAC's focus in other areas.
4. The **Results Based Management Framework** has been updated for the extension period²⁴. Although it was decided not to change the outputs as such, several improvements were made that can be summarised as follows:
 - The overall structure of the RBMF remained the same with four outputs, an outcome and impact but the formulations of each were improved to better cover their intervention level, avoiding overlaps and be inclusive for each output (for example, the original output 1 only referred to the value chain but not the forest management process, which forms a significant part of the FORVAC support).
 - The RBMF was made more realistic and concise.
 - The vertical logic was improved by shifting some indicators to the correct intervention levels (from outcome to output and vice versa).
 - The indicators were improved to make them SMART and more meaningful. Baseline data should be available or possible to be obtained by the programme in the coming period.
 - Indicators were disaggregated where possible, especially related to gender.
 - Qualitative indicators that are difficult to measure were removed.

The improved RBMF was included in the PD, however placed after the original RBMF, which was maintained as Annex 1 without any further comment. This might be confusing for the reader as it is not clear that the original RBMF was replaced for the extension phase.

The (simplified) theory of change suggested in the 2021 ERET report was also adapted and included in the revised PD.

With respect to the programme design in terms of resources to reach the objectives, the findings of the ERET MTE are still valid. Considering the programme objectives and set targets, and additional areas that were included in the programme over time, the human resources allocated to the programme appear relatively small, with some key positions such as the Value Chain Development Advisor (VCDA) only to be contracted part time. The programme has relatively few technical and administrative/support staff, especially in comparison to other programmes. Although the programme works extensively through service providers, there is obviously a need for quality assurance, technical support and coordination. In terms of operational budget, the resources appear adequate but with respect to human resources, including TA, the allocation appears limited in view of the expected results. These issues are further explained in the chapter on efficiency.

Adequacy of extension period

The programme is quite ambitious with respect to its objectives, expected outputs and large geographic area to be covered, especially considering the available human resources. During the MTE it was clear that due to the delays experienced in the early phase of the programme on the one hand and the ambitious targets vis-à-vis the available resources on the other hand, many of the outputs were not going to be achieved before the end of the programme period. The MTE recommended an extension of the programme for two years using the current contract and programme set-up, which was approved by MFA and the government of Tanzania.

²⁴ The ERET teamleader provided some support to this process.

For the extension period, the main focus of support would be Ruvuma and Lindi clusters with major emphasis put on the value chain development. However, it is understood that the additional budget for the extension period will be relatively low, which might reduce the impact of the programme.

5.1.2 Coherence

Finding 5: The programme has complementary functions with the other programmes supported by the MFA, especially PFP2, which also looks at value chain aspects, but focuses on tree plantations. Despite common interests there has been little collaboration. FORVAC is also coherent with other initiatives in the forestry sector and involves local institutions.

Coherence with the MFA Country Programme (internal coherence)

The findings of ERET MTE 2021 still apply:

FORVAC has complementary functions to the other programmes supported by MFA, which focus on the plantation forestry. There are especially thematic interlinkages with PFP2 with regards to the following:

- Focus on forestry value chain and private sector involvement/business development.
- Emphasis on smallholder/community organisations and inclusiveness. Although both programmes integrate HRBA aspects in their planning and approach, they also encounter similar challenges in reaching the PiVP and enhancing meaningful participation of women in decision-making processes.
- Effective land management through participatory land use planning (VLUP) processes and ensuring land rights.
- Capacity building, technology transfer and extension delivery.
- Institutionalisation of approaches and strengthening of an enabling environment: institutions, policies, education/curricula, and improved land use planning methodologies.
- Timber and wood value chain. Both programmes independently implemented furniture market studies. Although the sources of materials are very different (PFP2 focusing on ‘soft woods’ - pine and eucalypts, and FORVAC on natural ‘hard woods’), there are also common aspects.

Although the focus areas are different with FORVAC, focusing predominantly on natural forest management through CBFM and PFP2 on plantation development, which both provide different value chains, there could be stronger collaboration in some areas such as on policy aspects, vocational training, saw milling technologies, and probably others.

Coherence with other initiatives (external coherence)

Various other donors provide support to the natural resources sector, although Finland has been the major donor on forestry for many years.

Many development partners have been working in the environmental sector in Tanzania, but the Development Partners Group on Environment’s updated list of projects indicates that not many CBFM-related programmes are on-going. Relevant programmes/projects include CoForEST, the EU funded sustainable beekeeping development project and possibly others such as Landscape Restoration in Western Tanzania.

The Conserving Forests through sustainable, forest-based Enterprise Support in Tanzania- CoForEST (2019-2022) operates at a national-scale with district-level support for CBFM provided in seven districts: Kilosa, Morogoro, and Mvomero in Morogoro Region; Lindi and Nachingwea in Lindi Region and Kilolo District in Iringa. The project is funded by the Swiss Agency for Development and Cooperation and implemented in

partnership with the Tanzania Forest Conservation Group (TFCG) and the Tanzania Community Forest Conservation Network (MJUMITA) in collaboration with several other public and private sector stakeholders. The focus of the project is to scale-up the CBFM model that aims at establishing a commercially viable value chain for legally and sustainably produced charcoal and timber and to strengthen mechanisms to sustain the model. The linkage of FORVAC with this programme was through TFCG, as a service provider for the charcoal initiative in the Tanga cluster. However, this initiative was suspended by FBD and the service provision role assigned to SUA and TAFORI to establish an alternative charcoal model. It is understood that there is some communication between the programmes but no strong collaboration.

The European Union (EU) and the Belgian Development Agency (Enabel) signed a partnership with MNRT for the production of sustainable honey and to improve the beekeeping value chain. Within this framework, Enabel collaborates with the International Trade Centre (ITC) for the implementation of the component “Market access and trade of beekeeping products”. Specifically, this involves institutional capacity building for the establishment of an enabling environment for actors in the beekeeping value chain. These actors will be trained to improve the management of bee reserves and apiaries. ITC will also be responsible for enhancing market access and trade in bee products. Although FORVAC works in other districts, as honey production is one of the key value chains being supported by the programme, collaboration with Enabel and ITC could be beneficial. However, to the knowledge of ERET no linkages have been established yet.

In addition, FORVAC collaborates with many other institutions through the organisation or participation in fora such as the Liwale investment forum, but also through contracting organisations as service providers. MCDI, one of the prominent service providers on CBFM for FORVAC is also one of the implementing partners for other donor organisations, including WWF Tanzania for which it has been working on CBFM and implementing a group certification under FSC for many years in Kilwa District, Lindi Region. By engaging with MCDI, FORVAC has supported the expansion of the MCDI protocols to a larger area in Tanzania.

5.1.3 Efficiency

Finding 6: Although the old version of the RBMF (which was still used by the programme for the AWP of 2021/22) provides serious limitations for monitoring the progress, the programme implementation has accelerated since last year and appears on track on some activities, but overall, the implementation is still delayed and behind the targets and expected results.

Finding 7: Compared to last year, the expenditure on programme activities has increased substantially and is in accordance with the level that could be expected at this time of the implementation period. The discrepancy between the expenses and between the outputs was addressed through a budget revision. TA expenditure is already at 94% of the budget, which is concerning as the programme still has 6 months left.

Finding 8: The costs of the PFP1 bridging period that was paid by FORVAC are quite high (almost EUR 274,000), and were not budgeted for. ERET was informed that this amount will not be paid back as it is considered compensated for by the granted budget for the two year’s extension. This reduces the total amount available for implementation, which is already considered on the low side.

Finding 9: The ERET MTE 2021 findings on human resources still apply. The value chain development component, which is a major focus area of the programme is still behind, and there is a need for substantial more TA input to support this area.

Finding 10: Although the RBMF has been improved, the comments made in the MTE 2021 on the M&E system still apply. Data management is relatively weak and outcome surveys have not been implemented. Implementation progress.

Finding 11: The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.

Implementation progress

The programme experienced some delays in the start-up period before real implementation commenced. The inception period started in July 2018 and continued up until February 2019. In March 2019, a bridging period started, which ended in July 2019 when the implementation started. The programme office was relocated to Dodoma within MNRT premises. The MTE of 2021 indicated that although implementation was picking up, programme progress was still behind and even concluded that a revision of the targets might be necessary to ensure that they can be realistically achieved within the remaining programme period.

The Semi-annual Report July-December 2021 provides an overview of the programme's progress to date with respect to the four outputs. The FORVAC PMT also prepared a PowerPoint presentation for the PSC meeting²⁵. Based on these documents and consultations a summary of progress can be made. However, some of the figures do not seem to match and there are some inconsistencies in the provided tables in the report, which might be caused by the fact that some data only refer to approved VLUPs and FMPs whereas others include all the ones supported by the programme. Some data might refer to gazetted VLFRS and others to VLFRs established by FORVAC but not gazetted. In addition, as the programme reports on the old RBMF of which the indicators or targets are not always clear, it is difficult to assess progress in terms of percentages.

Output 1 – Improved value chains and increased private sector involvement in the forest sector

VLFR establishment and mobilisation

During this annual review year (July-December 2021), six VLUPs with a VLFR area of 47,523 ha were produced and approved while 12 VLUPs with a VLFR area of 175,845 ha were produced but waiting for approval. The cumulative number of VLUPs produced and approved is 29, with a VLFR area of 123,462 ha in total. With 12 VLUPs still awaiting approval, 41 VLUPs have been prepared. The end of programme target is 52 VLUPs, so at this point of time 79% have been produced and 56% approved.

Gazettement of VLFRs is ongoing in 15 villages, 51,135 ha in total. Within the AWP 2020-2021, 16 VLFRs with 146,064 ha were gazetted. Annex 3 of the semi-annual report indicates that 59 VLFRs were established and mobilised by FORVAC, which would mean 69% of the end of programme target.

Establishment of bee reserves is ongoing in five villages in Tanga Cluster, totalling an area of 5,059 ha.

Eight FMPs and FHPs have been produced and approved, this year, covering an area of 45,487 ha. and seven FMPs are waiting for district level approval (58,201 ha.). In addition, FMPs were completed for 12 villages in Suledo but not yet approved, covering 77,502 ha. Cumulative progress is 40 FMPs produced and approved, covering a total VLFR area of 269,024 ha and 19 FMPs produced but pending approval. The end of programme target is not clear, but the annual target is 26 FMPs completed. The data indicate that 27 were completed (with 19 still pending approval), which exceeds the annual target. If all FMPs (including the ones waiting for approval) are taken into account, the annual harvesting quota (AAC) will be 98,000 m³.

It should be noted that the figures only represent the achievements of FORVAC and do not include the existing VLUPs and FMPs that were already established earlier in the FORVAC-supported villages. The semi-annual progress report shows that the programme works in 122 villages (Annex 3) but Annex 4 of the same report indicates that only 75 villages have been supported with the development of VLUPs and/or FMPs. Out of the these 75 villages, 32 had existing VLUPs already prior to FORVAC support²⁶.

Although since last year substantial increase in progress on the VLFR establishment and mobilisation related outputs can be seen, it is clear that the programme targets at the end of the programme by July 2022 will not be reached.

Value Chain Development

²⁵ The Excel file of the supported villages and status of implementation that was provided for the MTE in 2021 was not updated but the progress report includes annexes on this.

²⁶ However, the data do not seem consistently put, as for some VLFRs no area is indicated but a FMP was prepared and the area shown.

Regarding the support to the value chain development, the following main achievements have been reported:

Box 6 Main achievements – value chain development

Timber harvesting and sales. During the AWP 2020/21 period, timber harvesting and selling started in 27 FORVAC supported VLFRs (two villages in Ruvuma, 23 villages in Lindi, and two villages in Tanga Cluster) with the value of TZS 1,146,685,093 (EUR 458,674).

Two community owned mobile sawmills started to operate in Nandenje Village (Ruungwa District) and Litowa and Ndongosi Villages (Songea District producing sawn timber, including lesser known tree species (LKTS) to a value of TZS 26,500,250. The procurement of two more community owned sawmills and two solar kilns is ongoing.

Employment. The timber harvesting and processing created employment opportunities for 1,012 villagers (847 male and 165 female).

The study of lesser-known tree species does not show any progress as the same achievements as last year were reported (14 species tested in the laboratory), and an open-access Miombo Timber Species Database and website is still under development.

Teak plantations in Nyasa District. Preparations for the teak planting started with 203 people having registered to plant a total of 100 ha of teak in 5 villages.

The implementation of the piloting of **sustainable charcoal production** model in the VLFRs and related research started in the two pilot villages in Handeni District in September 2021. Two charcoal making groups in each village were established with a total of 158 members (104M/54F).

Microbusiness support. Phase I was completed in Handeni, Liwale, and Mbinga Districts, where follow-up support, and monitoring visits for the supported 60 businesses will continue. Phase 2: 65 new businesses were selected from Nyasa, Songea, Namtumbo and Tunduru Districts in Ruvuma Cluster and Nachingwea and Ruungwa Districts in Lindi Cluster. Only 1-3 of the most potential value chains (beekeeping/honey processing, bamboo, carpentry, wood carving, or tree nurseries) were opened for calls in each District. Two calls were made, one at village level and another at district level for advanced businesses that can offer markets.

Swahili Honey (Central Park Bees Ltd, honey trademark and exporter) supported 25 beekeeper groups from Mpwapwa and Handeni Districts, which resulted in increased yields of 2,088 kg of unprocessed comb honey with a value of TZS 5,782,000.

Mushroom value chain: FORVAC planned to start cooperation with Mamaland Mushroom company in Songea and Mbinga Districts but they had not started at the time of the ERET review.

For the value chain activities, it is even more difficult to use the RBMF as a reference for tracking implementation progress, but nearly all activities that are specifically mentioned in the RBMF are behind schedule and overall the value chain component seems quite delayed.

Output 2 – Stakeholder capacity to implement and promote forestry value chain development enhanced

Capacities of Village Councils and VNRC to implement CBFM and develop forest value chains

MCDI trained 934 members of VNRCs and VCs of 61 villages in technical, organisational and business related aspects of timber harvesting.

MJUMITA set up a platform for reporting illegalities occurring in VLFRs for relevant government authorities operational in 4 community-owned networks in Handeni and Kilindi Districts in Tanga Cluster and Namtumbo District in Ruvuma Cluster. The programme supported MJUMITA Annual Forum held in Morogoro on 25 November 2021, that highlighted the importance of forest restoration and conservation through sustainable forest management and mitigation and adaptation to climate change.

The programme supported training of VNRCs by (LGAs on financial management and business planning, and forest patrolling and fire management).

7 VSLAs were established, four in Nachingwea District and three in Ruangwa District with 140 members (39M/101F).

Capacities to support and monitor CBFM/forest and related value chains

A follow-up training for 33 District staff (24M/9F) was provided on FMP with a focus on forest inventory data entry, verifying, and analysis.

Forest value chain/market systems and business development skills incorporated in training institutes

The following outputs were achieved:

- Four CBFM value chains related MSc dissertations supported by FORVAC within AWP 2020-2021, approved and the students graduated at the College of Forestry, Wildlife and Tourism (CFWT) of Sokoine University of Agriculture (SUA) in December 2021.
- Support to two additional MSc dissertations commenced in November 2021: (i) Impact of community forest-based projects on livelihoods and conservation of village land forest reserves; and (ii) Analysis of institutions and power relations along timber value chain in Liwale and Nachingwea Districts.

Output 3 – Functional extension, communication, monitoring systems and Management Information System in place

Extension and communication

Various materials were produced, including a booklet on FORVAC, and seven video documentaries of successful interventions. In addition, the programme supported three exhibitions: FBD to participate in the 45th Dar es Salaam International Trade Exhibition; 7th Annual Maji Maji Selebuka Festival and World Bee Day in Songea ; and Liwale investment forum and exhibition. FORVAC supported MNRT/FBD to establish a set of CBFM/VLFR and beekeeping and forest value chain development related extension material.

Monitoring and MIS

The programme facilitated joint monitoring visits and field visits and organised a Results Sharing and Planning Workshop for newly appointed regional and district leaders. The progress report also states that the PFM Facts and Figures 2020 were developed and the VLFR database established but according to ERET's understanding the outputs were not yet fully finalised. Finally, the MIS is updated monthly.

With regards to the RBMF output indicators, most of the annual targets have been met although some of the output targets are again not well aligned with the formulated outputs.

Output 4 – Supportive legal and policy frameworks to forest value chain and sustainable forest management developed

Improved policy and regulatory framework for forest value chain development

Initially the programme was expected to support the MNRT (FBD) in the review of the National Forest Policy of 1998. However, due to a cabinet decision, instead of updating the policy itself FORVAC was requested to support MNRT in developing the implementation strategy. Likely as a result of this FORVAC in their semi-annual report changed the title of the intervention title to *Training to increase understanding of policies and laws relevant for CBFM development*.

FORVAC continued to support the FBD to prepare the National Forest Policy Implementation Strategy (2021-2031) and National Beekeeping Policy Implementation Strategy (2021-2031), which are now printed and disseminated.

FORVAC also supported the production and printing of Guidelines for Establishment and Management of Bee Reserves and Apiaries in Tanzania and the National Charcoal Strategy and Action Plan. By the end of 2021, working group meetings have been organized, resulting in the draft Charcoal Strategy and Action Plan.

Forest law enforcement, forest governance and trade of legally sourced timber

FORVAC co-facilitated the Formulation of the Tanzania Timber Legality Framework together with TRAFFIC and in close collaboration with TFS and MNRT/FBD but it has not been published yet.

The programme appears well on track for the planned milestones in the RBMF, except for the forest law enforcement (but the RBMF seems to have some optimistic indicators on the speed of implementation).

Although the RF provides serious limitations for monitoring the programme progress the programme appears on track on some activities, but overall the implementation is delayed and behind the targets and expected results. If the programme will not be extended many targets cannot be realistically achieved within the remaining programme period.

Cost-effectiveness

By the end of December 2021, 53% of the 2021/22 annual budget for operation and management and 62% for TA were used, which shows a slight over-expenditure at 50% of the implementation of the AWP. However, more important is the overall financial situation of the programme, considering the entire budget and expenditures over the years.

Table 8 presents an overview of the financial performance until December 2021²⁷. The following conclusions can be drawn:

- At 87.5% of the programme period, over 83% of the operational budget on programme activities has been spent, and 86% of the programme management costs, which is in accordance with the expected expenditure level.
- There have been some budget reallocations with a substantial increase of the budget for output 1 with an additional amount of EUR 894,183 and a reduction of the budget of the other three outputs. This is justified as output 1 covers the bulk of the programme support and costs at field level, comprising 56% of all programme activities costs and the budget is more in line with the real costs incurred of each output. The disparity observed by ERET 2021 is no longer there. The percentages used of each output are more equally distributed, with only output 3 showing a lower expenditure rate of 71%.
- Although the detailed costs were not availed to ERET, it is understood that the VLFR gazettelement exercise is very expensive. The question could be asked how relevant and cost effective this exercise is. Although gazettelement is encouraged by MNRT it is not a prerequisite for VLFR establishment and the CBFM process.
- The expenses on the value chain component have picked up this year, although there is still a large outstanding amount that has not been used yet.
- The costs of the PFP1 bridging period are also quite high (almost EUR 274,000) which were not budgeted for. ERET was informed that this amount will not be paid back, as it is supposed to be compensated by the provided budget for the extension period. However, this will further reduce the available funds for operations.
- Finally, the TA budget expenditure is already at 94% of the budget, which is concerning as the programme still has six months left.

During the preparation of the Semi-Annual Progress Report 07-12/2021, MFA confirmed an additional funding of EUR 4,200,000 for a two-year extension period. Part of this funding is intended to support the implementation of the Annual Workplan 2021-2022, although no further details are known on the amount.

²⁷ The table is based on Annex 8 of the Semi-annual report July-December 2020. The calculations done by ERET show that the reported total budget for the contract (7,818,766) is lower than the sum of the budget items (7,845,766), as reflected in table 10.

Table 8 Financial performance until December 2021

| Description | Budget | Used Yr 1 | Used Yr 2 | Used Yr 3 | Used Yr 4 | Total used | Outstanding | % Used |
|---|------------------|----------------|------------------|------------------|------------------|------------------|------------------|---------------|
| CONTRACT | | | | | | | | |
| <i>Programme activities</i> | | | | | | | | |
| 1. Improved value chains and increased private sector involvement in the forest sector | | | | | | | | |
| <i>VLFR establishment and mobilisation</i> | 1,700,792 | 0 | 688,065 | 687,134 | 153,982 | 1,529,181 | 171,611 | 89.91% |
| <i>Value Chain Development</i> | 1,450,590 | 0 | 92,913 | 441,383 | 506,078 | 1,040,374 | 410,216 | 71.72% |
| | 3,151,382 | 0 | 780,978 | 1,128,517 | 660,060 | 2,569,555 | 581,827 | 81.54% |
| 2. Stakeholder capacity to implement and promote forestry value chain development enhanced | | | | | | | | |
| <i>Capacities of Village Councils and VNRC to implement CBFM and develop forest value chains</i> | 785,406 | 20,551 | 61,281 | 463,944 | 202,208 | 747,984 | 37,422 | 95.24% |
| <i>Capacities to support and monitor CBFM/forest and related value chains</i> | 368,297 | 40,565 | 62,260 | 52,399 | 158,589 | 313,813 | 54,484 | 85.21% |
| <i>Forest VC/market systems and business development skills incorporated in training institutes</i> | 213,368 | 0 | 0 | 187,812 | 6,618 | 194,430 | 18,938 | 91.12% |
| | 1,367,071 | 61,116 | 123,541 | 704,155 | 367,415 | 1,256,227 | 110,844 | 91.89% |
| 3. Functional extension, communication, monitoring systems and mis in place | | | | | | | | |
| <i>Extension and communication</i> | 226,281 | 0 | 31,377 | 117,497 | 54,048 | 202,922 | 23,359 | 89.68% |
| <i>Monitoring and MIS</i> | 247,243 | 0 | 79,632 | 46,870 | 10,214 | 136,716 | 110,527 | 55.30% |
| | 473,524 | 0 | 111,009 | 164,367 | 64,262 | 339,638 | 133,886 | 71.73% |
| 4. Supportive legal and policy frameworks to forest vc and sfm developed | | | | | | | | |
| <i>Improved policy and regulatory framework for forest value chain development</i> | 404,818 | 69,515 | 166,450 | 49,963 | 97,354 | 383,282 | 21,536 | 94.68% |
| <i>Forest law enforcement, forest governance and trade of legally sourced timber</i> | 68,918 | 0 | 0 | 12,807 | 0 | 12,807 | 56,111 | 18.58% |
| | 473,736 | 69,515 | 166,450 | 62,770 | 97,354 | 396,089 | 77,647 | 83.61% |
| Subtotal Programme activities | 5,465,713 | 130,631 | 1,181,978 | 2,059,809 | 1,189,091 | 4,561,509 | 904,204 | 83.46% |
| Management and other costs | | | | | | | | |
| <i>Programme management</i> | 1,493,934 | 505,654 | 355,632 | 292,558 | 138,128 | 1,291,972 | 201,962 | 86.48% |
| <i>Contingency and TA briefing</i> | 108,105 | 3,346 | 18,396 | 0 | 0 | 21,742 | 86,363 | 20.11% |
| <i>Support staff</i> | 248,813 | 0 | 0 | 100,813 | 82,208 | 183,021 | 65,792 | 73.56% |
| <i>PFM bridging phase</i> | 273,768 | 273,768 | 0 | 0 | 0 | 273,768 | 0 | 100.00% |
| | 2,124,620 | 509,000 | 374,028 | 393,371 | 1,496,735 | 627,885 | 70.45% | |
| GRAND TOTAL CONTRACT | 7,590,333 | 639,631 | 1,556,006 | 2,453,180 | 1,189,091 | 6,058,244 | 1,532,089 | 79.82% |
| TA & REIMBURSABLE COSTS | | | | | | | | |
| <i>TA</i> | 2,038,000 | 563,357 | 653,810 | 517,500 | 184,023 | 1,918,690 | 119,310 | 94.15% |
| <i>Project expenses, reimbursable costs</i> | 580,006 | 133,114 | 173,368 | 164,109 | 56,799 | 527,390 | 52,616 | 90.93% |
| TOTAL TA & REIMBURSABLE COSTS | 2,618,006 | 696,471 | 827,178 | 681,609 | 240,822 | 2,446,080 | 171,926 | 93.43% |

Source: Adapted from FORVAC Semi-annual report July – December 2021

In conclusion, the analysis shows that compared to last year, the programme expenditure on programme activities has increased substantially and is in line with the implementation period. Moreover, the discrepancy between the expenses and between the outputs was addressed through a budget revision.

Management, including M&E

Interviews with key stakeholders indicate that the PMT has been quite functional and many of the practical issues that hampered programme implementation have been adequately addressed. Also, a review of the steering committee meetings minutes suggest that generally adequate follow-up was provided and action taken by the programme on the resolutions. However, the ERET review found that a number of the MTE recommendations were not followed up (see chapter 5.2).

The programme set-up poses some challenges for the efficiency of operations due to its huge geographic area, the relatively limited human resources, and the participatory approach, involving all districts in the planning aspects. Within the limitations of the design, the FORVAC PMT has used its resources and organised the work reasonably efficiently. The Cluster Coordinators play a key role in coordinating and facilitating the implementation in their areas. The use of Service Providers for the implementation of the CBFM related activities can also be considered efficient. The efficacy of the approach is further discussed in the chapter of effectiveness.

The ERET MTE findings on human resources still apply. As the value chain development is still behind and as major aspect of the programme, there is a need for a more permanent TA to support this area.

According to the data provided, eight steering committee meetings were conducted since the start of the programme. As expected, the steering committee meetings are more technical and detailed with respect to the programme strategies and implementation. However, questions can be raised on the composition of the steering committee as it does not include some relevant stakeholders in the sector that could adequately help guiding the systems and processes supported by FORVAC. The steering committee has three representatives of value chain actors (Tanzania Honey Council -THC, Tanzania Wood Working Federation – TAWOFE and SHIVIMITA) who happen to attend the meetings more regularly than some of the other members, but there are many issues to be debated of a more policy/regulatory nature. As also commented for the PSC of PFP2,

there seems a tendency of the PSC to focus on detailed programme implementation issues at the expense of more structural aspects related to the enabling environment of CBFM, including the feasibility and sustainability of some processes like VLUP, FMP, or VLFR gazettement, implications of policies and regulatory functions regarding timber harvesting and trade (GN 417, role of districts, pricing), and other aspects related to the value chain development.

In terms of M&E, the comments and observations made in the MTE still apply. The programme has established a MIS system that covers monthly activity progress reporting by cluster and contributes to the quarterly reports. Although the system is useful in keeping track of the activities, it is also very descriptive.

Data management is still an area that needs improvement. Despite recommendations made in the MTE the programme does not have a geo-referenced database for each village that exactly tracks the relevant information regarding the village (population, geographic info, some basic data), VLFRs, VLUPs, FMPs, FHPs, VNRCs, VICOBA's, VCs, status before the programme, support provided by FORVAC, etc. The excel files and tables presented in the progress reports show some inconsistencies and are not systematically updated. Most of the monitoring data in the field is provided through progress reports by the service providers, which are also not linked to a database.

Regarding monitoring activities in the field, some improvements have been made with respect to the involvement of national stakeholders and steering committee members in joint monitoring exercises, but overall programme monitoring remains rather weak. In addition, there would be need to undertake outcome studies for a better understanding of the results and effects of the programme interventions at community level.

It is acknowledged that the programme resources are limited and that the junior expert assigned for M&E is trying her best. But for a possible extension, this area needs improvement and more resources.

5.1.4 Effectiveness

Finding 12: The methodology used for the VLUP process, especially the use of satellite imageries is good, reducing time and promoting participation. Communities established Village Land Use Management Committees (VLUMC) with consideration of gender balance. But environmental and biodiversity concerns are not adequately integrated. Although villagers are aware of the VLUP, many, especially PiVP, do not know the exact contents.

Finding 13: Positive observations were made by ERET on the CBFM governance process. The VLFRs are well managed, the VNRCs are well informed, active and motivated and have a good gender balance. The FMPs/FHPs are used to guide the harvesting process.

Finding 14: The timber value chain is of main interest to the villages, generating substantial revenue. However, several issues were observed on the marketing and price setting processes, including interference of districts, policies (GN 417) and other procedures that hamper the trade of CBFM managed forests.

Finding 15: The micro-enterprise support is still a weak area and the field visits did not show very positive results. There does not seem to be a clear, strategic and effective value chain approach and many 'micro-enterprises' are not linked to partners in the value chain. The scale is also very small.

Finding 16: The updated HRBA strategy will be implemented as part of the extension and was not fully adopted yet when the ERET review took place and feedback from respondents and beneficiaries on HRBA, including gender equality, provides some mixed findings. In terms of gender equality, the programme has been reasonably successful. PiVP are largely excluded from the governance process due to a combination of socio-cultural stigmatisation, self-exclusion, travel constraints and other priorities for sustaining their livelihoods. In villages where timber harvesting

takes place, the PiVP benefit directly (health insurance) or indirectly from the social services provided by the village government from the generated revenue.

VLUP

Most of the comments made for PFP2 also apply to FORVAC.

The methodology used and especially the use of satellite imageries is good, reducing time and promoting participation. Communities established Village Land Use Management Committees (VLUMC) with consideration of gender balance. The VLUMCs were intensively trained. Feedback from the visited villages and FGDs are positive about the VLUP. For example, the VLUM team in Nahanga said it contributed to reducing conflicts over boundaries. They have put signposts for different land uses and a large printed copy of the VLUP was put on the wall of the village government office. Also in other areas and villages visited in the SEA, the importance of the VLUP was highlighted. For example, in Liweta village it was mentioned that some villagers wanted to degazette the VLFR that was established in 2008 as they did not see the benefits. The VLUP process contributed to the designation of land uses and a better understanding of the importance of the forest to protect the watershed for future generations and also provide opportunities for value chain activities. It was claimed that the VLUP has helped to overcome resistance against CBFM. The DFO confirmed that “without the VLUP FORVAC would not have been accepted”. Other villages also reported that the VLUP helped to resolve land use conflicts, including with pastoralists, and the MTE also listed various examples of villages that reported positive experiences with the VLUP. However, there is no guarantee that the VLUPs will solve all land use conflicts and in some districts the conflicts reportedly continue. There’s a significant amount of anecdotal evidence in Tanzania that shows that VLUPs, without the implementation of proper monitoring and enforcement mechanisms, are insufficient to reduce land use conflicts.

As was also found in the SEA, although at a general level, villagers are aware of the VLUP, many, especially PiVP, do not know the exact contents. After the VLUP preparation most VLUM committees become inactive and land management in some communities is not properly supervised and monitored as prescribed in the VLUPs.

A concern is the clearing of natural forest resources for plantations. In one village, land within the VLFR was said to have been cleared (of ‘non’-valuable species) for the establishment of a pine and teak woodlot, and also in Nyasa, natural forest land designated for agriculture and tree planting was apparently cleared.

As was mentioned for PFP2, also in the case of FORVAC, there is need for environmental awareness and integration of natural resources concerns in the VLUP. Reserving large areas of natural forest for inefficient farming systems based on shifting cultivation is a sign that deforestation is not yet fully controlled. Central and local governments are not integrating land use planning and conservation education into agricultural development plans. There is also a tendency of wall-to-wall planning, designating large areas for certain land uses without considering environmental and biodiversity concerns within those areas.

During the ERET review, the question of ‘importance’ of VLUPs as a precondition for the CBFM process was raised, considering the extensive resources required. VLUM members in Nahanga did not know if the VLUP helps the management of the forest. But in Liweta Village it was claimed that the VLUP has helped to overcome resistance against CBFM. Although VLUPs are not a prerequisite for CBFM, they contribute to tenure security of VLFRs.

VLFR establishment and governance

The VLFRs vary in size and composition, ranging from few hundred hectares to over 20,000 ha, with the largest forests being located in Liwale District. Depending on the size, composition and quality of the forests, the VLFRs provide different options for use, including timber harvesting and trade, NTFPs, and other functions and services.

The three VLFRs that were visited by ERET look quite good. They appear well managed and well stocked. The FHPs indicate some commercial species but mostly lesser known timber species.

The gazettement of VLFRs is on-going. The discussion with MNRT reveals that it is a laboursome and expensive task. Although the government encourages the gazettement of VLFRs as it provides more security, it is not a precondition for the CBFM process. Given the limited resources of FORVAC, including for the extension phase, there might be a need to assess the added value against the resources required and costs involved.

The FMPs (and FHPs) are useful and important in guiding the management of the VLFRs. The FMPs are supervised by the VNRCs. The ERET review, and also the SEA, showed that VNRC members are well informed and able to indicate and allocate harvestable volumes in the FHPs and the different uses and procedures stipulated in the FMPs. However, in some VNRCs newly elected members do not have adequate knowledge of the FMPs and rely on the longer serving members for guidance. VNRCs are involved in patrolling the forest and supervising and monitoring harvesting procedures. Interviewed VNRCs appear motivated and active, doing patrols, involving members from different hamlets equally. They are provided with uniforms, but most requested also IDs that they could use to identify themselves. The provision of motorbikes has helped their mobility in patrolling the VLFRs, which are sometimes far from the village and large. Women are well represented in the VNRCs and participate in patrolling, and other activities, including sawmilling (50% of the trained operators for the mobile sawmills are women). Nevertheless, their role in governance structures is still limited and they seem to be poorly equipped to participate in decision making.

As noted in the SEA, many people in the community and especially PiVP, are not aware of the contents of the FMPs and their rights with respect to the VLFRs, including the possibility of free use of NTFPs for domestic use. The majority of PiVP think that the VLFR is owned by the VNRC and that entry is forbidden.

While the FMP is useful in guiding the management of the VLFR, the design process is very complex, technocratic, and expensive, requiring forestry expertise that is beyond the capacity of the villages and not sustainable without donor support. The FMPs supported by MCDI are slightly simpler than those prepared by SUA, but they follow the same templates. Experiences in other countries show that a simpler and participatory approach can be effective and increase ownership of the communities involved. The question is also who monitors the FMP as the FBD does not have the capacity.

Despite the overall positive observations on the forest governance, some challenges remain with respect to poaching, illegal logging and fire (mentioned in Liweta). In the SEA, frequent reference was made to the encroachment of the forest by pastoralists for cattle grazing. Overall, agricultural expansion, especially shifting cultivation remains a main driver and threat of deforestation.

Teak plantations

The supported teak plantations in Nyasa District are located far from the villages and act as a buffer between village agricultural land and natural forests located in catchment areas on the Livingstone range mountain. Accessibility is difficult and might be an issue for marketing and transport once the trees are harvested.

Apparently conflicts over boundaries happened in the past and most seedlings planted during PFP1 were uprooted and destroyed. FORVAC is commended for bringing people together and resolving the conflicts.

The demand of teak seedlings is high and has even caused thefts in the villages. The growth is good but many trees are still juvenile.

Growers are organised in TGAs. Five of them established a local union of TGAs and are members of TTGAU. The majority are men but women participate more in training.

There are environmental concerns as natural vegetation has been cleared for planting. The provisions of GN 417 requiring applications for clearing of land for cultivation, are not being widely enforced or monitored even when TFS or the DFO are included in extension or inspection visits.

Timber value chain

The timber value chain is of main interest to the villages, generating substantial revenue: in July-December 2021, 4,106 m³ of timber was sold from 27 villages with a value of TZS 1,146,685,093 (EUR 458,674). Two sawmills provided by FORVAC started operation and contributed to harvesting of the first participating villages.

In many VLFRs, the volume of commercial timber species is limited. The visited forests during the ERET review included many lesser known tree species (LKTS), which are an important alternative, but the demand remains low. The study of LKTS has taken long and the results are still to be launched. TAFORI is also involved in supporting LKTS but the coherence of the activities of FORVAC and TAFORI on the promotion of LKTS is unclear.

Districts are committed to buy some LKTS from VLFRs and MCDI has a contract with Grumeti ecolodge to buy LKTS for rehabilitating their lodge (involving 15 villages).

Ruangwa District reserved TZS 60 million for buying timber from VLFRs and also considers to set up a timber yard.

MCDI is in the process of setting up an online Market Information System but they are still in an early phase and ERET foresees issues of updating of the database and sustainability as data recording will be mostly dependent on MCDI.

While these are positive developments, ERET found a number of issues related to price setting and the role of LGAs in the marketing process that could affect the results.

1. Districts buy timber from VLFRs for cheap prices. The first timber harvested by the mobile sawmill in Ndongosi Village was sold to Songea District Authority, but at a lower price than the price given in the GN which is also quoted in the FMP of the VLFR. Hence, the sale came at a loss and the village reported to ERET a debt of TZS 370,000 from the harvesting process. Apparently Ndongosi Village was asked by the district to contribute to the construction of two classrooms for Ndongosi Ward Girls Secondary School. According to the Bill of Quantity (BoQ) provided by the Government, the price of timber that would be paid for the schools was lower than the GN price. The timber from the VLFR harvest if sold at the GN price would not be enough to provide enough materials and the village had to look for additional funds. Through a series of meetings of the VNRC, Village council and Village Assembly it was agreed that the village would sell the timber at the lower BoQ price and construct the classrooms before the deadline for construction would pass. In the view of the Cluster Coordinator there is nothing wrong in the process as the school benefits the community and both the school and the VLFR are 'owned' by the village. However, even if the school classrooms benefit the community, the construction was enforced by the district, paying a price that is below the government price, stated in the FMP. In the end, the costs of the timber production could not be recovered due to the lower price. In essence it means that the village cannot properly develop the timber business due to interference of the district dictating the price and market.
2. Risk of conflicting role of districts in the marketing of timber. Ruangwa District is very interested in the establishment of a timber yard. However, there is a risk that the district will use the timber yard to generate income – buying cheap timber from the VLFRs and selling it against a (much) higher price. The district would then become a player in the market instead of fulfilling a regulatory or facilitatory role. Of course, it is good if the districts can help the communities finding a market for their LKTS but the demand and pricing should be dictated by the market and not by the districts.
3. Villages pay 10% to the district for services, which is meant for service delivery by the DC to the village 'on a voluntary basis'²⁸. However, there is no regulation guiding the 10%, which is collected

²⁸ This seems different from the Local Government Finances Act 1982, Part II, Section 7, and its regulations, which stipulates a maximum of 5% fees which is the produce CESS that the buyer pays to the DC.

as produce cess. These “forced” payments by villagers to LGA have been challenged for more than 10 years now as there is no legal basis of the payments without budget codes for collecting this revenue in the districts. ERET has been informed that Lindi regional authority is reportedly working on the arrangement to have a specific budget code but this should be the responsibility of the Ministry of Finance working with PORALG. Besides, the question is what services are ploughed back by the districts? Apparently, this has also happened in other villages in Kilwa District where MCDI pilot tested the mobile sawmill approach. According to MCDI the villages negotiated with the districts on their contribution, to at least remain with a minor profit of their business.

4. The village is required to pay for the wood from their own forest (VNRC account to VC account) in order to get the permit for harvest, process the logs and sell processed goods (e.g. sawn timber). This makes processing (and any value addition) very difficult at the village level, especially for those that start up the business, as communities rarely have investment capacity for this. This issue was already raised in the FORVAC Annual Report 2020-2021, but has not been resolved yet.
5. GN 417 is trying to align pricing of village timber with government royalty rates, in contrast with Forest Act Part X, Section 78, Sub Section 3, further distorting the function of the market and constraining village pricing strategy unnecessarily.

There are several other challenges related to the VLFR timber trade, which have been known and reported since 2014 by LIMAS and NFBKPII and more recently by FORVAC. The bottlenecks are related to higher pricing for timber from VLFRs as compared to timber from general land, and different levels of monitoring²⁹. However, as these challenges do not affect selling processed goods, FORVAC is promoting processing at community level.

Regarding the charcoal model that is being set up and pilot tested, it is good that some exchange with the TFCG model took place. As mentioned in the MTE report, the reason for pilot testing another model has not been clear to ERET but it would be important to follow up, do a comparative analysis and possibly integrate (part of) the models.

NTFP/NWFP Value Chain, micro-businesses and VSLA

In the few villages visited during the ERET review, the micro-enterprise activities were mostly related to honey production and mushroom production. The SEA also came across carpentry and handicraft activities, but the scale is quite low with few beneficiaries.

Honey. In Ruvuma and Lindi cluster there is no involvement of Swahili honey which is supporting 12 beekeeping groups in Handeni District with 180 members. According to FORVAC, Swahili honey did not want to come to Ruvuma cluster, but this was denied by the contacted director of the company, who said that they have not been offered a service contract. Songea has high potential due to miombo vegetation and would be ideal for Swahili honey to serve as it is close to Njombe, where they have core operations as well. Instead, technical training/mentoring was provided by Tabora Beekeeping Centre and by the District Beekeeping officer. In Songea and Ruangwa, no training was provided yet, only the assessment of groups

²⁹ 1. Higher pricing for timber from VLFRs as compared to timber from general land: Communities don't get many customers for standing trees (stumpage sales) due to the difference in price on timber from different sources. This is a serious problem, because stumpage sale demands least investment and capacity from the community, and hence is often the access point to community forestry business. Although communities and TFS follow the same minimum pricing and both in theory charge for (calculative) whole tree volume, due to differences in volume calculation methods price per piece of timber is lower when buying from TFS.

2. Different levels of monitoring: communities push each felled tree to be used efficiently, as it reduces their annual allowable cut and hence possibility to earn. Therefore, each available log is charged from the buyer (after first having converted the log volume to whole tree volume). Communities do not have the right to go under the minimum price (which has become the fixed price) for this smaller less wanted log. In general land, where there is less monitoring, a buyer can fell as many trees as he/she feels like to get the same amount of timber pieces - many prefer processing and, hence, paying for only the best lowest log. (FORVAC Annual Report 2020)

was conducted. In Ruangwa, the training will be done by TFS. ERET found that the visited groups had little knowledge, and encountered many problems in their production, including disappearing colonies, insect attacks, hives put at the wrong locations, poorly constructed hives, etc³⁰. The Beekeeping officer was provided a motorcycle but groups in Mbinga District reported that he was mostly not accessible or visiting them. Also in other areas, access to technical support was said to be missing and one member of a beekeeping group said that he sometimes called upon the DFO or other people to give advice. In some areas it was said that there is no market, which was also confirmed by the SEA, which indicated that most honey is sold locally.

Figure 7 CBFM and value chain development



³⁰ Some the TFS hives that were observed were of poor quality with large holes and cracks.

Source: ERET Team

Mushrooms. In Kindimba Chini Village the activity built on existing activities of some of the women. FORVAC provided materials and drying equipment. They produced 100 kg in 2021/22. But the machine did not have the correct features (wrong batteries) and is no longer used. They have not found a market yet. FORVAC will involve Mamaland, a company from Zanzibar that is specialised in mushroom production and processing.

Micro business capacity building. SEDIT trained the groups in business management but did not have adequate time for mentoring and validation. Moreover, monitoring remains weak. One of the problems identified in the MTE was the relatively short contract period of SEDIT, which did not allow them to adequately backstop the supported groups. ERET was informed that in the next contract this will be addressed.

Although ERET acknowledges that the micro-business support is not an easy component and some of the supported groups are relatively new, the review did not see very positive results. This is still a weak area that need to be further strengthened.

There does not seem to be a clear, strategic and effective value chain approach. Equipping groups in villages with gear and materials has been repeated in CBFM since long time. The marketing aspects are not adequately considered. The approach to ‘first start production and improve the quality before looking at marketing’ is not a valid value chain development approach.

Technical support, mentoring and monitoring are inadequate, and many ‘micro-enterprises’ are not linked to partners in the value chain. The scale is also very small. The model created in Handeni by engaging a company to support beekeeping groups, seems valid and according to Swahili honey they are prepared and willing to provide services also in Songea District as well. More companies should be engaged to link groups or individuals to markets.

It is understood that FORVAC made some changes in the micro-enterprise tendering process, based on lessons learned from the first round. On the one hand, the selection criteria were adjusted to support people with disabilities. Two individual businesses of entrepreneurs with disabilities, and three groups, with a total of seven members of PWD were selected to receive the business support (FORVAC Semi-annual Report July-December 2021). However, at the same time, more weight was given to the field assessment of businesses to ensure they are operational and applicants have sufficient capacity and expertise.

An aspect that should be considered is the ‘group’ approach. The SEA found that the cohesion of the groups is sometimes weak (with some members not having previous experience in the value chain) and also Swahili honey commented that a weakness of the FORVAC approach is the fact that the hives are owned collectively by the group, whereas normally the production is done on an individual basis. The group might easily get demotivated by less active members. While training can be done as a group, the company recommends that the hives should be owned and managed by individuals.

With respect to VSLA, the support is appreciated but the scale appears very low. Most of the groups consist predominantly of women. The loans are usually not used for forestry-base enterprises but to cover some expenses or implement short term income generating activities. The VSLA groups that exist were actively participating in attending their scheduled meetings, back-stop trainings from district facilitators, as well saving and lending money to group members. The VSLA were about 60% dominated by women as men are reluctant or sometimes latecomers to join the schemes. Coherence of group members was relatively good with high social networks among individuals as they have known each other for long time within the community-cultural settings. Dropout in VSLA membership is not common once the sensitization are done properly, however it is estimated up to 25% can happen if not well informed on rights, responsibilities, benefits etc of a member in the VSLA.

Contribution to achievement of outcomes

Sustainable forest management

According to the FORVAC Semi-annual report July-December 2022, the programme has contributed to the production and approval of 40 FMPs, covering a total area of 269,024 ha of VLFRs that are supported in sustainable forest management. Although the preparation of the FMPs is not a guarantee that they are properly implemented and the VLFRs are sustainably managed, the feedback from local government and village representatives, indicate that overall, the established systems are operational and functional, and villages are actively involved in the protection and management (including fire-control) of the VLFRs. The SEA also confirms that the CBFM process has strengthened the ability of the local communities to realise their entitlements from forest resources and that the VLFRs in the sampled villages are generally well managed and that the quality of the forests have improved and uncontrolled use has been reduced.

Despite the pressure on the forests, several districts reported that their data indicate reduced illegal harvesting events in VLFRs. Some villages also reported on reduced illegal harvesting and encroachment. Others also reported on increased growth and improvement of the forest. Overall, the provided feedback has been very positive

Benefits from timber value chain and micro-enterprises

Harvesting of timber has been conducted in some villages and significant incomes have been realized. The revenues were invested in community development projects such as construction of schools, health centres, electricity, village offices and paying for health insurances for PiVP and school fees for their children. Communities were able to see these tangible benefits and associate the programme with benefits from the forests. However, as mentioned above, several challenges are observed in the timber trade process that might derail the programme from achieving the outcome. Many of the obstacles are beyond the mandate of the programme, but should be taken up at the policy level.

Regarding the micro-enterprises and other value chain support, no significant results and benefits were observed yet, possibly due to the absence of a clear, strategic and effective value chain approach, including marketing opportunities. The VICOPA/VSLA concept is appreciated and provides opportunity for villagers to engage in income generating activities.

Effectiveness of HRBA

The updated HRBA strategy was not fully adopted yet when the ERET review took place and feedback from respondents and beneficiaries on HRBA, including gender equality, provides some mixed findings.

In terms of gender equality, the programme has been reasonably successful. Gender equality aspects are purposively integrated in the CBFM processes. Women appear well represented in most CBFM activities, including membership of VLUMC (30%) and VNRCs (34%). Although some aspects, especially those related to timber production are still considered the men's domain, women are increasingly being involved. Their participation in micro enterprise activities is also high (46% in phase II) and members of VSLAs are also predominantly women. However, in terms of leadership and decision-making, women still play a minor role and usually take a back seat, even those who are elected in the VNRCs. Examples were provided where female members of the local governance institutions were not adequately considered in the decision-making process.

Despite the open selection procedures, the SEA confirms that PiVP are largely excluded from the governance process due to a combination of socio-cultural stigmatisation, self-exclusion, travel distances to meetings and other priorities for sustaining their livelihoods. PiVP usually do not access the VLFRs (which are far and by many considered a no-go area) and rely on the open village lands for forest products such as firewood, fruits, medicine, and mushrooms. In villages where timber harvesting takes place, the PiVP benefit directly (health insurance) or indirectly from the social services provided by the village government from the revenue generated. But they are usually not involved in VCD activities or VSLAs.

Challenges for achieving the outcome

Apart from the operational issues also some external challenges continue to hamper or slow down the achievement of the expected outcomes. The following challenges were again reported during the review by communities and local government:

- Similar to the MTE, the implementation of the GN 417 was frequently cited as a major obstacle by many interviewed communities and district officers. Two aspects were mentioned:
 - a. The first challenge is related to the approval of the FMP, which requires the endorsement of the Director of FBD at national level. Although in the case of FORVAC the procedure was fast tracked, the approval process takes too long and potential timber traders could not wait for such long time.
 - b. The second and major challenge is related to the approval process for harvesting. The GN 417 requires the community to seek permission from the District Harvesting Committee (DHC) but communities fear that the process is easily derailed due to TFS' role in the DHC³¹.
- Other issues that have already been discussed have to do with the price setting and levies to be paid (see issues raised in the section above on timber value chain price setting). The bureaucratic process, generally makes timber from sustainably managed VLFRs more expensive as compared to obtaining TFS licences or obviously from illegal harvesting. In addition, it is not clear if- and how the issue of taxation is aligned to supporting conservation by the public services.
- In addition, other factors that affect marketing are little access to market information and knowledge of available stock in some villages. The distance and remoteness of the VLFRs are also mentioned as a constraint.
- Lesser known species appear to be abundant in the VLFRs vis-à-vis other commercially traded species. However, challenges exist on marketing due to low demand and little awareness on the use of LKTS.

5.1.5 Sustainability

Finding 17: The support to the CBFM process (VLUPs, VLFRS, FMPs, and VNRCs) shows promising results. Especially in villages that are engaged in timber harvesting, sustainable forest management is likely to be continued as long as the CBFM requirements can be met (especially renewal of FMPs – see finding 18). Sustainability of the outputs will also depend much on the enabling environment with regards to policies and incentives for the beneficiaries, such as good pricing and markets for their products and an equal playing field.

Finding 18: Some concerns exist on the sustainability of some CBFM related processes, including the VLUP (expensive and not integrating environmental biodiversity concerns), FMP (complex, technocratic, time-consuming and expensive), gazettement (expensive), and mobile sawmill maintenance. The VLUPs and FMPs have a limited time span of five years and their preparation or

³¹ In their view TFS has a conflicting interest with regards to their regulatory role and commercial activities and mentioned that TFS' issuing of harvesting licences on general land 'competes' with the communities' harvesting of timber in VLFRs. GN 417 gives mandate to the District Forest Manager (DFM), who is a TFS employee to be the Secretary to the DHC. The DFM may be biased to favour harvesting applications for TFS rather than from communities' VLFRs. In addition, GN 417 gives directives that any extra meetings for the DHC shall be authorized by the TFS Chief Executive Officer, who may and where circumstances allow, approve such meetings. Furthermore, the cost of meeting for the DHC shall be borne by the Chief Executive. This gives options for TFS to either authorize or not to authorize such meetings where communities may need approval for harvesting in VLFRs. Feedback from some districts indicate that this has resulted in substantial delays. 'Given the remote location many buyers will not wait for all bureaucratic processes to be finished'.

renewal depends mostly on external support as the costs are not affordable to the communities involved. This raises serious concerns about the sustainability of the overall CBFM process. Without simplifying some CBFM-related processes, especially the FMP, the sustainability of the CBFM approach will remain at risk.

Sustainability of results and approach

The support to the CBFM process (VLUPs, VLFRS, FMPs, and VNRCs) show promising results. Especially in villages that are engaged in timber harvesting, sustainable forest management is likely to be continued.

However, the other value chain activities are still in their infancy and apart from producers that have secured markets through linkages with companies such as Swahili honey, the sustainability of the groups is uncertain.

Sustainability of the outputs will also depend much on the enabling environment from policy and incentives for the beneficiaries, such as good pricing and markets for their products and an equal playing field. In the end, timber produced through CBFM should be awarded and not have to compete with timber obtained through unsustainable and less regulated practices. As LKTS dominate many VLFRs, their sustainability will depend on the opening up of markets for LKTS.

Finally, some concerns are raised regarding the sustainability of some CBFM-related processes and approaches:

- The VLUP is a very useful but also expensive exercise. Due to the high costs, it is unlikely that communities will be able to renew their VLUPs after they expire. In addition, the VLUPs do not adequately integrate ecosystems and biodiversity concerns which might affect environmental sustainability. In addition, the VLUP must be well monitored and enforced, otherwise it will become a meaningless document. Provision of CCROs may provide more incentives and tenurial rights for land management by the communities but the process is also expensive and FORVAC does not have a budget or plans for this.
- The preparation of FMPs is a complex, technocratic and time-consuming activity which the involved villages apparently cannot do on their own or pay for without further financial support. Currently many existing VLFRs that were supported by the preceding projects have expired FMPs. This brings into question the sustainability of the process. Apparently the PSC has called for a review of the approach.
- Gazettement of VLFRs is another expensive process that cannot be easily financed by the community. Although not a prerequisite for CBFM, it is highly recommended by government to provide increased legal security of the forest.
- There are some risks for the sustainability of the maintenance of the mobile sawmills that is rotated amongst villages. The villages contribute a percentage of their revenue for maintenance, which they put in their account. However, the maintenance costs are not shared and villages use their own resources. As the sawmill is rotated, repairs and spare parts are paid by the community that has the sawmill. This potentially provides skewed and unfair contribution by villages that come late in the rotation cycle or have relatively small forests. In addition, the use of the sawmill is determined by seasonality and the rotation cycle can be long but at the same time many villages are involved. This means that some villages will have to wait a very long time before they can use saw mill and might get demotivated.

5.2 Follow-up of ERET recommendations 2021

Table 9 FORVAC follow-up of ERET Recommendations 2021

| Recommendations 2021 | Response/follow-up | Action required |
|---|--|--|
| <p>Overall recommendation: Explore the options for extension of the programme for two years (starting from July 2022) using the current contract and programme set-up. The extension will build on the current support but integrate the suggested improvements in the design and approaches as detailed in the recommendations below.</p> | Done. MFA approved an extension for two years with additional funding of EUR 4,200,000. Extension not yet approved by GoT. | |
| <p>1: Facilitate further dialogue between key stakeholders in the sector to improve consensus on the value chain strategy and CBFM approach in general and influence policy actions that will improve CBFM in Tanzania. This could include the following actions:</p> <p>Collect evidence and analyse key issues and challenges reported by communities on the timber value chain aspects, including implications of GN417, the perceived competition with licences provided in general village lands, issues of taxes and link to service provision, and other constraints.</p> <p>Support Forest and Beekeeping Division (FBD) in facilitating a national dialogue with all relevant stakeholders in the sector to discuss the issues and solutions.</p> | <p>Some dialogue with key stakeholders undertaken.</p> <p>Not done</p> <p>Not done</p> | Check with MNRT on the follow-up on the recommendations, as the idea of collection of evidence on GN 417 came from the Director who also supported the idea to organise a national dialogue on these issues. |
| <p>2. Identify the options for an improved village selection strategy for the next phase, including the possibility of a clustered approach of villages within the landscape that integrates not only the communities with large intact forests but also those that have less potential for timber value chain in the short term and identify options for encouraging conservation of the forest resources such as introduction of conservation agriculture, Village Community Banks (VICOBA's) and other income generating activities</p> | N/A yet as the next phase has not started. | Some of the aspects could possibly be integrated in the 2 years extension. |
| <p>3. Make improvements to the design aspects identified in conclusion 3:</p> <p>Review the operational strategies and contribution of the programme on HRBA and identify options on how the programme can further improve gender equality (especially in decision-making processes) and address the interests of youth and vulnerable people.</p> <p>Transfer the support to teak plantations in Nyasa District to PFP2.</p> <p>Revise the Results Framework to improve its vertical and horizontal logic and make the indicators SMART and realistic. Involve an expert to ensure high quality of the output.</p> | <p>Done</p> <p>HRBA strategy updated</p> <p>Recommendation not accepted</p> <p>RBMF improved but not clearly indicated in PD</p> | Put a clear heading above the old RBMF in the PD making it clear that it refers to the original RBMF |

| Recommendations 2021 | Response/follow-up | Action required |
|--|---|--|
| 4. Improve collaboration with other key stakeholders and development partners in the sector. | Added new partnerships but no collaboration with PFP2 | Explore options for meaningful collaboration with PFP2 |
| 5. Address the issues caused by delays without compromising the quality of implementation for the remaining period of the programme: As part of the revision of the RF, revise the targets to make them realistic. Reallocate the budgets between the different operational activities and outputs, based on a realistic assessment of the remaining activities. MFA to approve the proposal submitted by FORVAC for additional funds to alleviate the shortage on management budget and inputs by the VCDA and Junior experts. | Done RBMF improved for 2 year extension Budget reallocated Done | |
| 6. Rearrange the composition of the Steering Committee and invite relevant stakeholders from the regions, National Land Use Planning Commission (NLUPC) and Sokoine University of Agriculture (SUA) to join. | No action taken | Together with the recommendation on focus of PSC check options to adopt the recommendation |
| 7. Review the support provided by Service Providers and focus on those that show good performance and have long presence in the area. Increase transparency of decisions and review the options for using Districts to provide support to VICOBA. | Some assessment of SPs done with preference for those that are already present in the area, but no action on VICOBA | Assess options for using Districts to provide support to VICOBA. |
| 8. Make improvements to the M&E system and establish a database on CBFM. Strengthen joint field monitoring and identify options for improved outcome and impact assessments. | Not done | Take action on the recommendation, especially for the extension phase. |
| Legend: | | |
| Recommendation well addressed | | |
| Recommendation partly addressed | | |
| Recommendation not addressed | | |

5.3 Concluding findings and recommendations

| Findings | Recommendations |
|--|---|
| Overall finding and recommendation | |
| Overall finding: The programme has made considerable progress since last year and the review found positive results especially regarding the Community Based Forest Management (CBFM) governance and timber value chain aspects. The micro-enterprise component is behind and | Overall recommendation: Improve the micro-enterprise strategy by adopting a more strategic value chain approach, linking the beneficiaries to existing partners for marketing and services. For the extension period, undertake an analysis of the |

| Findings | Recommendations |
|---|---|
| <p>seems to lack a clear and strategic value chain strategy. Overall, progress is still affected by the delays experienced in the first two years of the programme. Not all of the ERET 2021 recommendations have been followed up. The quality of implementation and technical support is reasonably good, but concerns remain with respect of the sustainability of some of the results. The two-year extension recommended by the ERET MTE 2021 has been approved by MFA and the Government of Tanzania, but the budget remains relatively low.</p> | <p>options for support and focus on the most strategic aspects, given the allocated funds. Put specific emphasis on enhancing the sustainability of the processes and especially addressing the issues in the timber value chain.</p> |
| Specific findings and recommendations | |
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with and responsive to the development objectives, policies, and priorities of the Government of Tanzania and the Government of Finland.</p> <p>Finding 2: The HRBA strategy has been updated and is expected to contribute to improved implementation. But there is need for further operationalisation of the strategy for guiding the staff and Service Providers on the integration of HRBA aspects in the implementation.</p> <p>Finding 3: The Results Based Management Framework (RBMF) has been improved for the extension period, starting from July 2022, but is somewhat hidden behind the original RBMF in Annex 1 of the revised Programme Document.</p> <p>Finding 4: A two-year extension of the programme has been granted by the MFA, but the budget is relatively small, which will reduce the impact. At the time of the review, the extension was not yet approved by the GoT, which created uncertainties with the staff on their continuation.</p> | <p>Recommendation 1: Further operationalise the HRBA strategy and take note of the SEA findings. Increase commitment of stakeholders to support HRBA and increase the advocacy capacity of rights holders and the awareness of duty bearers. Improve the inclusion of PiVP through specific targeting and adaptive management.</p> <p>Recommendation 2: Include an explanation in the heading of the original RBMF in the PD (Annex 1) that it refers to the 'old' framework, or put the modified RBMF first to avoid confusion.</p> <p>Recommendation 3: Prepare a strategic workplan for the extension phase in line with the available budget. MNRT: approve the extension phase.</p> |
| <p>COHERENCE</p> <p>Finding 5: The programme has complementary functions with the other programmes supported by the MFA, especially PFP2, which also looks at value chain aspects, but focuses on tree plantations. Despite common interests there has been little collaboration. FORVAC is also coherent with other initiatives in the forestry sector and involves local institutions.</p> | <p>Recommendation 4: Improve collaboration with PFP2. Note that some recommendations are similar to both programmes and could be jointly undertaken, such as improvements of VLUPs.</p> |
| <p>EFFICIENCY</p> <p>Finding 6: Although the old version of the RBMF (which was still used by the programme for the AWP of 2021/22) provides serious limitations for monitoring the progress, the programme implementation has accelerated since last year and appears on track on some activities, but overall, the implementation is still delayed and behind the targets and expected results.</p> <p>Finding 7: Compared to last year, the expenditure on programme activities has increased substantially and is in accordance with the level that could be expected at this time of the implementation period. The discrepancy between the expenses and between the outputs was addressed through a</p> | <p>Recommendation 5: Identify the options for providing substantial more TA input for the value chain and microenterprise component.</p> <p>Recommendation 6: Adopt the recommendations made in the MTE 2021 for improving the M&E system, especially with respect to data management and the establishment of a proper database that systematically covers data of each supported village and plan and undertake outcome surveys. Also ensure that the disaggregated data on PiVP is covered in the monitoring system.</p> |

| Findings | Recommendations |
|---|--|
| <p>budget revision. TA expenditure is already at 94% of the budget, which is concerning as the programme still has 6 months left.</p> <p>Finding 8: The costs of the PFP1 bridging period that was paid by FORVAC are quite high (almost EUR 274,000), and were not budgeted for. ERET was informed that this amount will not be paid back as it is considered compensated for by the granted budget for the two year's extension. This reduces the total amount available for implementation, which is already considered on the low side.</p> <p>Finding 9: The ERET MTE 2021 findings on human resources still apply. The value chain development component, which is a major focus area of the programme is still behind, and there is a need for substantial more TA input to support this area.</p> <p>Finding 10: Although the RBMF has been improved, the comments made in the MTE 2021 on the M&E system still apply. Data management is relatively weak and outcome surveys have not been implemented.</p> <p>Finding 11: The PSC is active but appears too much involved in detailed implementation issues instead of strategic aspects.</p> | <p>Recommendation 7 (PSC members): The PSC should play a more strategic role, focusing more on major issues in the enabling environment and be less involved with the detailed programme implementation.</p> |
| <p>EFFECTIVENESS</p> <p>Finding 12 The methodology used for the VLUP process, especially the use of satellite imageries is good, reducing time and promoting participation. Communities established Village Land Use Management Committees (VLUMC) with consideration of gender balance. But environmental and biodiversity concerns are not adequately integrated. Although villagers are aware of the VLUP, many, especially PiVP, do not know the exact contents.</p> <p>Finding 13: Positive observations were made by ERET on the CBFM governance process. The VLFRs are well managed, the Village Natural Resources Committees (VNRCs) are well informed, active and motivated and have a good gender balance. The Forest Management Plans (FMPs)/ Forest Harvesting Plans (FHPs) are used to guide the harvesting process.</p> <p>Finding 14 The timber value chain is of main interest to the villages, generating substantial revenue. However, several issues were observed on the marketing and price setting processes, including interference of districts, policies (GN 417) and other procedures that hamper the timber trade of CBFM managed forests.</p> <p>Finding 15: The micro-enterprise support is still a weak area and the field visits did not show very positive results. There does not seem to be a clear, strategic and effective value chain approach and many 'micro-enterprises' are not linked to partners in the value chain. The scale is also very small.</p> <p>Finding 16: The updated HRBA strategy will be implemented as part of the extension and was not fully adopted yet when</p> | <p>Recommendation 9: In collaboration with PFP2, liaise with NLUPC and PLUMs to support better integration of environmental and biodiversity concerns, within the main designated land use areas.</p> <p>Recommendation 10: Liaise with LGAs and other relevant stakeholders to address major issues in the timber value chain. Follow-up on the MTE 2021 recommendation to gather information on the implications of GN 417 at village level and support MNRT to organise a national dialogue to discuss major issues affecting CBFM.</p> <p>Recommendation 11: Put increased emphasis on the value chain and micro-enterprise development. Improve the strategy by linking up to partners in the value chain, such as Swahili honey and support beneficiaries that have already experience.</p> <p>Recommendation 12: Adopt, operationalise and implement the updated HRBA strategy.</p> |

| Findings | Recommendations |
|--|---|
| <p>the ERET review took place and feedback from respondents and beneficiaries on HRBA, including gender equality, provides some mixed findings. In terms of gender equality, the programme has been reasonably successful. PiVP are largely excluded from the governance process due to a combination of socio-cultural stigmatisation, self-exclusion, travel constraints and other priorities for sustaining their livelihoods. In villages where timber harvesting takes place, the PiVP benefit directly (health insurance) or indirectly from the social services provided by the village government from the generated revenue.</p> | |
| <p>SUSTAINABILITY</p> <p>Finding 17: The support to the CBFM process (VLUPs, VLFRS, FMPs, and VNRCs) shows promising results. Especially in villages that are engaged in timber harvesting, sustainable forest management is likely to be continued as long as the CBFM requirements can be met (especially renewal of FMPs – see finding 18). Sustainability of the outputs will also depend much on the enabling environment with regards to policies and incentives for the beneficiaries, such as good pricing and markets for their products and an equal playing field.</p> <p>Finding 18: Some concerns exist on the sustainability of some CBFM related processes, including the VLUP (expensive and not integrating environmental biodiversity concerns), FMP (complex, technocratic, time-consuming and expensive), gazettelement (expensive), and mobile sawmill maintenance. The VLUPs and FMPs have a limited time span of five years and their preparation or renewal depends mostly on external support as the costs are not affordable to the communities involved. This raises serious concerns about the sustainability of the overall CBFM process. Without simplifying some CBFM-related processes, especially the FMP, the sustainability of the CBFM approach will remain at risk.</p> | <p>Recommendation 13: Liaise with LGAs, PO-RALG, MNRT and other relevant stakeholders to strengthen the enabling environment for CBFM.</p> <p>Recommendation 14: Put increased efforts on enhancing sustainability of the supported processes, including VLUPs, FMPs, and mobile sawmills. Especially support MNRT and other stakeholders in identifying options to simplify the FMP process without affecting its effectiveness. Explore approaches developed in other countries that support participatory forest inventories and forest management planning.</p> |

6 Findings, and recommendations of the annual review of TOSP

Although the TOSP is referred to as a single programme, in fact it comprises different projects, carried out by NFC, and TTGAU³². The TOSP is different from the other programmes (FORVAC and PFP2) and does not have an overarching Programme Document (PD) that describes the rationale, design and implementation strategies. Instead, the implementing institutions applied through a bidding process and upon being awarded signed an agreement with MFA. Although the proposals followed a fixed format that included information on the results chain, beneficiaries, aspects of sustainability, a risk analysis and other data, the documents are obviously much more condensed and less detailed than the PDs of the bigger programmes.

The findings, and recommendations for each project are discussed separately, whereas some common aspects (such as relevance and coherence) are also discussed at the overall TOSP level.

6.1 Overall findings at programme level

The relevance in terms of coherence with and responsiveness to development objectives and priorities of the Governments of Tanzania and Finland, as described in the 2021 review report still apply. The programme is well aligned with Tanzanian national policies and priorities by focusing on the poverty reduction and job creation potential of developing the country's forestry sector. The National Forest Policy contains statements that respond to the combined challenges of a shortage of land and unclear land and tree tenure, particularly for women, and inadequate awareness of tree growing, as well as a lack of financial incentives, which have all been obstacles for private and community forestry development. The policy calls for private and community forestry activities to be supported through a harmonized extension service and financial incentives. The policy further demands that extension packages and incentives must be designed in a gender sensitive manner. Finally, the policy states that gender-specific and farmer-to-farmer extension advice as well as financial incentives must be provided for the establishment of forest plantations on farmlands and the promotion of plantations on community lands of multipurpose trees with good growth.

Under the National Forest Programme for 2001-2010, which was developed as an instrument for operationalizing the 1998 Forest Policy, it is recognized that local communities and individual farmers represent a valuable resource, which under appropriate incentives and other forest policy instruments can be mobilized to cost-efficiently grow trees on a large scale. This recognition led to the development of the National Forest Programme's key strategy to expand existing plantations and to promote tree planting on private farmlands.

The TOSP is also well aligned with the 2016 Finnish development policy and Finland's country strategy for development cooperation Tanzania (2016-2019) as well as in Finland's Country Strategy for Tanzania 2021–2024 and Finland's Country Programme for Development Cooperation in Tanzania 2021 - 2024. However, aspects of HRBA are less pronounced, and the proposals do not clearly indicate how the TOSP interventions will benefit people in vulnerable positions. On the other hand, criteria for social inclusion, especially related to people in vulnerable positions, were not clearly stipulated in the MFA TOSP requirements.

As the ERET review shows, both NFC and TTGAU aim at targeting women and youth, and in discussions, reference is made to those living in vulnerable positions or below the poverty line, but it does not seem to be accompanied by a clear poverty or vulnerability assessment or disaggregated monitoring data on beneficiaries (other than gender and age).

³² In the period under review, KVTC was not involved in the programme anymore.

6.2 Findings - New Forest Company

6.2.1 Relevance and coherence

Finding 1 (ERET 2021 - still valid): The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.

Finding 2: The programme is well aligned with the 2016 Finnish development policy and Finland's country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by MFA in the TOSP documents. NFC is targeting women and young men through sensitisation meetings and provides support to women who face challenges in doing silvicultural practices.

Finding 3: Interviewed beneficiaries confirmed that the programme is responsive to their conditions and needs. Most outgrowers in Kilolo District have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. They especially appreciate the support provided to avocado production, as alternative business and income stream.

Finding 4: The programme is logically set-up and builds on previous experiences with the outgrower support programmes. The TOSP implementation is guided by a results framework, which is well designed with SMART indicators, except at outcome and impact levels. The recommendation by ERET 2021 to include some key indicators at those levels was not followed.

Finding 5 (coherence): The programme is coherent and has complementary functions with the other programmes supported by the MFA, although there are also differences in approaches on TGA strengthening. Collaborations with other service providers have been established aimed at increasing agricultural productivity, which could provide additional income and encourage outgrowers to extend their tree production rotation cycle.

Responsiveness to conditions of beneficiaries

In 2012, the NFC started operating the Outgrower Support Programme (OSP) as part of its Corporate Social Responsibility (CSR) programme. The programme supports farmers near NFC's plantations to establish commercial quality plantations in their farms or designated areas for tree planting.

The ERET visits indicate that most tree growers in Kilolo District have previous experience with planting trees. Tree planting was introduced in the District by the Danida funded Hifadhi Mazingira (HIMA) project in the late-eighties and implemented in three phases until 2002 (IIED 2000). Feedback from beneficiaries indicate that the support in their villages stopped around the mid-nineties. The HIMA project followed a catchment approach and initially focused on tree planting through the provision of free seedlings. Trees planted during this period have since matured, been harvested, and found to be profitable. However, the quality of the trees were not very good. The training of NFC on improved silvicultural practices and the supply of quality seedlings is therefore appreciated by the beneficiaries as it contributes to better growth and higher quality of the products that fetch better prices.

NFC extension staff are showing tree growers improved techniques with minimum standards. Although the TOSP is part of NFC's CSR programme, the company also has a commercial interest in sourcing materials. Currently, there has been a local dip in the pine market, with price of lumbers being depressed. In addition, the products are often of low quality, and high moisture content. NFC considered the TOSP of mutual interest to the company and outgrowers. The presence of the company could mean a reliable market of tree products from farmers' woodlots, provided that they meet the minimum standard requirements. However, most outgrowers have only primary school education and live a subsistence livelihood. As a result, they are

tempted to harvest their trees after only six to ten years because of the constant need for cash in to pay school fees and to address other household needs. These products do not meet the minimum standards for the company. To encourage tree growers not to harvest their trees when they are not yet mature, NFC supports the outgrowers with alternative income generating activities, such as planting fruit trees like avocado, conducting apiculture, and joining a VSLA. In addition, NFC links up the beneficiaries with the National Microfinance Bank (NMB) and Mboga na Matunda “Vegetable and Fruits”, a USAID project. While NMB provides financial and business training and group loans, the vegetables and fruits project provides quality seeds of tomatoes, cabbages, onions and Irish potatoes, and also secures markets for high quality products. Although these institutions are said to be involved in all 18 villages, in none of the visited villages reference was made to these institutions. According to NFC, NMB provided training to 456 people and supplied loans to two or three TGAs and Mboga na Matunda has supported 321 farmers of whom 189 women and 123 men.

Interviewed beneficiaries provided evidence regarding the relevance of the programme to their livelihoods (see following box).

Box 7 Examples for relevance at community level

Ukwega Village: Members of TGA Kumekucha and TGA Twende Mbele said that they started tree growing in the early nineties, but they did not know about good silvicultural practices and their output was not good. NFC provided good quality fast growing seedlings and taught about precise measurements of planting depth and spacing (300 trees per acre instead of 600) and planting in right areas, not close to water sources. They now do pruning which supports better growth and straight stems and also fire management. They also planted avocado seedlings that are doing quite well and will provide additional income.

Barabara Mbili Village: Members of TGA Umoja na Nguvu Kazi, demonstrated the relevance of tree growing to their livelihood objectives by pooling money collected from the individual sales of horticultural crops such as carrots, potatoes and beans, in order to buy land on the open market and establish a 2 acres TGA collective woodlot. The TGA members confirm that production is better now due to improved seedlings and better practices, including pruning.

Makungu Village: Members of TGA Wakulima wa miti are involved in tree planting individually but they consider coming together in a TGA easier for getting advice on tree planting and management and also assist each other with tree culture. Like the other villages, they were involved in tree planting before but consider the support by NFC very relevant. Seedlings were provided in a timely manner, using polythene tubes, providing higher survival rates. More women are now involved in tree planting because of NFC’s encouragement.

Source: Beneficiaries interviews for ERET 2022

Regardless of the village or TGA, all interviewed tree growers under the NFC TOSP, expressed an interest in expanding both their avocado tree areas in addition to areas planted to mixed stands of pines and eucalypts. All interviewees indicated that their interest in expanding their tree areas is based on the expectation that avocados, which mature relatively quickly will provide an income to their families in the short to medium term and that the pines and eucalypts will provide a significant income once they mature in the upcoming decades. Especially the avocados are becoming very popular and there might be a risk that access to free avocado seedlings will become a main motivational factor for joining the TOSP. Especially with the depressed market of pine, this is a risk that should be monitored, as it might easily result in neglecting the silvicultural practices of pine production.

The HRBA strategy is not much pronounced but it must also be noted that no specific HRBA requirements are explicitly included in the signed TOSP contracts by the MFA and not much analysis is done on poverty and vulnerability aspects and people in vulnerable positions are not specifically targeted. Instead, NFC is targeting women and young men. NFC acknowledges that the criterion of outgrowers having land is a constraint for women to participate as land is usually owned by men. NFC encourages women to join TGAs and participate in TOSP through sensitisation meetings. For some poor women who face challenges in implementing all silvicultural practices, NFC hires some people to help them. There is a slight increase in the

involvement of women in the programme, from 22% in 2020 to 24% in 2021, but the proportion is still quite low³³. With respect to youth 27% of the beneficiaries are in the age range of 15-35 years.

Adequacy of design

The comments of the ERET 2021 report still apply. The programme is logically set-up and build on previous experiences with the outgrower support programmes. The TOSP implementation is guided by a results framework, which is well set-up, comprising four outputs with SMART indicators. However, at outcome and impact level no indicators have been defined and it is not clear how the achievements at those levels should be measured. A recommendation was made by ERET to include some indicators at impact and outcome level, which was not followed. In addition, the results framework does not reflect all interventions, including the support provided to alternative income generating activities, possibly because some of them are not financed through the MFA.

Coherence

The programme is coherent and has complementary functions with the other programmes supported by the MFA. However, there are also differences in approaches. The support to TGA institutional strengthening is less intensive than the approach of PFP2, which follows many steps in the TGA establishment and implementation process. In the last year, NFC has collaborated with TTGAU to facilitate the registration of TGAs at the Ministry of Home Affairs. Collaboration was also initiated with the NMB and the Mboga na Matunda project. NFC also works together with the districts, especially with regards to fire management. The collaboration with other institutions in the sector seems limited.

6.2.2 Efficiency

Finding 6: Good progress was made in 2021 in terms of achieving the planned targets. For most results, the planned and revised targets for the year were met and some achievements even surpassed the 2021 targets. Only the TGA establishment indicators lag behind because of unrealistic assumptions at the start of the programme. These targets should be adjusted.

Finding 7: Almost the entire MFA budget (99%) was spent. Of this, 88% was used for operational costs. With a cost of € 271 per hectare established woodlot, the support appears cost-effective.

Finding 8: The set-up of the team is adequate to support the TOSP implementation. Although the pre-planting woodlot mapping exercise is resource-demanding it was repeated for 2022 and will be linked to an improved M&E and database system, capturing data of each outgrower throughout the entire planting and management cycle.

Implementation progress

Good progress was made in 2021 to catch up the shortfall of 2020. For most results, the planned and revised targets for the year were met and some achievements even surpassed the 2021 targets:

- 1,050 outgrowers were trained against an annual target of 900;
- 1,330,509 seedlings were procured and distributed against a target of 900,000; and

³³ These figures were included in the progress reports but in the ERET discussion with NFC management, a figure of 28% was mentioned.

- 803.63 ha woodlots were mapped to be planted against a target of 750 ha. For 2022, NFC had put another target of 1,145 ha but some seedlings were used for replanting and blanking of plantations established in 2020 or even 2019, which were destroyed due to drought and fire.

As a lesson learned from 2020, when NFC relied only on requests for seedlings by the outgrowers, which contributed to an overestimation of area to be planted, for 2021 they conducted pre-planting mapping of all plots to verify the exact size of the area to be planted and the quantity of seedlings required for the registered outgrowers before seedling distribution. Through the use of GPS, all outgrower woodlots were measured and the tree grower's expected planting area calculated. The data were entered into the Microforest programme, so that growth and yield models of timber trees could be forecasted. The mapping provided a far more accurate base for seedling distribution. This was confirmed by the woodlot audit conducted by PFP2, which did not find any deviation. NFC found that farmers over-estimated their area by 20%.

The intention is to add 600 ha of trees planted per year for the period 2020 - 2022. The company estimates that each new tree grower will own at least 1 ha of available land but recognizes that some tree growers do not have access to even one hectare. As a result, the company calculates a certain amount of contingency and aims to add 800 new tree growers each year to attain the 600 ha of new planted trees. However, the calculation done by ERET in 2021 showed that the average of the planted area was only 0.5 ha with most outgrowers having planted less than 0.4 ha or 1 acre. This was also confirmed in the field visits undertaken by ERET this year. Most interviewed outgrowers have small plots ranging from 0.2-0.6 ha. Based on these figures, the 800 tree growers would not be adequate to achieve 600 ha per year. It seems that NFC has taken this into consideration and raised their annual target to 900 outgrowers but actually managed to train and involve more people (1,050) in establishing new plantations.

The progress report shows that cumulatively about 1,194 ha of woodlots have been established by 2021. For 2022, already over a million seedlings have been procured (503,185 pine, 548,714 eucalypt, and 13,240 avocado), which would be sufficient for the establishment of 947 ha of pine and eucalypt plantations. This would give a cumulative total of 2,141 ha for the programme period against a target of 1,800 ha.

Beneficiaries confirmed that seedling distribution was done on time and the quality of seedlings was good. However, NFC says that still 7.5 % died because of transport damage and farmers delaying planting due to other requirements, especially crop production. In addition, 31% of the supplied avocado seedlings died from phytophthora, which is associated with water logging.

Through the support of a consultant, NFC facilitated the establishment of three VLUPs which were handed over to villages and the district authority for further processing at the National Land Use Planning Commission. Currently, the VLUPs have been signed by the Executive Director at the district. Out of the 18 villages that NFC supports through TOSP, ten villages now have VLUPs. However, the question is how these VLUPs are being used with respect to tree planting. The woodlot audit found it difficult to get access to VLUPs from the district and the one VLUP received showed that some areas used for planting deviated from the designated land use. Even NFC only has copies of the three newly developed VLUPs.

The progress is summarised in Table 10, which indicates that most activities are on track to meet the overall programme targets. At two third of the programme implementation, most cumulative achievements are 66% or above. Only the figures related to TGA establishment and trainings are behind. This is because the original plan was not realistic. As NFC continues to work with the same 18 villages, the options for establishing new TGAs are limited and many new outgrowers are joining existing TGAs. It would be advisable to adjust the targets in consultation with MFA for the remaining period.

Interviewed beneficiaries confirmed that the extension services were provided consistently by NFC. Apart from the forestry related activities the project also contributed to the support of apiculture groups in 9 villages and the already mentioned training and support through NMB and Mboga na Matunda project.

Table 10 Reported progress NFC

| Outputs | Progress summary | Project target | 2021 target | 2021 achieved | Cumul achiev. | % |
|--|---|--|----------------------------------|----------------------------|---------------|------|
| Output 1. Outgrower associations established and well-functioning | Annual general meetings of TGAs conducted in all project villages | 54 | 6 (?) | 18 | 24 | 44% |
| | TGAs with 10 to 20 members established | 20 | 3 (?) | 3 | 6 | 30% |
| | Sessions of good governance trainings of group leaders | 54 | 18 | 18 | 36 | 66% |
| Output 2. Outgrowers associations have adopted responsible forestry management through trainings | Out-grower training manual developed and updated | Developed distributed | Updated | Updated | 1 | 100% |
| | Training sessions tree-growers on commercial forestry | 162 | 54 | 54 | 108 | 66% |
| | Out-growers trained in commercial forestry | 2400 (800 annually) | 900 (?) | 1,050 | 1,950 | 81% |
| Output 3. Increased afforestation through distribution of quality seedlings to outgrowers in 14 villages | Seedlings of eucalyptus and pine procured | 2 400 000 (800,000 annually) | 900 000 | 1,330,509 | 2,011,251 | 84% |
| | Seedlings of eucalyptus and pine distributed to Out-growers | 2 400 000 (800,000 annually) | 900 000 | 1,330,509 | 2,011,251 | 84% |
| Output 4. Extensive extension services are provided to outgrowers | Community liaison officers hired | 6 | No target (?) | No target | 2 | 33% |
| | Working tools procured for field officers | Tools adequate | Protective equipment | Various tools | 2 | 66% |
| | Community liaison officer and field officers trained on use ODK | All able to use ODK system | No target | No target | 10 | 100% |
| | Five field officers full time in the field for extension Out-growers | Presence of field officer in the field | Continue facilitating | 5 field officers mobilized | 5 | 100% |
| | Silvicultural audits for quality and survival of tree conducted | 2 | 1 | 1 | 2 | 100% |
| | Area of woodlots mapped by GPS | 1 800 ha (600/year) | 750 ha | 803.63 ha | 1,194.37 | 66% |
| | Database administrator hired and well-organized database and filling system | Presence of admin & database | No specific target for this year | No target | 1 | 100% |

Source: NFC, 2022

Cost effectiveness

According to NFC's financial report during the 2020 financial year, the project had planned to utilize a total budget of € 573,168, of which € 327.767,86 deriving from MFA and € 245,400 from NFC's own contribution. Almost the entire budget was spent, 99% of MFA's contribution and 100% of NFC's budget. 86% of the MFA budget was spent on operational costs, with the remainder used for purchase of working tools and payment of salaries of field extension staff and database administrator. Taking all MFA costs into account, € 271 are spent on each hectare of plantation establishment and management. Considering the value of the products at harvesting time, this can be regarded as a good investment and value for money.

During the first half of 2021, NFC requested the transfer of unused funds from VLUP and training to woodlot maintenance costs to improve survival rates of the seedlings planted (weeding, fertilizer application in some, and fire lines).

Management

To improve data management a database administrator was contracted. Apart from the outgrower programme manager and database administrator, NFC has dedicated 12 staff to the TOSP. This includes a community development officer, a field officer, a silvicultural officer who supports the entire extension team, and nine community liaison officers.

The woodlot mapping appears more time consuming and resource demanding than anticipated but its relevance is acknowledged, also for follow-up monitoring. A lesson learned from 2021 is that implementing only the pre-planting mapping is not enough, as some outgrowers might not be able to plant the seedlings or implement the silvicultural practices on time or as per expected standard. Through follow-up of the outgrowers throughout the critical periods and updating the information in the database, NFC will be able to track implementation progress and carry out corrective measures if needed.

For the follow-up of earlier established plantations, a consultant will be contracted.

6.2.3 Effectiveness

Finding 9: The woodlot audit showed an improved performance from last year with good density and survival rate, better weeding and fire management. This is expected to contribute to higher yields and better quality products.

Finding 10: VLUP development has been supported but are mostly not yet fully approved. The existing plans are not easily accessible and there are indications that they are not adequately used to guide the TOSP tree planting.

Finding 11: The quality of TGAs varies and the TGA strengthening support is less intensive as PFP2's approach. Many TGA members see the benefits of the TGA mainly in relation to accessing TOSP forestry extension and support. TTGAU does not play a major role yet.

Finding 12: There is a slight increase in the involvement of women in the programme, from 22% in 2020 to 24% in 2021, but the proportion is still low. Land ownership is considered as main constraint but TGAs supported by other programmes have a higher proportion of female members, which suggest that there are options for increased women involvement. With respect to youth, 27% of the beneficiaries are in the age range of 15-35 years.

Finding 13: Positive feedback was provided by the beneficiaries on the support provided and adoption of improved practices. It is too early to determine impact on the livelihoods of the outgrowers. This will also depend on the marketing opportunities and price development of trees.

Adoption of good silvicultural practices

The woodlot audit exercise that was undertaken by PFP2 demonstrated an improvement from last year:

- Adequate estimate of planted area based on pre-planting mapping. No deviation in reported area by NFC was found from the sample measured in the audit.
- Average stand density of 1,038 trees/ha is good, just slightly below the standard of 1,111 trees/ha. However, still half of the woodlots are on the low side and some others are overstocked.
- Survival rate of 88% (eucalypt 81%, pine 92%), which according to the audit is average but can also be considered quite good. According to the audit the mortality is due to weeds and drought stress, destruction by cattle, pest & diseases, and fire damage. NFC highlights cane rats as a main pest in 2021, which is also associated with inadequate weeding. They also mention a long dry spell at the start of the season and wildfires as major causes for mortality.
- Average weeding score of 1.1 out of a scale of 0-2. A proportion of 34% of the outgrowers conducted weeding of expected standard, 45% did partial weeding, and 21% did not do any weeding.
- Fire breaks were established in over 50% of the woodlots.

Use of VLUPs

Although no woodlot boundary conflicts were observed this year, the audit found six woodlots that were located within 60 meters from a river or water stream. No surveyed woodlots had been established on cleared natural forest. However, the audit found that it was difficult to verify if planting was done according to the land use plan as they did not have access to most VLUPs except for one village. According to the audit report, NFC did neither have a VLUP report nor shapefiles of these villages. It was confirmed by NFC that it has been difficult to get this information, but they are still discussing with the districts to get copies. When the audit team overlaid the single VLUP they got with the location of woodlots, they found that most plots were located in areas that were not designated for tree planting (settlement zone). This seems to suggest that the VLUPs are not adequately used to guide the TOSP tree planting. The feedback from beneficiaries during ERET field visits, was also not very clear with regards to the role of the VLUPs.

TGAs

According to the NFC TOSP team, they do not force beneficiaries to join a TGA but ‘strongly encourage’ them to do so. Not all beneficiaries are members of TGAs. In 2021, three new TGAs were established making a total of 24 TGAs in 18 villages. NFC organized 18 training sessions on good governance for the supported TGAs, one in each village, which involved topics of group administration, financial management, and laws and bylaws guiding grassroots level groups. TGA organisation building is not as intensive as it was in the approach followed by PFP2. The quality of TGAs also seem to vary. Some TGAs appear motivated. For example, Nguvu Kazi TGA in Barabara Mbili Village managed to pool money from the sales of horticultural crops to buy land on the open market and establish a two acres TGA collective woodlot. However, the ERET field visits also showed that many outgrowers perceive the TGA mainly as an instrument for accessing (TOSP) support. The role of the TGA as an independent organisation providing services to its members, such as facilitating marketing, is not so much perceived yet.

The TGAs are in principle open for anyone to join, but in reality, there are some barriers for people to participate. Most TGAs do not have a common plot and TGA members use their own fields. Although land is not scarce in most areas in Kilolo District, land ownership is a constraint for women and poorer households in some areas, which contributes to the already mentioned limited participation of women in TOSP. In addition, the entrance fees and other required contributions form an obstacle for many villagers. The entrance fees of the visited TGAs ranged from TZS 2,000 to TZS 5,000 but for example Nguvu Kazi

TGA also requires a weekly contribution of TZS 2,000, which excludes the poorer sections of the community.

NFC also tries to build the capacity of the TGAs. Financial literacy training was conducted to all TGA groups (456 members) through NMB, which included record keeping, saving, entrepreneurship, and how to access loans and set up individual bank accounts. Loans were provided to at least 2 TGAs. Individual loans are difficult due to lack of collateral. NMB is still considering if trees can be considered as collateral.

All visited TGAs indicated that they are registered at district level. NFC reports that with the help from TTGAU, 20 TGAs have been registered at Ministry of Home Affairs, and the remaining four are still in process. Registration at MoHA makes it possible for TGAs to become a member of TTGAU and not be considered a CBO.

However, the visits also indicate that TTGAU is not much involved yet. Only one TGA in Makungu Village claims to be a member of TTGAU but the others had not heard of the organisation. One TGA officer in Ukwega Village apparently went to an event organised by TTGAU in Njombe but the information was not shared with others and it did not result in any further linkages of the TGA to TTGAU. It is understood that last year only representatives of TGAs were invited to a training in Njombe but otherwise TTGAU has not been much engaged yet with the TOSP-supported TGAs. According to NFC further linkages are intended to be established in 2022.

In terms of marketing, NFC does not guarantee to buy forest products from their outgrower TGA members. NFC considers that linking up TGAs with TTGAU will help tree growers to have a collective voice in the forestry sector and its related value chains thereby increasing their lobbying powers and negotiation skills. NFC believes that TTGAU possesses sufficient capacity to provide this service. However, the ERET visits indicate that TTGAU's presence and support is still limited. Considering the capacity and resource constraints of TTGAU, this process might take some time.

Women and youth involvement

Although there is a slight increase in the involvement of women in the programme, from 22% in 2020 to 24% in 2021, the proportion remains low. With respect to youth, 27% of the beneficiaries are in the age range of 15-35 years. Despite encouraging women to participate, the programme considers land ownership a main constraint for their participation. However, other programmes (PFP2, TTGAU TOSP) manage to include a larger proportion of female members in the supported TGAs, which suggest that there might be options for increasing their involvement and the strategy of encouragement through sensitisation meetings might not be sufficient.

Beneficiaries' perceptions on benefits

Feedback from the interviewed beneficiaries confirms that they are generally satisfied with the programme support and the results obtained. Most interviewed outgrowers do not consider the land for the woodlots and required management activities as competing with their other needs, but some acknowledged that there are some limitations for expanding their tree planting areas. This observation is also confirmed by the provided beneficiary data and the ERET field visits, which showed that most outgrowers planted only relatively small areas of 0.2-0.6 ha. They consider the results of introduced silvicultural practices good, contributing to improved quality and growth but some practices are adopted partially (weeding). However, marketing was mentioned as a constraint. Prices have dropped for pine. For example, in Barabara Mbili tree growers said that the price used to be around TZS 4,500/piece but has now gone down to TZS 2,800/piece. The TGAs do not play a role in marketing yet. Although tree growers understand that they could fetch a higher price if they harvest the trees at a later stage (around 15 years), most say that they have no choice as long as they do not have sufficient alternative IGAs. The support to avocado trees is highly appreciated in that respect as they already produce fruits after three years and there is a good market.

Although it is too early to determine the impact of the TOSP on the livelihoods of the outgrowers, the provided feedback on the beneficiaries' expectations is positive. However, further positive impact will also depend on the marketing opportunities and price development.

6.2.4 Sustainability

Finding 14 (ERET 2021 - still valid): Feedback from the beneficiaries indicate that they understand the benefits of producing high quality products and that income generated from avocado trees and other small businesses will help them to wait for their trees to mature. But it is not clear yet if alternative income will be sufficient to contribute to longer tree rotation cycles. This will also depend on the marketing opportunities and price development.

Finding 15: The sustainability of the Tree Growers' Associations (TGAs) beyond the programme varies. While some TGAs appear strong and independent, others are still weak and mainly considered by their members as an instrument to get access to the TOSP. The involvement and services of TTGAU are still limited.

Feedback from the beneficiaries indicate that they understand the benefits of producing high quality products and that income generated from avocado trees and other small businesses will help them to have some alternative income. However, to what extent this will contribute to longer rotation cycles is not clear. Many outgrowers said that the IGAs are not sufficient (yet) to pay for all intermediate expenses and emergencies and they cannot afford to leave their trees maturing until 15 years. The linkage to NMB (business training and agricultural loans) and horticulture/fruit project in the 18 villages might increase the productivity of involved farmers and encourage them not to cut their trees early. But the support only reaches some farmers and individual loans are not yet provided.

In most areas in Kilolo District land is not scarce and not a constraint for expansion of plantations. But marketing, and depression of prices especially of pine is an issue that might undermine the continuation of good silvicultural practices and sustainability of tree production as a business. NFC is not very concerned about this as outgrowers continue to demand pine, which in 2022 was almost the same as for eucalypt.

The sustainability of the TGAs beyond the programme is not very clear yet as the quality of the TGAs vary and part of the motivation of tree growers for joining a TGA appears to get access to the TOSP extension support.

In addition, NFC aims at linking up TGAs with TTGAU to help build their capacity, voice, lobbying power and negotiation skills and get access to services. However, as mentioned above, this process will take time, given the current status of the TGAs and TTGAU's capacity and resource constraints³⁴.

6.3 Follow-up of ERET Recommendations 2021 - New Forest Company

The following table provides a summary of the 2021 recommendations and assessment of response by NFC.

Table 11 NFC follow-up of ERET Recommendations 2021

| Recommendations 2021 | Response/follow-up | Action required |
|---|--|-------------------------------|
| 1a. Continue with the current programme design but increase the emphasis of including women and | 1a. Proportion of women has slightly increased but not clear if this is the result of improved gender equality training. The percentage is below that of | Analysis and clearer strategy |

³⁴ Refer also to the TTGAU review section.

| Recommendations 2021 | Response/follow-up | Action required |
|---|--|---|
| training on gender equality aspects in the TGAs. | other programmes and the strategy of sensitisation might not be sufficient. | |
| 1b. Include a few relevant indicators at outcome and impact level. | 1b. Not done. Although late it might still be good to include some that can be used for outcome assessment. | Include one or two outcome indicators |
| 2. Improve collaboration with other key stakeholders and especially consult with TTGAU on how they can provide support to the TGAs. | 2. Collaboration was initiated with NMB and Mboga na Matunda. Also some consultation with TTGAU took place regarding registration of TGAs at MoHA. But otherwise support of TTGAU is limited. | Enhance stronger linkage with TTGAU |
| 3. Reassess the validity of the assumption made on the area to be planted by each outgrower and assess the reasons why some distributed seedlings have not been planted. | 3. The main reason for less planting was said to be overestimation of area by farmers. The 2021 planting was based on accurate pre-planting mapping. NFC probably realised that beneficiaries plant less areas than the assumed 1 ha as more beneficiaries were supported than planned to reach the targeted planting area. | |
| 4. Increase efforts in M&E, mapping and data management. | 4. Data Administrator was hired, pre-planting mapping done and data included in Microforest application. | |
| 5. Continue strengthening the TGAs and their integration with existing systems and service providers (refer to recommendation 2). | 5. Partly done but most TGAs do not know TTGAU and TGA institutional strengthening is less intensive as done by PFP2. | Within resource limitations aim at improved TGA strengthening |

Legend:

| |
|--|
| Recommendation well addressed |
| Recommendation partly addressed |
| Recommendation not addressed |

Source: ERET 2022

6.4 Other topics included specific to 2022 review

In addition to the overall ToR, sepecific questions were included in the additional ToR for 2022. Some of these are already included in the findings and are briefly responded below.

1. *Does the programme reduce inequality and poverty? How well are HRBA issues, gender aspects and inclusiveness of people with disabilities included to the programme design?*

The question assumes that HRBA and inclusion of people in vulnerable positions, especially people with disabilities, are an integrated part of the TOSP. However, there are no such requirements explicitly put in the signed TOSP contracts and approved proposals. Although NFC TOSP's impact refers to 'sustainable and inclusive commercial forestry that contributes to economic growth and poverty alleviation', the programme basically aims at greater participation of women and young men. No reference is made to people with disabilities or persons in vulnerable positions and hence they are not specifically targeted or monitored. While women and young men are encouraged to participate, the selection of beneficiaries is mostly left to the communities. The programme strategies basically rely on community sensitization meetings and other awareness raising activities, but some questions were raised in this report about the success of the strategy as the proportion of women

remains quite low. Probably a more targeted approach and further analysis on the constraints and opportunities for different social categories are needed. Besides, the impact's statement on inclusive commercial forestry could be further specified to avoid false expectations of the programme's objective.

2. *Are risk assessments and mitigation measures adequate, concerning e.g. climate change and wildfires?*

NFC initially identified five major risks: low survival rate of trees; eruption of pest and diseases; overstocking of tree woodlots; land disputes and wildfires. NFC recognises that the weather is also becoming less predictable with a long dry spell at start of 2020/21 season, and wants to distribute additional seedlings for blanking and planting in the right windows to ensure survival of the trees. Wildfires are caused by the long dry spell, charcoal preparation and land preparation for agricultural crops. NFC trains and supports TGAs to construct firelines. The woodlot audit reported that 50% of the plantations had firelines, which is not bad considering the amount of work involved and ERET also observed some firebreaks when visiting some plots. The programme also collaborates with the districts for fire prevention and management. First, district officers are invited to participate in sensitisation and training sessions to clarify legislative aspects. Second, as fires are also caused by people from neighbouring villagers that are not part of TOSP, NFC relies on sensitisation of the districts.

With respect to planting locations, NFC advises TGAs to plant at the right places and not close to rivers, but the VLUPs do not seem to be adequately used for guiding tree planting, and therefore there is a risk of interference with other land uses, including clearing of natural vegetation.

3. *Is VLUP improving sustainability of land use and forestry activities?*

As mentioned above, there is need for better use and enforcement of VLUPs. This should also apply to aspects of conservation of natural resources and biodiversity within the landscape.

6.5 Concluding findings and recommendations - New Forest Company

Table 12 presents the main findings and recommendations.

Table 12 New Forest Company main findings and recommendations

| Findings | Recommendations |
|--|---|
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.</p> <p>Finding 2: The programme is well aligned with the 2016 Finnish development policy and Finland's country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by the MFA in the TOSP documents. NFC is targeting women and young men through sensitisation meetings and provides support to women who face challenges in doing silvicultural practices.</p> <p>Finding 3: Interviewed beneficiaries confirmed that the</p> | <p>Recommendation 1: Continue with the current programme design but put increased emphasis on strategies for increased involvement of women and youth and clarify the poverty-focus. For possible future outgrower support programmes: include a few relevant indicators at outcome and impact level in the results framework.</p> |

| | |
|--|---|
| <p>programme is responsive to their conditions and needs. Most outgrowers in Kilolo District have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. They especially appreciate the support provided to avocado production, as alternative business and income stream.</p> <p>Finding 4: The programme is logically set-up and builds on previous experiences with the outgrower support programmes. The TOSP implementation is guided by a results framework, which is well designed with SMART indicators, except at outcome and impact levels. The recommendation by ERET 2021 to include some key indicators at those levels was not followed.</p> | |
| <p>COHERENCE</p> <p>Finding 5: The programme is coherent and has complementary functions with the other programmes supported by the MFA, although there are also differences in approaches on TGA strengthening. Collaborations with other service providers have been established aimed at increasing agricultural productivity, which could provide additional income and encourage outgrowers to extend their tree production rotation cycle.</p> | <p>Recommendation 2: Continue collaboration with other key stakeholders and especially consult with TTGAU on how they can provide support to the TGAs. Assess the option to adopt the TGA manual developed by PFP2 and TTGAU fully or partially to guide TGA strengthening.</p> |
| <p>EFFICIENCY</p> <p>Finding 6: Good progress was made in 2021. For most results the planned and revised targets for the year were met and some achievements even surpassed the 2021 targets. Only the TGA establishment indicators lag behind because of unrealistic assumptions at the start of the programme. These targets should be adjusted.</p> <p>Finding 7: Almost the entire MFA budget (99%) was spent. Of this, 88% was used for operational costs. With a cost of € 271 per hectare established woodlot the support appears cost-effective.</p> <p>Finding 8: The set-up of the team is adequate to support the TOSP implementation. Although the pre-planting woodlot mapping exercise is resource-demanding it was repeated for 2022 and will be linked to an improved M&E and database system, capturing data of each outgrower throughout the entire planting and management cycle.</p> | <p>Recommendation 3: In consultation with MFA, adjust the TGA-related indicator targets.</p> <p>Recommendation 4: Continue with the pre-planting woodlot mapping and implement the intended improved M&E and database updates.</p> |
| <p>EFFECTIVENESS</p> <p>Finding 9: The woodlot audit showed an improved performance from last year with good density and survival rate, better weeding and fire management. This is expected to contribute to higher yields and better quality products.</p> <p>Finding 10: VLUP development has been supported but are mostly not yet fully approved. The existing plans are not easily accessible and there are indications that they are not adequately used to guide the TOSP tree planting.</p> | <p>Recommendation 5: Continue providing support on silvicultural practices but also monitor and advise on the marketing and value chain aspects.</p> <p>Recommendation 6: Liaise with the District and supported villages to ensure that the VLUPs are accessible and adequately used for guiding tree planting.</p> <p>(see recommendations 2 and 3 on increased TGA</p> |

| | |
|--|---|
| <p>Finding 11: The quality of TGAs varies and the TGA strengthening support is less intensive compared to PFP2's approach. Many TGA members see the benefits of the TGA mainly in relation to accessing TOSP forestry extension and support. TTGAU does not play a major role yet.</p> <p>Finding 12: There is a slight increase in the involvement of women in the programme, from 22% in 2020 to 24% in 2021, but the proportion is still low. Land ownership is considered as main constraint but TGAs supported by other programmes have a higher proportion of female members, which suggest that there are options for increased women involvement. With respect to youth 27% of the beneficiaries are in the age range of 15-35 years.</p> <p>Finding 13: Positive feedback was provided by the beneficiaries on the support provided and adoption of improved practices. It is too early to determine impact on the livelihoods of the outgrowers. This will also depend on the marketing opportunities and price development of trees.</p> | <p>strengthening) (see recommendation 2 for increased involvement of women)</p> |
| <p>SUSTAINABILITY</p> <p>Finding 14: Feedback from the beneficiaries indicate that they understand the benefits of producing high quality products and that income generated from avocado trees and other small businesses will help them to wait for their trees to mature. But it is not clear yet if alternative income will be sufficient to contribute to longer tree rotation cycles. This will also depend on the marketing opportunities and price development.</p> <p>Finding 15: The sustainability of the Tree Growers' Associations (TGAs) beyond the programme is not very clear yet as part of the motivation of tree growers for establishing a TGA might be to get access to the TOSP and the involvement/support of TTGAU is still relatively small.</p> | <p>(refer to recommendations 2, 3 and 5).</p> |

6.6 Findings - Tanzania Tree Growers' Association Union

6.6.1 Relevance - responsiveness to conditions and needs of the beneficiaries

Finding 1: The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.

Finding 2: The programme is well aligned with the 2016 Finnish development policy and Finland's country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by the MFA in the TOSP documents. TTGAU is targeting women and youth and encourages village government and families to allocate land for women.

Finding 3: Interviewed beneficiaries confirmed that the programme is responsive to their conditions and needs. Most out-growers have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. The relevance of being organized in a TGA was also highlighted, although mostly in relation to its function of linking up with external support programmes, such as TOSP.

Finding 4: The programme is logically set-up and builds on previous experiences. Further changes were made in the seedling supply approach. Management of the nurseries is done directly by TTGAU through the contracting and payment of either individuals or TGAs. This has improved the production but might not be sustainable beyond TOSP.

Finding 5: The decision to stop support to income generating activities might be justified from a programme design perspective. However, it is also unfortunate as it was regarded as a highly relevant aspect by beneficiaries, enabling them to diversify their income streams, contributing to a longer tree rotation cycle.

Finding 6: The weaknesses in the results framework, highlighted in ERET 2021 report, were mostly addressed but the question remains on how some indicators, such as good governance, are assessed.

Finding 7: The programme is coherent and has complementary functions with the other programmes supported by MFA, although the collaboration with NFC has been limited. Apart from the service contract with PFP2, there is no clear strategy on linking the TGAs that are supported by PFP2 and NFC with TTGAU. TTGAU collaborates with various other institutions through different programmes and is also involved in policy platforms.

Responsiveness to conditions of beneficiaries

The programme continues to be relevant and is responsive to the beneficiaries' conditions and needs. Most outgrowers have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings, although some were trained and supported by PFP1. Through their organization in TGAs and representation in an umbrella organization, members are expected to become more self-reliant and achieve multiple benefits, including the following:

- Access to improved forestry inputs and extension services;
- Access to better markets and integration in the value chain, better prices due to negotiation power;
- Access to financial services;
- Access to other income generating activities and project support;
- Strengthened networking and peer learning;

- Enhanced participation of women and young people in tree growing.

The aim of TTGAU is to build the capacities of the TGA members to be able to plan, organize and implement activities on their own. Member TGAs are supported by TTGAU through the provision of improved tree seeds/seedlings and through capacity building on how to establish and manage plantations. TTGAU established and managed tree nurseries according to TGAs' demand. The training of TGA members is conducted in collaboration with TFS forest managers and staff from the forest departments of district councils.

In general, the TTGAU TOSP is trying to address the major challenges facing smallholder tree growers,' namely inclusive access to improved planting materials as well as access to technical forest advisory services to improve the asset value of woodlots at harvest. In addition, the TOSP also supports capacity building of TTGAU to provide meaningful services to member TGAs.

Interviewed beneficiaries indicated that tree growing is commonly practiced in the areas but often without good knowledge of silvicultural practices and access to quality planting materials. In Iboya Village, the ERET team was informed that there is good potential for tree growing and many are involved as land is not a constraint. The relevance of being organized in a TGA was also highlighted. The TGA was established in 2014 with support from PFP1 and included 45 members. Currently, the TGA has increased to 59 members of whom 19 are women. Other villagers wanted to join but were advised to start their own TGA. The benefits of the TGA were mostly related to getting access to extension support and seedlings, but also being able to be better organized as a group for obtaining inputs and increased negotiation power. While Iboya TGA is a good example of a strong TGA and the relevance of TOSP support, this is not the same for all villages. The quality and strength of the TGAs vary and for many the main interest might be to get access to extension and free seedlings through the TOSP or other support programmes.

Box 8 Example of relevance of TGA at community level

Iboya Village: TGA members highlighted that there is good potential for tree growing but many villagers did not know about the benefits of practicing better silvicultural techniques. With the support from PFP1 the TGA was established, they received training and a common TGA plot was planted. TTGAU TOSP have continued to support them further.

Through the TGA they get access to free seedlings, advice and polythene bags for the nursery. Through member contributions they can purchase inputs for the TGA members at a lower price. ERET observed that this is a very active and well-organised TGA that continues to manage their plantations and observe good silvicultural practices, including thinning, pruning, and establishing and maintaining fire breaks. The members understand the benefits of improved plantation management and ERET was shown the planned schedule for undertaking thinning.

This is also one of the villages where TTGAU established a nursery and provides further support beyond TOSP, including a wattle plantation trial for the production of charcoal, tanning and firewood.

Source: Interviews for ERET 2022

The role of TTGAU is also mostly viewed in this light, having facilitated the provision of further technical support and access to improved seedlings. For TTGAU, the TOSP is also important as it strengthens not only their capacity but also visibility and concrete support and service provision to the TGAs.

Similar to NFC TOSP, the HRBA strategy is not much pronounced³⁵ and not much analysis is done on poverty and vulnerability aspects. TTGAU is targeting women and young people and not necessarily (other) people in vulnerable positions. With respect to women, apart from attitude ('forestry is a man's job'), TTGAU also considers the custom of land ownership and inheritance a barrier for women to participate in tree growing and therefore encourages women to have land. The strategy used is to have discussions with elders and village government leaders and encourage government to proportion land for women. In one community land was allocated to a group and 60 CCROs provided (not from TOSP funding), but it is an

³⁵ But again it should be noted that specific HRBA requirements were not explicitly stipulated in the signed TOSP contracts by MFA

expensive and time-consuming exercise that TTGAU cannot easily replicate. The other strategy is to discuss with- and encourage families to provide land to women.

Adequacy of design

The programme is logically set up and builds on earlier support provided to TTGAU by MFA through PFP1, contributing to strengthening the union's capacity and sustainability.

However, some changes were made in the approach related to seedling production. During the formulation of the project, it was thought that in the first year, TTGAU would supply ready-made seedlings to TGAs. During implementation, the strategy was changed to strengthen TGAs' capacity and support them to establish and manage their own nurseries for sustainability and meeting future growers' demand of tree seedlings. The nursery management by TGAs was considered their in-kind contribution to the programme that would give them an increased sense of ownership. However, due to poor performance, this year the approach was changed again. Management of the nurseries is done directly by TTGAU through the contracting of either individuals or TGAs to undertake the daily management of the operations and pay for the services rendered.

As mentioned in ERET last year's report, the support to decentralised nurseries could be considered very useful, provided that an adequate business model is put in place. If the nursery only depends on the programme, it will not be sustainable, which seems to be the case now. For sustainability of seedling production beyond TOSP and other programmes, it would be good to come up with a sustainable business model that could be pilot tested in areas with good potential.

TTGAU, from its own funds supported income generating activities such as the provision of avocado seedlings last year. However this was discontinued, which is unfortunate as it provided opportunities for beneficiaries to diversify their income streams and to allow them to earn money while trees are still not ready for harvest. In discussing the relevance of TOSP in last year's review beneficiaries especially highlighted these aspects.

With respect to the project design in the agreement with MFA, some weaknesses in the results framework were listed in the ERET 2021 report that were mostly addressed. The question remains on how some indicators are assessed, for example outcome indicator 1.2 *percentage of TGA members practicing good silvicultural practices*, and output indicator 1.1.4 *TGAs practice good governance*.

Coherence

The programme is coherent and has complementary functions with the other programmes supported by MFA. In the last year, TTGAU has supported NFC to facilitate the registration of TGAs at the Ministry of Home Affairs but otherwise the collaboration has been limited. TTGAU has a contract with PFP2 and contributed to the development of the TGA manual. However, while PFP2 is supporting the formation of new TGAs and strengthening some existing ones, these TGAs are not further linked to TTGAU. Similarly, representatives of the TGA's supported by NFC in Kilolo District were only invited for an annual meeting but otherwise there has not been any follow-up by TTGAU in the district. There is need for strengthened collaboration.

TTGAU works with the districts and TFS and collaborates with various other institutions through different programmes (Table 13). In addition, TTGAU is involved in various policy platforms.

Table 13 TTGAU partnerships

| Organisation | Type of partnership |
|--------------|---|
| LGAs | Provide land for tree growing; forestry and social technical advice |
| MNRT | Overseer of organization development and networking |
| TFS | Tree seeds, seedling seed orchards management and Forestry technical advice |
| TAFORI | Forestry health technical advice |
| PFP2 | TTGAU strengthening, seedling seed orchards establishment and management, TGA institutional strengthening, access to finance and woodlot management |
| WE EFFECT | Financial, institutional and technical strengthening |
| AGRICORD/FFD | Financial, Institutional and technical strengthening |
| MTK/FFD | Institutional strengthening |
| MFA (TOSP) | Financial support for tree growing |
| TaFF | Support to TGAs on various projects |
| IFFA | Networking and sharing experience |
| FAO | Financial, technical and institutional strengthening; wattle charcoal |
| WCS | Tree growing (pilot on carbon compensation for small-scale tree growers) |

6.6.2 Efficiency

Finding 8: Due to delays and issues experienced in the first two years of implementation, most of the TOSP targets have been revised and substantially reduced. Good progress was made with respect to seedling production, which would support the establishment of around 1,500 hectares of plantations, higher than the annual target. As TTGAU plans to support another 850 ha for 2022/23, the revised target of 3,500 ha is likely to be achieved.

Finding 9: 88% of the MFA budget was spent with some costs made in 2022 still not accounted for. With a cost of € 52 per hectare established woodlot the support appears cost-effective.

Finding 10: TTGAU has extension staff only in strategic areas. Although they appear dedicated their coverage is limited. Overall, TTGAU has limited capacity and resources.

Finding 11: TTGAU reported that the late disbursements by MFA created problems and the organisation had to use its own limited resources. On the other hand, MFA states that the reports from TTGAU have also not come on time and had some quality issues.

Finding 12: With regards to M&E, TTGAU says it keeps records of the TOSP beneficiaries, but pre- and post-planting mapping/verifications were not yet conducted. Monitoring is relatively weak. TTGAU intends to map 100 ha this year for post planting verification.

Implementation progress

The annual progress report provides an overview of implementation progress description that is not repeated here. A summary is listed in Table 14 for the output indicators.

Due to delays and issues experienced in the first two years of implementation, most of the TOSP targets have been revised and substantially reduced. For example, the expected area planted was reduced from 5,000 ha to

3,500 ha. But also indicator targets related to output 1 (institutional strengthening) were significantly lowered. Apart from the issues encountered, there might also have been over-optimistic planning at the design stage, not adequately taking into account the resource requirements for implementation.

With respect to output 1.1, institutional strengthening, TTGAU established collaborations with various stakeholders, participated in various fora and also supported the Njombe regional commissioner, to address the issue of multiple and unharmonized CESS (tax) for forest produces in the region.

Regarding output 1.2, plantation development, good progress was made with respect to seedling production. A total of eight nurseries were established and eight nursery managers contracted in Njombe, Madaba, Makete, Mufindi and Kilolo Districts and 19 kg of improved tree seeds (*Pinus patula* and *Painus tecunumanii*) and 810 kg of polythene tubes were provided. TTGAU in collaboration with LGAs and TFS conducted training on nursery establishment and management to 86 TGA members (56 men, 30 women) and eight nursery managers (five men and three women). The nurseries produced 1,712,008 seedlings (864,191 pine and 847,817 Eucalyptus). With some expected percentage loss from transportation damage or other reasons, this would support the establishment of around 1,500 hectares of plantations. This is higher than the annual target of 1,200 ha and would make up of some of the shortfalls of 2021.

Table 14 TOSP TTGAU indicator targets and achievements

| Outcome / Output | Indicator | Baseline | Year 3 target | Year 3 achievement | Cumulative achievement | End of project target (revised) |
|---|--|----------------------------------|--------------------------------|---|---|--|
| Outcome Enhanced asset value of smallholders' woodlots in five districts with at least 60% of TGA members adopting good plantation management | 1.1. Area of pine and eucalyptus woodlots planted (ha) | No data | 1,200 ha | 458 ha (10.4 eucalyptus, 447.5 pine) | 1,155.6 ha planted (464. ha eucalyptus and 691.1 pine) | 3,500 ha of eucalyptus and pine (was 5,000) |
| | 1.2. % of TGA members practice GSP | No data | 20% | 8% | 20% | 40% (was 60%) |
| Output 1.1. Strengthened and efficient TTGAU organizational capacity. | 1.1.1. TTGAU visibility and autonomy increased | Represented in 7 forums | Represented in 3 fora | Represented in 5 stakeholders fora. Signed agreement with FAO | Represented in 8 stakeholders fora. Signed agreement with FAO | Participate in 10 new platforms. One more partner identified |
| | 1.1.2. Operational policies in place | 5 | 1 | 1 (climate) | 1 | 2 (was 7) |
| | 1.1.3. TGAs paying membership subscription fees | 0 | 20 TGAs | 12 TGAs | 22 TGAs | 40 TGAs (was 70) |
| | 1.1.4. TGAs practice good governance | 140 TGAs (existing) | 10 | 8 | 8 | 15 (was 151 TGAs exist) |
| Output 1.2. Tree growers establish and manage plantations | 1.2.1. Number of plantations established | No data | 1,200 ha | 458 ha (10.4 eucalyptus, 447.5 pine) | 1,155.6 ha planted (464. ha eucalyptus and 691.1 pine) | 3,500 ha of eucalyptus and pine |
| | 1.2.2. Number of seedlings produced | - | 2,060,000 | 1,712,008 - 864,191 pine and 847,817 Eucalyptus | 3,020,880 - 1,655,892 pine 1,364,988 Eucalyptus | 3,888,500 - 1,944,250 Eucalyptus and 1,944,250 Pine |
| | 1.2.3. Number of beneficiaries | 5,793 (3830 Men and 1,963 Women) | 3,713 (2,328 Men, 1,385 Women) | 596 (322 Men, 274 Women) | 1,231 members | 3,216 Members (1,896 Men 1,320 Women) |

Source: TTGAU, Annual report 2021, January 2022

It is difficult to see the achievements on tree planting from the annual progress reports as the reporting period (January-December) does not match with the seasonal tree growing calendar. Depending on the rains, planting of seedlings is usually done in the following calendar year (February). This makes it hard to interpret the figures reported in the progress report and workplan. Seedling production is reported for the actual reporting year, but the area of woodlots established from these distributed seedlings is reported in the following year. The 2021 annual report indicated a cumulative area planted of 1,156 ha (up to early 2021). Based on the seedlings produced in 2021, another 1,500 ha can be planted early 2022. This will bring the total cumulative area to 2,656 ha. As TTGAU plans to support another 850 ha for 2022/23, the revised target of 3,500 ha is likely to be achieved.

Although the 2021 progress is in line with the workplan, the implementation since the start of the programme has been slow and consequently the targets were adjusted. Cited reasons for the delays are limited financial resources of TTGAU, untimely disbursement of funds from MFA and low staffing.

Cost effectiveness

The 2021 annual budget was € 156,832, which was equally split between MFA (€ 78,416) and TTGAU (€ 78,416). About 88% of the MFA budget was spent and 79% of the TTGAU part was used.

Some of the costs, such as transportation of seedlings have not yet been used as the planting had not taken place yet in 2021 and will incur in 2022. Other costs, such as pre-planting mapping have also not been conducted. On the other hand, the seedling production costs are higher than budgeted as the nursery operators had to be paid and the maintenance was prolonged due to the long drought and late start of the rains.

According to TTGAU, the MFA budget was not fully spent because funds were received in May 2021 and utilization started onwards. At the time of the progress report some of the costs had not been utilized yet.

To increase efficiency on woodlots management, TTGAU said it planned to recruit one forester and increase budget under plantation establishment and management line especially for pre- and post-planting verification of plots. Also TTGAU will recruit an assistant accounts to assist the increasing role of the finance and administration officer.

If we consider that 1,500 hectare will be planted using the MFA budget of 2021, this would mean that MFA would spend € 52.27 on each established hectare (although this does not yet take into account the costs needed for transportation of seedlings and planting). This is obviously very little and provided that the quality is good can be considered good value for money.

Some budget items have not been used yet, including monitoring and evaluation.

Management

The set-up of the TTGAU management structure has been explained in last year's ERET report. Although ERET was not able to assess the actual functioning of the Board and AGM, the KPMG audit listed a number of risks that needed to be addressed. The TTGAU TOSP 2021 annual report list the issues and actions that will be taken.

TTGAU collaborates with different stakeholders, such as local governments and TFS. TTGAU has extension staff only in strategic areas. ERET found that TTGAU's extension staff (officer and field workers) are very dedicated. However, although TTGAU field officers are provided with a motorcycle, they only cover a limited area where they are locally based. Support is concentrated in those areas. TTGAU in general has limited capacity and resources to provide quality services to all TGAs and respond to all demands. Some activities are concentrated. For example, in Iboya Village, several activities supported by different institutions take place: pine and eucalypt nursery and tree planting (MFA), wattle plot for charcoal (FAO), and avocado nursery (WeEffect). In addition, PFP2 also provides support. TGA beneficiaries confirm that "TTGAU comes all the time".

With respect to financial management, TTGAU reported that the late disbursements by MFA created serious problems and the organisation had to use its own limited resources at times. TTGAU assumed that the disbursement of funds would be linked to the two main operations of nursery establishment and operation and woodlot establishment and management, thus two instalments. TTGAU management commented that "while TTGAU has limited resources to finance the programme, MFA has not disbursed funds on time". According to TTGAU only three disbursements were made (Table 15). On the other hand, the embassy states that TTGAU's reports came also late and had quality issues, which required substantial editing. This also caused delays.

Table 15 Disbursements MFA to TTGAU

| Date | Amount disbursed | Purpose of disbursement |
|---------------|------------------|---|
| November 2019 | 101,000 | Pre-financing (preparation) for 2019/20 planting and procurement of project vehicle |
| January 2021 | 16,201 | Final payment for management of woodlots established in 2019/20 season |
| April 2021 | 39,208 | Pre-financing (preparation) for 2021/22 planting season |

Source: TTGAU TOSP Semi-annual progress report January-June 2021

TTGAU has difficulties covering their costs and their administrative and operational costs were higher than the revenue. For that reason, some staff were not paid for three months.

Although TTGAU receives support from various donor organisations and has an ambitious vision for its role at the national level, the union’s capacity is still relatively limited. This seems to be reflected by the feedback from some interviewed partners and beneficiaries, also in other areas visited for the reviews of NFC and PFP2. Although the support by TTGAU is appreciated, some beneficiaries indicate that obtaining timely training and support from TTGAU is sometimes a challenge.

With regards to M&E, TTGAU says it keeps records of the TOSP beneficiaries, but pre- and post-planting mapping/verifications were not yet conducted. Extension staff follow-up some tree growers after training is provided following the tree growing calendar, but they cannot visit all beneficiaries. Monitoring is relatively weak due to limited capacity. For next year, TTGAU wants to hire a consultant to assess the situation in some sampled TGAs and do post-planting verification for a sample of 100 hectares.

6.6.3 Effectiveness and contribution to impact

Finding 13: Although positive feedback was provided by beneficiaries, the woodlot verification exercise shows that the performance of the established woodlots remains at average level although a survival rate of 88% can be considered a good improvement. Following the recommendation of ERET in 2021, TTGAU aims to further analyse the reasons why good silvicultural practices are not adopted by many outgrowers, despite being trained.

Finding 14: VLUPs are not adequately used to guide the TOSP tree planting. Some plots are located in areas that are designated for other land uses or close to water bodies and there is risk of conversion of natural forest into plantation forests. VLUPs are also not adequately designed as they do not consider the existing natural vegetation and bio-diversity aspects within the large areas designated for agriculture, tree plantations or other uses.

Finding 15: The capacity of TGAs varies. There is a wide range of TGAs of which some are very active, strong, viable and independent, while others are relatively weak and are basically perceived by the members as an instrument for receiving free seedlings and extension support. Although TTGAU get support from various organisations on institutional development, its capacity and human and financial resources are still limited.

Finding 16: TTGAU’s strategies to involve more women has contributed to a fairly good gender balance in TOSP with 46% of the beneficiaries comprising women, an increase from last year’s one third being female.

Adoption of good silvicultural practices and contribution to the outcome

Similarly to last year’s results the woodlot verification exercise undertaken by PFP2 shows that the performance of the established woodlots was at average level:

- Substantial deviation was found in the reported area by TTGAU and the audit measurements (9.4 ha), which is largely because of poor estimation by outgrowers of their area. Further to that, no pre-planting verification was done and the area was estimated on the basis of reported area by beneficiaries and delivered seedlings.
- An average stand density of 970 trees/ha, which is below the standard of 1,111 trees/ha is considered relatively ok but 75% of the sampled woodlots were on the low side which call for blanking and a few others were overstocked.
- A survival rate of 88% is average, which according to the audit is average but can also be considered quite good. Mortality was largely attributable to inability to suppress weeds and drought stress.
- 71% of the woodlots did not have any fire breaks.
- The weeding score was 0.6 out of a range of 0-3. A proportion of 13% of the outgrowers did weeding according to the required standard, 32% did partial weeding, 55% did not do any weeding at all.

The survey concludes that silvicultural management practices have generally been inadequate and recommends putting in place better extension services and training, and advise TTGAU to do pre- and post-planting mapping of the woodlots using GPS/smart phones. TTGAU did not do any pre-planting or post-planting mapping with GPS in 2021 due to resource constraints. They intend to map 100 ha this year but not for pre-planting but for post planting verification and monitoring. Although useful, this will not reduce the risk of poor estimation of number of seedlings to be planted.

TTGAU acknowledges that the low adoption of good silvicultural practices is a concern, which is said to be partly due to constraints embedded in the socio-economic conditions of the smallholder tree growers. Tree growers have multiple roles to attend within the same season which are given different priorities and in most cases production of food crops is given higher priority than other activities. In addition, TTGAU feels that the adoption of good silvicultural practices is a process that requires time and adequate resources. As a follow-up on a recommendation of ERET in last year's review, TTGAU conducted an assessment of TGA members to understand the reasons of low adoption of good silvicultural practices. The study results are expected to be available in June 2022.

However, TTGAU management also disputes some of the woodlot audit findings, such as the low weeding score, as the verification exercise was undertaken in the dry season (August), which makes it difficult to assess the level of weeding done some months earlier. The ERET team acknowledges that the signs of weeding can disappear quickly. Some fields which the ERET team visited that were weeded just a month before were already overgrown with ferns and the results of circle weeding were not clearly noticeable. It would be better to do the verification exercise closer to the planting season.

Moreover, the high stand density ('overstocking') should be regarded in the context of changing preferences and use of tree species from pine to eucalypt, which is used for processing and does not require a large diameter.

Furthermore, due to the limited resources, TTGAU cannot support all tree growers with the quantity of seedlings they require and apparently some resorted to mixing improved seedlings with unimproved ones, which affect the quality and consistency of the woodlot.

According to TTGAU, the differences in adoption of good practices also depend on the type of TGA. Some TGAs are strong but for other, including some that were supported by PFPI, members expect free services and incentives for carrying out silvicultural practices. According to TTGAU management, the absence of the incentives scheme in TOSP has contributed to lower adoption of good practices for those TGAs that were used to such systems.

Use of VLUPs

In the woodlot audit, the overlaid surveyed woodlot data from two villages with the VLUPs showed that few woodlots were located in designated land use areas for tree-planting, and many were found in agriculture or settlement zones. Nine of the surveyed woodlots were located within 60 meters from a river or water stream.

In some areas, there is a risk of conversion of natural forest into plantation forests. TTGAU reported that during the land preparation it was learnt that some tree growers wanted to clear natural forests for growing trees. This was rejected by the programme as it was causing more detriment to the environment than protection. This was the case in TGAs with common land that were planted in the previous years, and communities do not get tangible benefits from the natural forest. TTGAU reports that more awareness raising on the general benefits of conservation is important and communities should be supported in restoration and finding ways for sustainable management of their natural forest, including commercial use.

The observations seem to indicate two issues with respect to VLUPs:

1. VLUPs are not effectively consulted and used for guiding tree planting and the establishment of plantations, and
2. Some VLUPs are not adequately designed with respect to the different land uses – they define large areas for agricultural production, plantations and natural forests (usually far from the village centre) but do not take into account the existing natural vegetation and bio-diversity aspects within those areas.

As was also found in the review of PFP2, the VLUPs basically look at large designated areas for certain land uses within the village without considering the existing natural resources within or between those land uses. Natural forests are basically only perceived as the large areas (VLFRs) that are far from the village centre while the other remaining patches of natural woodlands are neglected. This contributes to the clearance of the natural vegetation for agriculture and tree planting.

The TTGAU TOSP semi-annual report January- June 2021 highlights the need for pre-planting assessment: “For proper planning, recording and utilization of project resources, pre- and post-planting assessment of woodlots is important. This will also help to identify areas earmarked for tree planting which are essentially not suitable for tree planting for instance clearing of natural forests with plantation forests”.

Capacity and functioning of TGAs and TTGAU

The 2021 ERET report explains the TTGAU’s manager’s views on the different categories of TGAs that exist and that have different expectations and levels of growth, depending on the project and type of support they received. It is clear that there is a wide range of TGAs of which some are very active, strong, viable and independent, while others are relatively weak and are basically perceived by the members as an instrument for receiving free seedlings and extension support. Some of this might have to do with the background of the TGAs, how they were set up and supported but obviously there are many other reasons. Strong TGA leadership and support by the village government are key factors. The visited TGA in Iboya Village is clearly a good example of a strong TGA with an active and dynamic chairman.

However, many TGAs do not generate any income yet, and their members might not perceive the TGA as an organisation that provides services and helps them getting inputs and linking up with markets or lobby for their interests. This is even more so with respect to the expectations on TTGAU. Although the subscription fee might not be a big obstacle, some TGAs do not see a clear benefit yet from joining the umbrella organisation in providing services or facilitation of the value chain. Through the TOSP support, TGAs might be more inclined to see the relevance of TTGAU, but still only few appear ready to pay membership subscription – only 12 TGAs were reported to have paid their fees in 2021. In addition, many TGAs in the Southern Highlands are only registered at district level whereas for TTGAU they need to be registered at the

Ministry of Home Affairs. As mentioned in the review of NFC, TTGAU has supported NFC to register their TGAs at MOHA.

Figure 8 Tree planting and seedling production supported by TTGAU through TOSP



Source: ERET Team

TTGAU conducted a TGA governance assessment, identifying areas that need improvement with respect to TGA organisation, HRBA (mostly referring to women and youth), and forestry (Table 16).

Table 16 TGA identified weaknesses and challenges

| Organizational | HRBA (women and youth) | Forestry |
|--|---|--------------------------------------|
| Limited awareness on TGA constitutions | Limited participation of women in decision making bodies ranging from 20 to 45% (2 TGAs out of 12) | Forest fires |
| Lack of organization structures and distribution of roles | Lower number of women in TGA (need to address the barriers) | Limited access to extension services |
| Not conducting meetings and keeping minutes of the meetings | Lack of self-confidence for women to take senior leadership positions | Unstable market prices of saw logs |
| Lack of meaningful services to members | Stringent requirements for new members which do not exist in the constitution | |
| Financial management | Lack of meaningful services to attract new members especially youth and women | |
| Limited knowledge on preparation of TGA plans | Women do not own land for tree growing | |
| Not conducting election of leaders according to constitution | Women performing more of the common group work e.g. nursery activities and men do heavy works like digging nursery soil | |
| Financial instability of TGAs/lack of economic activities | Low participation of youth ranging from 5 to 33% | |
| Lack of good communication between members and leaders | No plans to increase number of members | |

| | | |
|---|---|--|
| Limited network among TGAs | Limited number of vulnerable (only 3 in all the 12 TGAs assessed) | |
| Lack of common income generating activities | Decision making is mostly done by men | |
| Members not paying subscription fee | | |

Source: TTGAU Areas that need action to improve TGA governance (table send by email)

Within TOSP, TGA institutional strengthening is only supported through TTGAU’s funding³⁶. With respect to TTGAU strengthening the support is considered useful but also limited. The institution receives support from various organisations other than MFA (TOSP and PFP2) including Food and Forest Development, Finland (FFD), AgriCord, WeEffect, and FAO amongst others. Still, TTGAU has limited capacity and human and financial resources. The visits to other TGAs supported by PFP2 and NFC clearly indicate that TTGAU’s presence varies. Some of the visited TGAs have never heard of TTGAU. Although the organisation has an ambitious vision it is also important to be realistic and consolidate the achievements and systems and gradually link up and provide services to TGAs in the Southern Highlands.

Box 9 TTGAU support activities to TGAs and strategies

- Enhance equitable access to good quality planting materials and provide advisory services on tree growing:
 - Extension and advisory services on tree planting and silvicultural practices.
 - Through their nurseries provide improved seeds to inaccessible TGAs in the interior.
 - Encourage Village Councils to establish areas where women can participate in tree planting, since women's access to land is restricted by cultural norms and encourage families to allocate land to women. Facilitated 60 women-only CCROs, the target is to get 100 by the end of 2020.
- Do market searches for TGAs.
- Support tree seed orchards (with TGAs, TFS, FWITC) – not as a business, will provide improved seeds to TGAs in need for free in the future.
- Support TGA members to diversify sources of income for better management of woodlots – agriculture, livestock, petty trade, wattle charcoal, avocado, soap making, batik and beekeeping.
- Help TGAs integrate into value chains and enhance their access to financial services:
 - Provide entrepreneurship education to members.
 - Facilitate formation of Community Microfinance Groups.
 - Link TGAs with the National Social Security Fund (NFFS) which has funding facilities for the informal sector, including Community Health Insurance, credit, and pension. 300 TGA members have benefited since July 2020.

Source: Interview with TTGAU manager for ERET 2022

Women and youth involvement

In the section on relevance, the strategies of TTGAU to encourage greater involvement of women has been explained, especially for addressing the land constraint. For women, who have to attend to many household

³⁶ The semi-annual and annual progress reports only reflect MFA’s contributions and therefore do not provide a complete view of the programme results. Even the results framework does not reflect some activities supported by TTGAU from its own contribution. It would be advisable to reflect all supported activities and outputs in the report but clearly distinguishing the source of funds to provide a comprehensive view of the TOSP performance.

chores, the land should be easily accessible. Tree growing on common TGA land provided by village governments is often a constraint for women as the land provided for plantations are often located very far from village settlements.

TTGAU's strategies contributed to a fairly good representation of women in TOSP. For 2021, TTGAU reported that 46% of the beneficiaries are women, which is an increase from last year when about one third of the beneficiaries were female. TTGAU management considers the role of LGAs in the project very important and likes to strengthen its collaboration with LGAs, cultural and religious leaders to support more women and young people to participate in tree growing and avocado farming.

TTGAU also mainstreams gender equality in the implementation of project activities but does not have data on representation of women in TGA leadership positions. From discussions with beneficiaries and also other TGAs, women's influence in decision-making processes is limited. To reduce gender inequality, TTGAU also collaborated with Tanzania Women's Lawyer Association (TAWLA) and We Effect to create awareness in communities on gender equality.

Beneficiaries' perceptions on benefits

Feedback from beneficiaries confirms that they are satisfied with the support provided by TTGAU through TOSP but in Iboya they also mentioned that the seedlings that were provided by PFP1 were of better quality than the ones that were produced in their nursery. It should be noted that also for PFP1, the quality varied substantially depending on the seedling provider. In this case the seedlings were provided by Green Resources Limited, which were of superior quality and were transported in trays instead of polythene pots.

As mentioned before, in some villages such as Iboya the support from different programmes is concentrated and not only related to TOSP. As beneficiaries cannot easily distinguish between the different sources, in their feedback they also refer to other activities supported by TTGAU, such as the wattle plantation (FAO project), avocado nursery (WeEffect project) or even earlier support in which TTGAU was somehow involved.

With respect to early harvesting, many tree growers understand that they should not harvest trees before reaching maturity, but some say that they have no choice as long as they do not have sufficient alternative IGAs. The TTGAU manager considers that this could be a rational decision of smallholder tree growers to spread their risk and not have a long waiting period but rather have two shorter ones. However, in Iboya, some tree growers have planted large areas, including in the TGA plot that was established through support of PFP1 and which are well managed. They are able to maintain a longer rotation cycle and get optimum benefits from their trees.

6.6.4 Sustainability

Finding 17: Although outgrowers are likely to continue tree production, their performance will vary. The partial adoption of good silvicultural practices in conjunction with a short rotation cycle by many tree growers will affect the performance of their woodlots, the quality of their end products, and ultimately the revenue they get. Although there might be good reasons for this (that will be studied) it reduces the effectiveness and sustainability of the TOSP efforts.

Finding 18: While the revised seedling production strategy of contracting individuals to manage village nurseries instead of relying on voluntary TGA support resulted in a higher output, without further business plans and clientele, the continuation of the nurseries beyond TOSP is doubtful.

Finding 19: The sustainability of the TGAs beyond the programme depends on the perceived role of the organisation by its members and the status of the plantations. Some strong TGAs with motivated members and good leadership are likely to continue but for others, especially those that

are mainly considered by the members as a means to get access to the TOSP support, sustainability is doubtful.

Finding 20: The sustainability of TTGAU is uncertain and will take time as the union does not have a steady income flow and cannot sustain itself from the few member contributions. TTGAU has limited capacity and resources to provide quality services to all its members and play a role at policy level. Although TTGAU management recognises that there is still a long way to go, it is also ambitious. There is a risk of trying to do too much at once, resulting in little impact and it would be advisable to consolidate the efforts in accordance with the available resources.

Although outgrowers are likely to continue tree production, practicing good silvicultural management after TOSP is not guaranteed and if the performance of the woodlots are compromised, the quality of the end products will also be affected. With the exception of some very good TGAs, feedback from TTGAU, beneficiaries and the woodlot audit indicate that many outgrowers do not manage their woodlot properly. This might indicate that they do not consider the benefits of higher quality products outweighing the costs of additional labour. This might be also linked to the reasons for following a shorter-or longer rotation cycle. It can be assumed that tree growers who apply good silvicultural practices are more commercially driven and inclined to maintain a longer rotation cycle which will give them a premium price for their high quality products. However, there might be many other reasons why tree growers compromise on good silvicultural management (including competition with crop production during the critical periods, distance of the plantation, lack of understanding, and other). It is difficult to generalise, as many tree growers have well established plantations. As TTGAU acknowledges, more research is needed on the outgrowers' motivations and reasons why some do not apply improved silvicultural management practices. The decision of TTGAU to act on the ERET 2021 recommendation and conduct such a study in 2022 is therefore very positive.

The sustainability of the established nurseries for TOSP can be considered low as the operators are paid by TTGAU and the production is linked to TOSP. While this strategy resulted in higher output and the provision of adequate number of seedlings, without further clientele, the continuation of the nurseries beyond TOSP is doubtful.

Regarding the sustainability of the TGAs, this depends on the perceived role of the organisation by its members and the status of the plantations. Many young TGAs have been established through programmes such as PFP1 and do not have marketable timber. These TGAs are still relatively weak and do not play a role in facilitating economies of scale. For those TGAs where the members see the association as a vehicle to attract extension support, the sustainability could be bleak but other TGAs that have motivated members and good leadership are likely to continue. TTGAU has helped PFP2 in developing the TGA manual, which is expected to contribute to stronger TGAs. TGA strengthening does not seem part of the TOSP support, which focuses mostly on supporting TGA members with tree planting.

Regarding TTGAU, concerns about the sustainability have been raised in last year's ERET report. TTGAU is not a company that has a steady income flow from its commercial activities. As of December 2021, TTGAU has 151 member TGAs which have a total of 10,176 members (3,253 women and 6,923 men). Only 12 TGAs paid their subscription fees in 2021. But even if all TGAs would pay, the amount of over TZS 9 million would not be sufficient to provide the required services without further donor support. In this report, while recognizing the quality and dedication of staff, several references were made to TTGAU's limited capacity and resources even for TOSP alone. TTGAU management also recognises that there is still a long way to go and that the organisation is still in its infancy stage, which will require substantial support for the coming years. At the same time, TTGAU management sees a lot of potential for the organisation to play a role at national level whereby it can influence the policy makers on the needs, interests and benefits of the small tree growers of the country.

On the one hand, TTGAU appears very ambitious, aiming at providing services to many TGAs nation-wide and playing a role at policy level, but on the other hand it also has limited capacity and is dependent on donor funding. There is a risk of trying to do too much at once and it would be advisable to consolidate the efforts in accordance with the available resources and strengthen its services to TGAs in the Southern

Highlands. Only after TGAs will see the benefits from services provided by TTGAU will they be inclined to pay their contributions.

6.7 Follow-up of ERET Recommendations 2021 - TTGAU

The following table provides a summary of the 2021 recommendations and assessment of response by TTGAU.

Table 17 TTGAU follow-up of ERET Recommendations 2021

| Recommendations 2021 | Response/follow-up | Action required |
|--|--|--|
| 1. Continue with the current programme design but make some improvements to the results framework. | Done but some indicators might be difficult to measure from the current M&E system, such as TGAs practicing good governance, or % of tree growers practicing good silvicultural practices. | Clarify approach and ensure that indicators can be measured objectively. |
| 2. Improve collaboration with other key stakeholders and especially consult with PFP2 and NFC. | Collaboration with several partners but only to limited extent with NFC and PFP2. | Collaborate with PFP2 and NFC on linking to their TGAs. |
| 3. Assess the options on how the programme implementation and especially plantation development can be accelerated without compromising the quality. If, given the current set-up the targets are too ambitious discuss with MFA the possibility of a revision of the targets. | Done. Targets were revised and made more realistic. At the same time seedling production was increased. Targets are likely to be reached. | |
| 4. Investigate the reasons why many TGA members have not adopted the implementation of good silvicultural practices. Identify constraints and opportunities to become more effective. | A study has been undertaken recently but the report has not been finalised yet. | Adapt the forestry support strategies to the study findings. |
| 5. Assess the capacity of supported TGAs, and the perception of their roles by their members. This could contribute to improving the support strategies to become more effective. | A governance survey of TGAs was undertaken and a table with main findings was shared with ERET just before submission of the review report. | Adapt the TGA support strategies to the study findings. |

Source: ERET 2022

6.8 Other topics included specific to 2022 review

In addition to the overall ToR, specific questions were included in the additional ToR for 2022. As these are already included in the findings they are only briefly responded below.

1. *Human resources: are they adequate and is the level of capacity sufficient?*

The human resources and capacity in general do not match TTGAU's ambitions and TGA expectations. Only 51% of the seedling demand of 37 TGA's could be supported. As compared to other TOSP programmes, TTGAU's area of operation is much larger while their resources are relatively small. TTGAU does not yet have its own income stream and rely mostly on donor support.

Good and dedicated extension staff support the TOSP but their coverage area and mobilisation are limited. Some activities are compromised such as pre-planting mapping and verification.

2. *M&E system and reporting: how to improve them?*

Data management and M&E are relatively weak. However, TTGAU implemented a governance survey of TGAs through the Service Provision contract with PFP2 and also a study on reasons for slow or partial adoption of good silvicultural practices by TGA members. The reports will be finalised soon. In addition, TTGAU proposed to map 100 ha of established plantations in 2022 for post-planting verification, which has not been implemented yet. Furthermore, a consultant will be contracted to assess the situation in 10 sampled TGAs. Given the limited resources, a regular follow-up of all tree growers does not seem feasible but probably a more systematic database of each beneficiary can be maintained and updated after each monitoring visit. In addition, TGAs can be supported with systematic record keeping of silvicultural activities implemented by their members. As no costs have incurred yet on M&E, more inputs are required from TTGAU staff on this.

6.9 Concluding findings and recommendations - TTGAU

Table 18 presents the main findings and recommendations.

Table 18 TTGAU findings and recommendations

| Findings | Recommendations |
|--|--|
| <p>RELEVANCE</p> <p>Finding 1: The programme is well aligned with- and responsive to the development objectives, policies, and priorities of the Government of Tanzania, by focusing on poverty reduction and job creation through the promotion of tree planting on private farmlands.</p> <p>Finding 2: The programme is well aligned with the 2016 Finnish development policy and the Finland’s country strategy for Tanzania. The HRBA strategy is not much pronounced but the requirements for that are also not explicitly stipulated by MFA in the TOSP documents. TTGAU is targeting women and youth and encourages village government and families to allocate land for women.</p> <p>Finding 3: Interviewed beneficiaries confirmed that the programme is responsive to their conditions and needs. Most outgrowers have previous experience with planting trees but lack knowledge of good silvicultural practices and access to quality seedlings. The relevance of being organized in a TGA was also highlighted, although mostly in relation to its function of linking up with external support programmes, such as TOSP.</p> <p>Finding 4: The programme is logically set-up and builds on previous experiences. Further changes were made in the seedling supply approach. Management of the nurseries is done directly by TTGAU through the contracting and payment of either individuals or TGAs. This has improved the production but might not be sustainable beyond TOSP.</p> | <p>Recommendation 1: Continue with the current programme design but focus on sustainability aspects.</p> <p>(see recommendation 9 on nurseries)</p> |

| Findings | Recommendations |
|--|--|
| <p>Finding 5: The decision to stop support to income generating activities might be justified from a programme design perspective. However, is also unfortunate as it was regarded as a highly relevant aspect by beneficiaries, enabling them to diversify their income streams, contributing to a longer tree rotation cycle.</p> <p>Finding 6: The weaknesses in the results framework, highlighted in ERET 2021 report were mostly addressed but the question remains on how some indicators, such as good governance are assessed.</p> | |
| <p>COHERENCE</p> <p>Finding 7: The programme is coherent and has complementary functions with the other programmes supported by MFA, although the collaboration with NFC has been limited. Apart from the service contract with PFP2, there is no clear strategy on linking the TGAs that are supported by PFP2 and NFC with TTGAU. TTGAU collaborates with various other institutions through different programmes and is also involved in policy platforms.</p> | <p>Recommendation 2: Continue collaboration with key stakeholders and especially consult with NFC and PFP2 for strengthening and supporting their TGAs and setting up linkages between the PFP2 and NFC supported TGAs with TTGAU.</p> |
| <p>EFFICIENCY</p> <p>Finding 8: Due to delays and issues experienced in the first two years of implementation, most of the TOSP targets have been revised and substantially reduced. Good progress was made with respect to seedling production, which would support the establishment of around 1,500 hectares of plantations, higher than the annual target. As TTGAU plans to support another 850 ha for 2022/23, the revised target of 3,500 ha is likely to be achieved.</p> <p>Finding 9: 88% of the MFA budget was spent with some costs made in 2022 still not accounted for. With a cost of € 52 per hectare established woodlot the support appears cost-effective.</p> <p>Finding 10: TTGAU has extension staff only in strategic areas. Although they appear dedicated their coverage is limited. Overall, TTGAU has limited capacity and resources.</p> <p>Finding 11: TTGAU reported that the late disbursements by MFA created problems and the organisation had to use its own limited resources. On the other hand, MFA states that the reports from TTGAU have also not come on time and had some quality issues.</p> <p>Finding 12: With regards to M&E, TTGAU says it keeps records of the TOSP beneficiaries, but pre- and post-planting mapping/verifications were not yet conducted. Monitoring is relatively weak. TTGAU intends to map 100 ha this year for post planting verification.</p> | <p>Recommendation 3: MFA should ensure that disbursements are made on time and as per required implementation of key field activities. In addition, TTGAU should provide their reports on time and ensure that they are of the expected quality.</p> <p>Recommendation 4: Within the limits of the budget identify options for doing pre-planting mapping to ensure that the distributed seedlings match the area planted and monitor the implementation of each beneficiary.</p> <p>Recommendation 5: Include the TTGAU-financed TOSP activities in the progress reports but clearly distinguish the sources of funds (MFA and TTGAU).</p> |

| Findings | Recommendations |
|--|--|
| <p>EFFECTIVENESS</p> <p>Finding 13: Although positive feedback was provided by beneficiaries, the woodlot verification exercise shows that the performance of the established woodlots remains at average level although a survival rate of 88% can be considered a good improvement. Following the recommendation of ERET in 2021, TTGAU aims to further analyse the reasons why good silvicultural practices are not adopted by many out-growers, despite being trained.</p> <p>Finding 14: VLUPs are not adequately used to guide the TOSP tree planting. Some plots are located in areas that are designated for other land uses or close to water bodies and there is risk of conversion of natural forest into plantation forests. VLUPs are also not adequately designed as they do not consider the existing natural vegetation and bio-diversity aspects within the large areas designated for agriculture, tree plantations or other uses.</p> <p>Finding 15: The capacity of TGAs varies. There is a wide range of TGAs of which some are very active, strong, viable and independent, while others are relatively weak and are basically perceived by the members as an instrument for receiving free seedlings and extension support. Although TTGAU get support from various organisations on institutional development, its capacity and human and financial resources are still limited.</p> <p>Finding 16: TTGAU’s strategies to involve more women has contributed to a fairly good gender balance in TOSP with 46% of the beneficiaries comprising women, an increase from last year’s one third being female.</p> | <p>Recommendation 6: Adapt the implementation strategies to the study findings on reasons for partial adoption of good silvicultural practices.</p> <p>Recommendation 7: Facilitating and monitoring the implementation of VLUPs is a fundamental and legal role of LGAs. However, TTGAU can monitor how well LGAs are doing this activity and should raise awareness about these issues with their TGA members. TTGAU, in collaboration with the respective LGAs should ensure that VLUPs are properly used to guide tree planting and check that within the designated zones existing natural vegetation and bio-diversity aspects are adequately considered. Raise awareness of environmental aspects at district and village level.</p> <p>Recommendation 8: Intensify TGA institutional strengthening as part of the TOSP activities, focusing on key areas that are not supported by other organisations.</p> <p>Recommendation 9: Continue the strategies for providing land to women and involving them in tree growing.</p> |
| <p>SUSTAINABILITY</p> <p>Finding 17: Although outgrowers are likely to continue tree production, their performance will vary. The partial adoption of good silvicultural practices in conjunction with a short rotation cycle by many tree growers will affect the performance of their woodlots, the quality of their end products, and ultimately the revenue they get. Although there might be good reasons for this (that will be studied) it reduces the effectiveness and sustainability of the TOSP efforts.</p> <p>Finding 18: While the revised seedling production strategy of contracting individuals to manage village nurseries instead of relying on voluntary TGA support resulted in a higher output, without further business plans and clientele, the continuation of the nurseries beyond TOSP is doubtful.</p> <p>Finding 19: The sustainability of the TGAs beyond the programme depends on the perceived role of the organisation by its members and the status of the plantations. Some strong TGAs with motivated members and good leadership are likely to continue but for others,</p> | <p>Refer to recommendation 6.</p> <p>Recommendation 10: Support the development of a sustainable business model for decentralised seedling production that could be pilot tested in areas with good marketing potential, both as part of the TOSP and other TTGAU support.</p> <p>Refer to recommendation 8.</p> <p>Recommendation 11: TTGAU should take a phased approach, consolidating efforts and systems in accordance with the available resources.</p> |

| Findings | Recommendations |
|--|-----------------|
| <p>especially those that are mainly considered by the members as a means to get access to the TOSP support, sustainability is doubtful.</p> <p>Finding 20: The sustainability of TTGAU is uncertain and will take long as the union does not have a steady income flow and cannot sustain itself from the few member contributions. TTGAU has limited capacity and resources to provide quality services to all its members and play a role at policy level. Although TTGAU management recognises that there is still a long way to go, it is also ambitious. There is a risk of trying to do too much at once, resulting in little impact and it would be advisable to consolidate the efforts in accordance with the available resources.</p> | |

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Annex 1: Terms of Reference and ERET mission 2022

TERMS OF REFERENCE

EXTERNAL REVIEW AND EVALUATION SERVICES of forest programmes in Tanzania

Draft 13.11.2020

The Ministry for Foreign Affairs of Finland (MFA) is contracting consultancy services to conduct reviews and evaluations alongside the implementation of three different Forestry Programmes in Tanzania. These are a) the Participatory Plantation Forestry Programme phase 2 (PFP2), b) the Forestry and Value Chain Development Programme (FORVAC) and c) the Tree Outgrowers Support Programme (TOSP). The reviews and evaluations will be conducted for accountability and learning purposes as well as for supporting strategic and adaptive management of MFA funds.

I BACKGROUND OF FINNISH SUPPORTED FORESTRY PROGRAMMES

One of the main goals of Finland's upcoming country strategy for development cooperation in Tanzania will be to improve livelihoods and climate resilience for the rural population in Tanzania through sustainable management and use of existing forests and establishing forests where there is none. This is a response to the widespread poverty in the country and the increasingly more urgent need to adapt to challenges caused by climate change. There is a long history of cooperation in the forestry sector between Tanzania and Finland, and the cooperation benefits from solid Finnish expertise and know-how.

The Finnish support to the Participatory Plantation Forestry Programme (PFP2), Forest and Value Chain Development (FORVAC) and Tree Outgrowers Support Programme (TOSP) aims at increasing rural income, social and environmental benefits in Tanzania thereby reducing poverty and inequality. This will be achieved through developing sustainable plantation forestry, sustainable management and utilization of natural forests, and value addition including employment creation in the entire forest production value chain. The interventions will support sustainable land-use planning, plantation development (including facilitation of smallholder out-growers), community-based forest management, facilitation of local organisations, including Tree Growers Associations (TGAs), and capacity building of tree growers, small and medium sized enterprises (SMEs), service providers (extension and business services) and other stakeholders involved in the forest value chain.

The key beneficiaries are private tree growers, village land forest reserve owners, and wood processing micro, small and medium sized enterprises (MSMEs). Beneficiaries include members of already existing and new Tree Growers Associations (TGAs), and villages with forest reserves. Inclusive and equal participation in TGAs and management of village land forest reserves will be promoted. The rights of people in vulnerable situations will be strengthened through their involvement in the land use planning processes, by supporting their employment in value chains and promoting income generation. To ensure environmental sustainability, the programmes integrate biodiversity conservation in land-use planning and improved biodiversity management in plantation development and village land forest management.

The rationale to support private plantation forestry and natural forest and value chain development in Tanzania is based on the following:

- 1) A significant supply-demand deficit of round wood is anticipated in Tanzania shortly with severe long-term implications if plantation development is not accelerated.
- 2) Higher deforestation of natural forests is occurring as a result of increased population and poor agricultural practices.

- 3) Right now, there is a great momentum to accelerate expansion of forest plantations among small-, medium and large-scale tree growers in Southern Highlands area as plantation development is already strongly emerging.
- 4) Availability of village land use plans has potential to secure forest resources and biodiversity whilst addressing land use conflicts and ensuring equality in resource ownership and management.
- 5) Plantation forestry, sustainable utilization of natural forests, and wood-based processing are financially sustainable if done in a proper way.
- 6) Private plantations, sustainable natural forest management and value-added production can have positive economic, social and environmental impacts at local and national levels.
- 7) Private plantation forestry and sustainable management of village land forest reserves can generate economic growth and employment in rural areas and have major potential for reducing poverty.
- 8) Climate change mitigation and adaptation are also objectives in forest projects. In FORVAC OECD/DAC markers and estimated shares are for climate change mitigation 30% and for adaptation 10%, and in TOSP mitigation 30%.

II PRESENTATION OF THE CURRENT FORESTRY PROGRAMMES

Finland supports the Tanzanian forestry sector through three different interventions presented below. The MFA recognizes the importance to integrate evaluation and its results into the management and decision-making bodies of the three different programmes and to promote synergies between them.

PFP2

The overall objective of the Participatory Plantation Forestry Program phase II is to promote sustainable and inclusive plantation forestry that contributes to Tanzania's economy and alleviates poverty through increased rural income by intensified private plantation forestry and related value chains from seeds to market, based on sustainable land use. While supporting especially the income and employment of those rural households in the Southern highlands area that have potential for plantation forestry, PFP2 will also safeguard the rights of vulnerable groups and support their participation in the value chain. PFP phase II will focus on the consolidation of the achievements of phase I while taking a people centred approach through facilitation, communication and inclusiveness with the aim of building greater sustainability.

To respond to the needs, the project will accelerate plantation development and benefit local economies through two main result areas:

- 1) Tree growers support in establishment of higher quality plantation.
- 2) Support to small and medium sized enterprises in efficient wood processing and wood based business administrations.

PFP2 is a four-year project that commenced in November 2019 and is expected to end in 2023. Finland's funding is 9.4 million euros, and Tanzania's contribution is 470,000 euros. PFP is implemented by the Government of Tanzania through the Ministry of Natural Resources and Tourism. Indufor Oy has been contracted to provide technical assistance.

The Supervisory Board is the highest decision-making body meeting annually. Its members include the competent authorities (representatives from Finland and Tanzania with whom the agreement is done). The Supervisory Board agrees and approves the strategic and policy issues of the Project and all changes in the Project Document. The Steering Committee is the body responsible for guiding project implementation on the basis of the contract, project document and annual work plans. It is a monitoring as well as an advisory and decision-making body meeting quarterly. The Steering Committee is comprised of representatives of the competent authorities, the implementation agency, key beneficiaries and other stakeholders. The Programme Management Unit is responsible for practical management and consists of the international and national technical assistance team. It works closely with the Forestry and Beekeeping Division of the Ministry of Natural Resources and Tourism.

FORVAC

The overall objective of the Forestry and Value Chain Development Programme (FORVAC) is to increase economic, social and environmental benefits from forests and woodlands through improved forest sector market / value chains contributing to sustainable forestry and forest-based livelihoods. The programme works in three regions: Tanga, Lindi and Ruwuma. FORVAC has four result areas in order to attain this objective:

- 1) Improved value chains and increased private sector involvement in the forest sector.
- 2) Stakeholder capacity to implement and promote forestry value chain development enhanced.
- 3) Functional extension, communication, monitoring systems and Management Information System in place.
- 4) Supportive legal and policy frameworks to forest value chain and sustainable forest management developed.

FORVAC is implemented in 2018–2022. Funding contribution from Finland is 9.95 million euros and 200,000 euros from Tanzania. The Government of Tanzania is represented by the Ministry of Natural Resources and Tourism. Technical assistance is provided by a consortium of FCG International and FCG Sweden.

As described above about PFP II, the Supervisory Board is the highest, strategic decision-making body and the Steering Committee responsible for guiding implementation. These bodies are working separately for PFP II and FORVAC, even though their participants are almost the same and the meetings may be organised in coordination. Possibilities for further integration and synergies may be further explored. As in PFP II, the FORVAC Program Management Unit is responsible for practical management and consists of the international and national technical assistance team. It works closely with the Forestry and Beekeeping Division of the Ministry of Natural Resources and Tourism.

TOSP

TOSP builds on the overall objective of the Private Forestry Programme (PFP1, 2014–2019) which was to contribute to poverty reduction by increasing rural income through intensified private plantation forestry and related value chains from seeds to market, based on sustainable land use. TOSP is a continuation of outgrower activities carried out within PFP1. While supporting especially the income and employment of those rural households in the Southern highlands area who have potential for plantation forestry, TOSP seeks also to safeguard the rights of people in vulnerable situations and support their participation in the value chain.

TOSP provides support to smallholder tree plantations via companies or other organizations in order to establish economically viable, sustainable and inclusive plantation forestry in Tanzania. Activities include all tree-growing activities, starting from site preparation and ending to thinning of the stands. The purpose is to

help develop commercial tree growing and strengthen plantation forestry by smallholder tree growers as sustainable livelihoods, and hence increase wealth in the Southern Highlands of Tanzania.

TOSP funding has been granted to three companies: Kilombero Teak Valley Company (164 351 euros 2019–2020), New Forests Company (729 490 euros 2019–2022) and Tanzania Tree Growers Associations Union (274 121 euros 2019–2022). The competent authority is MFA represented by the Embassy of Finland in Tanzania, which is responsible for guiding the project implementation based on the Act on Public Procurement and Concession Contracts, signed agreements, application documents, annual work plans and reports. MFA is a monitoring as well as an advisory and decision-making body of TOSP. At an organization or company level, there is a dedicated focal person for practical management. The focal person works closely with the administration of that particular company or organization

III PREVIOUS EVALUATIONS

Private Forestry Programme (PFP1, 2014–2019), to which PFP2 is continuation, had an External Review and Evaluation service. Two annual reviews (2015 and 2016) were implemented, and a mid-term evaluation (in May 2017) was conducted, of which the findings and recommendations were integrated in the design of PFP2. Tree outgrower activities were reviewed as part of PFP1.

FORVAC is a continuation to the Extension of Support to National Forest and Beekeeping Programme implementation (NFBKP II), which was implemented in 2013–2016. However, no evaluation of NFBKP was carried out.

IV RATIONALE, PURPOSE AND OBJECTIVES OF THE SERVICES

The External Review and Evaluation Team (ERET) is contracted both for accountability and learning purposes. The team is expected to carry out annual reviews to facilitate constant learning and assessment of Finland's forest programmes in Tanzania. ERET will support programme leadership and MFA with feedback and analysis of different approaches. ERET will support strategic learning in the programmes and produce recommendations for strengthening sustainability. ERET should also provide programme leadership and MFA with long term strategic recommendations on how to best continue and direct support to the Tanzanian forestry sector in a sustainable, strategic and comprehensive way.

The consultancy will assess programme progress based on programme indicators but also assess the programmes using standard evaluation criteria, including relevance, impact (positive and negative changes produced by the interventions, directly or indirectly, intended or unintended), effectiveness, efficiency, sustainability, coherence and aid effectiveness. The consultancy should define a number of common indicators for the TOSP implementers.

The objectives of this assignment are to:

- support the Finnish and Tanzanian decision-makers by assessing the relevance, impact, effectiveness, efficiency and sustainability, coherence and strategic aspects of the programmes;
- provide technical advice to the Programme Management Teams of PFP2 and FORVAC in the development and improvement of internal monitoring and evaluation systems for continuous learning and programme management, and for providing periodically important data on the results and outcomes for the external annual evaluations;
- support the Programme Management Teams of PFP 2 and FORVAC with feed-back and analysis that can be utilised in the annual planning;
- analyse the programmes in terms of vocational education and skills development and provide recommendations for strengthening this area further;

- assess the synergies, coherence and level of collaboration between the programmes and of the sector support in Tanzania;
- provide support for successful implementation, including risk management, and recommendations for improvements;
- provide analysis and insights for the Supervisory Boards of PFP 2 and FORVAC to support strategic dialogue about programme risks, synergies and directions forward; and
- ensure that the cross-cutting objectives of Finland’s development policy are considered and applied.

Special attention needs to be paid to systematic monitoring and evaluation of the impacts and results of the programmes:

- Firstly, even though the programmes will be implemented in close coordination with the Tanzanian Authorities – the Ministry for Natural Resources and Tourism (MNRT) and the Tanzanian Forest Service (TFS) – most of the activities will be implemented by private sector and third sector organizations and institutions, such as CSOs.
- Secondly, especially in the case of FORVAC, different kind of approaches and methods are piloted and tested.
- Thirdly, a systematic risk monitoring and assessment is required to monitor the socio-economic impacts, especially on stakeholders in vulnerable positions. Socio-economic impact assessment relates especially to how the Village Land Use Planning (VLUP) processes are carried out and land use rights are ensured, how employment opportunities or other benefits are extended also to people in vulnerable situations, and how the tree-growers associations and community-based organisations are developed.
- Fourthly, monitoring short- and long-term climate and environmental risks is part of the assignment.

In terms of monitoring and evaluating especially socio-economic impacts and risks, the key questions include the following:

- What positive impacts/results are achieved and who benefits from them? How?
- How to reach the easily marginalized beneficiaries?
- Who does not benefit and/or are in risk to face negative impacts? What kind of negative impacts?
- How does the management systems in programmes provide feedback and corrective measures to planning, implementation and monitoring?
- Which of the developed approaches could function as best practices for wider application? What is required for replication?

V SCOPE OF THE EXTERNAL REVIEW AND EVALUATION SERVICES

The services will be carried out in 2020–2023. They will include the following:

1. Annual reviews of the three programmes
2. ‘Strategic evaluations at mid-term’, in-depth studies
3. Final synthesis report

The evaluation team will make an annual field mission in the beginning of the calendar year. The following analysis will feed into the preparation of the programme annual plans that are presented to the steering committee and supervisory board. PFP II and FORVAC will each have a supervisory board, of which the members are mostly the same and the meetings would be arranged one after another. In connection with the meetings, there would be a session covering both programmes, in which the evaluation team would present

insights and recommendations and where strategic issues, risks and possibilities, and synergies would be discussed between the programmes. The evaluation team would attend either in person or virtually.

1. Annual Review

PFP2, FORVAC and TOSP implementing companies and organizations are responsible for the operational planning. This means setting annual targets and results with measurable indicators, activities and resource allocations. They prepare annual plans consisting of work plans and required resources. They are themselves responsible for monitoring the results by collecting data on specific indicators and reporting on the results and progress to the decision makers. They provide reports for the Steering Committee of PFP2 and FORVAC, while TOSP reports directly to the Ministry for Foreign Affairs of Finland. To conclude, the programmes are responsible for monitoring whereas the role of the ERET consultancy is to bring additional value and promote the idea of constant learning in the programmes.

The ERET will conduct reviews annually to assess the progress of the programmes against the set objectives and suggest corrective and improving measures when necessary. The annual reviews will look at the following evaluation aspects:

- Relevance of the programmes. This refers to the extent to which the objectives of the program are consistent with the beneficiaries' needs, country priorities and the partner's and Finland's policies. The consultancy has also to assess the relevance and effect of technical assistance given to the programme as well as to the beneficiaries.
- Impact which describes to what extent each programme has succeeded in contributing to its wider, overall objective, i.e. impact for its final beneficiaries, including promotion of human rights and gender equality, reduction of inequalities and promotion of climate resilience and low emission development . The review of impact covers intended and unintended, short-term and long-term, positive and negative impacts.
- Effectiveness describes if the results have furthered the achievement of the programme purpose or are expected to do so in the future. Evaluation of promotion of human rights and gender equality, reduction of inequalities and promotion of climate resilience and low emission development shall be integrated in the analysis.
- Efficiency, which describes how well the various activities have transformed the available resources into the intended results in terms of quality, quantity and timeliness. Use of resources to promote human rights and gender equality, reduction of inequalities and promotion of climate resilience and low emission development shall be integrated in the analysis. Annual reviews will also help accountability function and to that extent comparison should be made against what was planned and whether the programmes have utilised funds as per approved work plans. Furthermore, the management and administrative arrangements are analysed as well as the role of the Steering Committee and whether the committee is optimally being used for decision-making.
- Sustainability refers to the likely continuation of the programme achievements. The sustainability of programme interventions in terms of their effect on environment will also be assessed. Other important aspects are ownership/commitment, institutional, socio-economic and technical aspects, financial considerations, and governance/enabling environment.
- Coherence, both internal and external, of the different programmes, their approaches, methods, goals and implementation. Efficiency and effectiveness in networking with local and national stakeholders, service providers and NGOs will also be analysed.

The relative focus on these evaluation criteria in each review will depend on their relevance for the specific programme phase of implementation. An assessment of relevance, effectiveness and efficiency of approaches is more appropriate at the early stage while the analysis of the actual outcomes, impact and sustainability should be emphasised at the later stages.

The reviews will preferably be conducted in the month of February to allow programme incorporation of the recommendation from ERET in annual planning. This will be done by:

- review of the consecutive progress reports of the programmes; and
- a field mission to verify and validate the results and progress of the field activities on a sample basis.

In between annual review missions, the evaluation team will also be regularly in contact with the Management of the programmes to provide advice on M&E systems, follow-up provided progress reports, review M&E data and other documents, and be informed on important activities, issues and changes.

The desk review, prior to the field work will include a preliminary analysis on the relevant evaluation criteria and will propose more detailed review questions for the annual review mission. For the first annual review in 2021, the preliminary analysis is included as part of the inception report.

Each annual review mission will focus on specific issues, problems and selected evaluation criteria. It will provide in-depth analysis of monitoring information as well as complementary information to monitoring. It will address acute problems and provide recommendations to solve them. Implementation challenges may relate, for example, to the piloting of new approaches, special studies, participation of easily marginalized groups, implementation of training component, role of tree-growing incentive scheme or income generating activities.

A detailed work plan for each annual review mission will be agreed upon in consultation with the Program Management Units as well as competent Finnish and Tanzanian authorities. The work plan for each mission, study and evaluation, including allocated days for the task, will be separately approved by the MFA.

The information of the annual reviews will be used by the Program Management Units, the Steering Committee(s), Companies and NGOs engaged through TOSP as well as the Supervisory Board(s) to improve the performance of the programmes. The ERET Consultancy will report to the Steering Committee(s) and Supervisory Board(s).

The timing of the annual review mission will ideally be in February, to be agreed so that it will best serve annual work planning and that its recommendations can be integrated to annual work plans before their approval. The programmes and ERET follow the Tanzanian fiscal year beginning 1st July.

As a deliverable the mission will produce a report with clear analysis on the following:

- Findings – data, facts, evidence relevant to the indicators of the evaluation progress
- Conclusions – assessment of the progress or lack of it based on the findings
- Recommendations – proposed changes to the next year work plan and/or to the result-based logical framework, improvements, action to remedy problems in performance or to capitalize in strengths.
- Programme specific and sector-wide risks – how have they been identified and responded to, recommendations for further action
- The flow from findings to conclusions and from conclusions to recommendations must be clear and logical
- Strategic recommendations for the programmes as well as for MFA forestry sector support more generally.

2. 'Strategic evaluations at mid-term', in-depth studies

Given the fact that most projects are already mid-way of their implementation period and considering the continuous learning objective of the evaluation services, the mid-term evaluations could be integrated in the annual reviews, focusing on key areas that are of specific strategic relevance for the respective programmes. If needed, additional studies on specific topics could be conducted, providing input on key questions that are integrated in the annual review reports.

Considering that FORVAC and TOSP end in 2022, the first annual review should already integrate a first discussion of the future/next phase of these programmes. A more in-depth exercise can be undertaken as soon as the COVID-19 pandemic enables the full ERET team (including international consultants) to participate in the field work (probably late 2021 or early 2022), looking at strategic questions of future sector support in Tanzania, and if/how a possible next phase of the programmes could look like, drawing on the findings of the annual reviews and other policy evaluation reports. Such analysis should already be started at a relative early stage to feed into the planning process of the next phase support by the MFA and avoid a large gap in implementation.

The strategic analysis of the 2022 annual review will feed into the final synthesis report but a preliminary report could already be prepared for the planning of the possible continuation of programmes.

In case FORVAC and TOSP are not extended after 2022, the 2023 annual review should also include an ex-post evaluation of sustainability of the achieved outputs and outcomes of these two programmes.

3. Synthesis report

The synthesis report will summarize the analysis, recommendations and lessons learned throughout the ERET consultancy. Lessons learned will provide final information for the planning of possible next phases. It should follow the evaluation criteria described above (in the context of the annual review) but also include:

- Aid effectiveness (effectiveness of aid management and delivery) which refers to how the programme has implemented the commitments to promote ownership, alignment, harmonization, management for development results and mutual accountability.
- Coherence referring to issues beyond development cooperation focusing on contradictions or mutual reinforcement with other policies to achieve the development objectives.

The synthesis report will be prepared using the MFA Evaluation Manual directions, including the reporting outline (Annexes 2 and 3). The synthesis report will include a concept note for the planning of the possible continuation of programmes. MFA will prepare separate terms of reference for the synthesis report to clarify focus and exact tasks.

VI APPROACH AND METHODOLOGY

The approach and working modality will be participatory, consultative and inclusive, and concentrate on the idea of constant learning. The external evaluation will serve both planning and decision-making needs.

The main method used will be document review combined with field visits to the programme areas and interviews of different stakeholders in Tanzania and Finland. Multiple methods (both quantitative and qualitative) should be used. Particular attention is paid to the adequate length of the field visit to enable sufficient collection of information.

A theory-based evaluation approach will be used, building on the Theories of Change (ToC) of the programmes. The reviews will be conducted in an objective, impartial, open and participatory manner and in close consultation with key stakeholders. In as far possible triangulation of findings and substantiation of outcomes (and contribution analysis) will be undertaken through the verification by independent sources and field observations.

ERET will provide some technical advice to the programmes in setting up/improving their internal M&E systems, and relevant data should be periodically made available by the programmes that could serve as an input to the ERET reviews. Due to the limited time ERET can spend in the field, relevant surveys must be undertaken by the programmes with respect to measuring results and outcomes. For accountability purposes the quantitative achievements and attainment of the indicators will be measured, but a major focus of ERET

will be to assess the qualitative aspects, outcomes and lessons learnt of the approaches through discussions with beneficiaries and stakeholders (including private sector and CSOs) and through field observations on the status of plantations/forests, processing/value chain aspects and business instruments.

The main instruments will be reviews of materials (including internal M&E data), meetings and key informant interviews (KII) with main stakeholders, Focus Group Discussions (FGD) with beneficiaries, and field observations. Adequate survey instruments will be prepared with key questions.

Evaluation criteria will be sequenced according to their relevance with focus on the relevance, effectiveness and efficiency of approaches at the early stage and the analysis of the actual outcomes, effects and sustainability more at the later stages. In addition, within the framework of the evaluation criteria, specific issues and evaluation topics will be determined at the start of each annual review, based on the relevant developments and issues.

A practical but also strategic approach will be followed. The key focus is on enhancing ‘constant’ learning (providing practical advice on approaches to make them more effective), but with the overall strategic goal in mind that the programmes should contribute to sustainable mechanisms and practices that will be continued after the programmes have come to an end.

A specific issue that could affect the methodology is the COVID-19 pandemic, which might restrict the possibilities for international experts to travel or even Tanzanian members to do field work. The implications will be further discussed during the inception phase. The detailed methodology and workplan will be included in the Inception report.

VII SERVICE DELIVERY PROCESS AND DELIVERABLES

The service delivery will take place during 2020/2023. It began in September 2020 by launching the process for identifying Team Leader candidates. The evaluation will be carried out within the Evaluation Management Services (EMS) framework implemented by Particip-Niras consortium. Each deliverable is subjected to specific approval. The ERET team can only move to the next phase after receiving a written statement of acceptance by the MFA.

As preparatory phases for actual implementation, the service delivery process comprises of the start-up phase and inception phase. The implementation comprises of annual reviews and strategic evaluations at mid-term’, in-depth studies, leading to synthesis report at the end of service delivery.

1. Start-up phase

A start-up video conference meeting was held on 2 November 2020. The purpose of the start-up meeting is to have initial discussions on the background and objective of the programmes, monitoring and evaluation process including practical issues related to the field visits, reporting and administrative matters. Discussions were held based on the draft terms of reference prepared by the MFA, and will continue more in detail during the inception phase.

Based on the discussions, the Team leader finalized the ToR for the approval of the MFA. This is followed by the recruitment of the other evaluation team members.

2. Inception phase

2.1 Inception Report (Draft and final)

The inception report consists of the desk study and overall work plan for the service delivery. It includes the following: Context analysis; Initial findings of the desk study consisting of a preliminary analysis of the documents, such as progress reports and guidelines; Review of the programmes’ theories of change; Finalization of the methodology, evaluation questions, methods for data collection and analysis; Final overall work plan and division of work between team members; Data gaps; Implementation plan for stakeholder

consultations (for the first annual review); interview questions/guides/notes, preliminary list of stakeholders and organizations to be contacted; and Budget.

Defining of the specific focus, evaluation questions, a specific work plan and a timetable for the first field mission will be done in consultation and cooperation with the programmes and is part of the inception report. The draft inception report will be discussed in the inception meeting. The structure of the annual review reports shall also be agreed upon in the inception meeting. The inception report has to be approved by the MFA prior to the field mission.

3. Annual Reviews

3.1 Field missions

The field mission is expected to take place annually and serve programmes' work planning processes. At the beginning of the field mission, the ERET team will meet the relevant Tanzanian and Finnish decision makers. The purpose of the field visit is to reflect and validate the results of the desk study phase, assess the situation on the ground in the light of policy and programming analysis and gather evidence for hypothesis. The purpose of the field visit is to make further assessments and fill any gaps in the information. The field visit will contain gathering local information as a key element.

The results of the annual mission will be reported to the Steering Committees and Supervisory Boards. However, the ERET team will work with the programme management units and TOSP contact persons in order to integrate the recommendations already to the annual plans.

VII WORK PLAN AND RESOURCING

A tentative overall work plan will be included in the inception report. It is expected that apart from the start/up and inception phases in 2020 and early 2021, altogether three annual reviews (including strategic evaluations at mid-term', in-depth studies; and an extended annual review of 2023 in order to allow for preparation of the final synthesis of the consultancy) will be carried out as part of the service delivery process (2021, 2022, 2023). The plan is subject to change depending on the implementation of the programmes.

ERET will comprise four core consultants, two international and two Tanzanian experts. The team will comprise of a mix of expertise, including M&E, forestry, value chain, socio-economic aspects/gender, etc. as stated in the Chapter X.

Because of the COVID-19 pandemic, it is assumed that for the first annual review scheduled for February 2021 international experts will not be able to travel to Tanzania and will only conduct interviews with key informants through virtual means while field work will be undertaken by Tanzanian consultants. For that reason, another Tanzanian evaluator is added for the first review.

It is also assumed that the international consultants will be able to travel and take part in field work of the second annual review in 2022 and therefore the involvement of a third Tanzanian evaluator is not considered necessary. This review will be a key one, already looking at the future of the programmes and sector support. It will comprise a more in-depth exercise that could feed into a discussion on the planning of the next phase.

During the third review 2023, only PFP2 will be in operation (unless there is some extension without costs for FORVAC/TOSP) but the ERET can still do an 'ex-post' evaluation of FORVAC and TOSP and especially analyse aspects of sustainability (and 'impact' on beneficiaries) of the project interventions. The third mission will further contribute to the final planning of the next phase and the preparation of the synthesis report.

Apart from the annual reviews, 4 days per year are reserved for the Team leader to provide some technical advice on internal M&E systems, review reports and data and consult programme management and key stakeholders on emerging issues and developments.

A detailed cost-calculator will be submitted separately to MFA for approval. It includes the overall budget, task division of team members and maximum amount of days required to carry out the tasks. Exact days required for each mission will be decided before each mission according to the scope of evaluation questions and work plan. Both are subject to the MFA approval.

VIII MANAGEMENT OF THE EVALUATION

The Department of the Africa and Middle East/Unit for the Horn of Africa and Eastern Africa will be responsible for the overall management of the service delivery process from the MFA's side.

There will be one Management Team responsible for the overall coordination of ERET. This consists of the Evaluation Manager/Unit for the Horn of Africa and Eastern Africa, ERET Team Leader and the EMS Coordinator. A reference group will be established and chaired by the responsible Unit. The mandate of the reference group is to provide quality assurance, advisory support and inputs to the evaluation, e.g. through participating in the planning of the evaluation and commenting deliverables. .

The ERET team will be managed from distance by the Team Leader. This requires careful planning to ensure that a common, consistent approach is used, in order to achieve comparability of the data gathered and the approach used in analysis. The Team Leader will develop a set of clear protocols for the team to use and will convene regular online team meetings to discuss the approach. During the process particular attention should be paid to strong inter-team coordination and information sharing within the team.

The evaluation team is responsible for identifying relevant stakeholders to be interviewed and organizing the interviews. The Ministry and embassies will not organize these interviews or meetings on behalf of the evaluation team, but will assist in identification of people and organizations to be included in the evaluation.

IX QUALITY ASSURANCE

The consortium will put in place a three-layer system of quality assurance for all products/reports: at the level of the Team Leader, through the EMSC and through in-house senior QA advisors.

Layer 1. The Team Leader will be the main (if not sole) author of the individual reports and intermediary products, building on the team's input to produce deliverables. This ensures a harmonised writing style with clear and coherent structures from the very beginning of the drafting process. At the same time, the Team Leader is responsible for supervising and controlling outputs delivered to him/her by the team, paying particular attention to the consistency and coherence of individual members' contributions and ensuring that findings reported are substantiated by supporting evidence before proceeding with the formulation of more generalised conclusions.

Layer 2. The EMSC will work with the Team Leader during the entire drafting stage to identify potential challenges early in the process. They will provide guidance on MFA's principles, standards and practices to ensure that the products fulfil the expectations of the MFA. They will also ensure accumulated learning. They will conduct a first review of the completed draft reports.

Layer 3. If the deliverable is deemed of sufficient quality by the EMSC, she will pass it on to the in-house QA advisor(s), who will be assigned by the individual evaluation manager. Particip, as Consortium Lead, assumes responsibility for a final QA of all deliverables before submission to the Client.

The consortium Particip-Niras is in charge of the impeccable quality of English texts of the reports and related proofreading.

The tentative structure of the annual reports and synthesis report shall be agreed upon jointly with the Client. The Synthesis report shall be of publishable quality. The evaluation team should make their best efforts not to exceed the total length of 80 pages for the main evaluation report.

X EXPERTISE REQUIRED

The proposed evaluation team members should be independent, they should not have been involved in the planning or implementation of the projects that will be monitored, nor should they be contracted by Niras Oy due to the company's role in one of the projects.

The experts shall have solid experience and knowledge in the following fields:

- Evaluations of development cooperation projects or programs; expertise and experience in developmental evaluation is considered a strong asset.
- Sustainable plantation and natural forest management
- Private and third sector cooperation and value chain development in forest sector
- Result-based management of development cooperation projects or programmes
- Human rights-based approach
- Climate and environmental risks in forest sector
- Integration of cross cutting objectives of Finland's development policy in development cooperation projects or programmes and evaluations
- Socio-economic impact and risks in forest sector programmes or in other development cooperation programmes

XI BUDGET

The final budget will be attached to the Inception Report. It should not exceed 513 000€.

XII MANDATE

The evaluation team is entitled and expected to discuss matters relevant to this evaluation with pertinent persons and organisations. However, it is not authorized to make any commitments on behalf of the Government of Finland. The evaluation team does not represent the Ministry for Foreign Affairs of Finland in any capacity.

The evaluation team has no immaterial rights to any of the material collected in the course of the evaluation or to any draft or final reports produced as a result of this assignment.

ANNEXES:

1. Country strategy for development cooperation Tanzania 2016–2019:

<https://um.fi/development-cooperation-tanzania>

2. MFA evaluation manual:

<https://um.fi/development-cooperation-evaluation-manual>

3. Outline of the Evaluation Report

https://um.fi/documents/384998/0/Template_Outline_Evaluation_report_2020.docx/0e6fc25d-8941-7b9d-4401-4c569d6eb248?t=1592335667928

4. Evaluation report quality checklist (OECD/DAC and EU standards)

https://um.fi/documents/384998/0/Checklist_Quality_Evaluation_Report_2018.docx/dbc2768f-bb8c-5b49-f242-7b0f5733dc0a

ERET mission 2022

General

- PFP2 MTE should be the major task at this round, as the programme is now mid-way.
- Conducting the socio-economic analysis of FORVAC would also be important (by March, to feed the planning of the next AWP). Additional resources can be hired.

PFP2

- Emphasize questions of efficiency, effectiveness and sustainability and possibilities to improve them. Is the programme where it should be and why?
- Does the programme need an extension? Does the PD need to be “revised” if extension is needed or are other changes necessary in the strategies or focus? (Please note, that the extension cannot include any additional budget or TA except the 700 000 Euros reserved for the new component on skills development and training (see below for details). The length of the programme can possibly be extended by some months if necessary in order to reach the objectives.)
- Assess the revised PD, RBMF and the strategies used by the programme to address the needs and challenges in the private smallholder forestry and its value chains development – do they serve the needs of the beneficiaries (smallholders, SMEs, others) and are the means to address the issues (e.g. HR, use of time and funding), well justified, likely to yield results?
- Is RBMF SMART or how to make it SMARTER?
- Are climate resilience and low carbon development addressed well enough? How to improve their integration and reporting in the remaining period?
- HRBA issues: how well are they taken on board, what has been the value of the assessment(s) and have they been adequately done and used? How to improve HRBA, gender aspects and inclusiveness (reach more persons living with disability, poorest of the poor) in the remaining period?
- M&E system and reporting: quality, accuracy, timeliness?
- Management: are the human resources used wisely and efficiently enough? Should there be changes in how the human resources are allocated and how the PMT is running the programme?
- Programme steering and decision-making: structures, composition and role - how to improve/change?
- Mafinga Centre’s role and how to enhance the chances of the activities and work continuing after PFP2?
- Which elements or aspects of PFP2 would be the most important ones (for reducing poverty, inequality and improving the profitability of private forestry and SME wood industries) to carry over if a new intervention will start post-PFP2?
- Assess the relationships, synergies or overlaps with ongoing and planned new interventions: how to improve coherence and compatibility within the sector?

- Sustainability of the management of seed orchards: are they run well enough, are responsibilities and structures clear, and are they likely to last?
- New component of PFP2 on skills development and training & forestry training schools:
 - o Planned new element or component on improving the quality and capacity of forestry training (skills, pedagogy, equipment): appraisal of the plan to assess its quality, relevance and sustainability and how to improve it. The plan will be done by PFP2 mostly.
 - o This will require some expertise in training/education sector in TZ and FI. Possibly “complementary” expertise can be sourced from EDUFI new centre (<https://www.oph.fi/en/education-development-and-internationalisation/centre-expertise-education-and-development>) A request has been made by MFA earlier to them.
 - o FITI, FTI and FWITC need to be involved in the planning.

FORVAC

- Follow on the implementation / design changes, e.g. to which degree the MTE recommendations have been included to AWP 2021-2022? Assess whether the programme continues to be relevant and yield results (effectiveness), will it likely reduce inequality and does it now better take HRBA and gender issues on board?
- Review the risk assessment update (to be carried out during Jan 2022) and other main changes/revisions in programme for the extension period 2022-2024: are there critical things that have been forgotten or left aside and should they still be addressed (in FORVAC or through other organizations or platforms outside of the programme)? Are climate change related risks adequately covered / followed up on?
- GN417 – what is going on? Could and should something more be done on it in FORVAC during the extension period?
- Assess the forest governance (reducing illegal timber trade) related elements and plans of FORVAC: is the programme focusing enough on these issues and does the approach seem feasible? Is it likely to change governance? Should more or less efforts be put there? Is there better ways to address the underlying issues that make the trade of illegal timber (from natural forests) to continue?
- Assess the relationships, synergies or overlaps with ongoing and planned new interventions: how to improve coherence and compatibility within the sector?

TOSP

- TTGAU and NFC: Emphasize questions of efficiency, effectiveness and sustainability and possibilities to improve them.
- More time/efforts could be on assessing NFC, but also TTGAU and some of their TGAs and stakeholders (like districts, TFS) should be visited. Please make use of the silvicultural audits and recent KPMG reports (and consult the teams if possible).
- Follow on the implementation and design changes, e.g. to which degree the recommendations made in last round were taken in board so far?

- Assess whether the programme continues to be relevant and yield results (effectiveness)?
- Does the programme reduce inequality and poverty? How well are HRBA issues, gender aspects and inclusiveness of PLWDs included to the programme design?
- Are risk assessments and mitigation measures adequate, concerning e.g. climate change and wild fires?
- NFC:
 - Village land use planning support: how has it worked and has it changed things? Is it improving sustainability of land use and forestry activities?
- TTGAU (contract likely to be continued until the end of 2023):
 - Human resources: are they adequate and is the level of capacity sufficient?
 - M&E system and reporting: how to improve them?

Annex 2: Approach and methodology

The following section presents the approach, methodology and analytical framework, which have been elaborated on the basis of the outline included in the ToR.

Approach and Operating Principles

The approach is guided by the objectives and expectations as stated in the ToR. The external evaluation serves both planning and decision-making needs. ERET concentrates on the idea of *constant learning*, focus on *strategic aspects* in the programmes and produce recommendations for *strengthening sustainability*. ERET should also provide MFA with formative long term strategic *recommendations for the next programmatic phase*, on how to best continue and direct support to the Tanzanian forestry sector in a sustainable, strategic and comprehensive way.

Although ERET conducts annual reviews as well as strategic evaluations at mid-term, there are no significant differences in the approach of these assessments. The MTE focuses more on key areas that are of specific strategic relevance and provide recommendations for the next programmatic phase. At mid-term it is expected that more reliable information on the results, expected outcomes and sustainability can be obtained. In practical terms, the evaluation team will spend more time and efforts on the programmes that will be evaluated at mid-term to obtain more detailed information and do a more in-depth analysis. However, the approach will not differ substantially from the annual reviews and the same operating principles apply:

- **Utilisation-focused evaluation building on a practical but also strategic approach.** The evaluation is planned and conducted in a way that enhances the likely utilization of both the findings and of the process itself to inform decisions and improve performance. The key focus is on enhancing ‘constant’ learning (providing practical advice on approaches to make them more effective), but with the overall strategic goal in mind that the programmes should contribute to sustainable mechanisms and practices that will be continued after the programmes have come to an end.
- **Human rights and gender sensitive approach.** The evaluation adopts a gender-sensitive framework to ensure that the analytical design, the process of data collection and analysis, and the synthesis of findings, are effective in capturing and understanding HRBA and gender-sensitive data³⁷.
- **Objective, impartial but also participatory, consultative and inclusive approach.** The evaluation aims at interviewing the full range of stakeholder groups to avoid biases including gender bias, distance bias (favouring the more accessible), and power bias, and the perceptions and feedback provided by the various stakeholders will be adequately reflected in the findings. The evaluation team presents and discusses their preliminary findings with the programme teams, MFA/embassy and MNRT and integrate the feedback in the final reports. The validation of findings with different groups will increase their accuracy and reliability. While not compromising the external and independent role of the evaluation team, ERET also works closely with the programmes on improving their M&E systems and follows up on adoption of ERET recommendations. This requires a participatory approach, good interpersonal communication skills of the consultants and acceptance of the team by the programme management and staff to be effective.
- **Flexibility.** The focus on constant learning and changes in the implementation of the programmes, as well as in the contextual aspects require some flexibility. Before each annual review, the topics

³⁷ In evaluating HRBA and gender issues ERET follows the MFA Evaluation Manual and the United Nations Evaluation Group (UNEG) guidance with respect to the evaluation criteria. However, we adapt the UNEG framework as further explained.

and workplan will be further defined depending on the actual requirements and conditions. The COVID-19 pandemic already required some adaptations of the first review, with remote field work instead of travelling in the field.

- **Context sensitive approach.** The evaluations are undertaken in a context-sensitive manner, taking into consideration the local cultural and socio-economic conditions. This is especially important with respect to the HRBA and gender equality aspects³⁸.
- **Theory based evaluation.** The approach is built on a structured analytical model. ERET does not only consider (and review) the logical frameworks but also analyses the Theories of Change by looking at explanatory assumptions, factors and causal relationships that underlie the conceptual framework and the actual implementation.
- **Triangulation.** A mix of methods is used that will contribute to the verification of findings from different sources. Although a detailed contribution analysis might be difficult within the scope of this assignment the assessments of the programmes' outputs and outcomes is undertaken through the verification by independent sources and field observations.
- **Taking advantage of existing data sets and M&E records.** ERET supports the programmes in designing and improving their internal M&E systems, and relevant data should be periodically available that could serve as an input to the ERET reviews. Due to the limited time the consultants can spend in the field, relevant surveys must be undertaken by the programmes with respect to measuring results. Some advice will be provided by ERET on these M&E aspects. For accountability purposes the quantitative achievements and attainment of the indicators should be provided by the programmes. ERET could validate some of these data and assess the qualitative aspects, outcomes and lessons learnt of the approaches through discussions with beneficiaries and stakeholders and field observations.

The focus of the annual reviews depends on the implementation phase of the programme to be reviewed. For the programmes that are at the early stage, the emphasis lies on the design aspects and relevance, and effectiveness and efficiency of approaches, while for programmes that are more at the later stages the analysis focuses more on the actual outcomes and sustainability. In addition, within the framework of the evaluation criteria, specific topics of attention are determined at the start of each annual review, based on the latest developments and issues that require specific attention.

Analytical framework

Consistent with the TOR, the analysis covers the OECD/DAC evaluation criteria:

- **Relevance** refers to the extent to which the objectives of the programme are consistent with the beneficiaries' needs, country priorities and Tanzania's and Finland's policies. In addition, the TOR has added the relevance of technical assistance.
- **Coherence** refers to both internal and external coherence of the different programmes, their approaches, methods, goals and implementation. Linkages with local and national stakeholders, service providers and NGOs will also be analysed. The review supports the analysis of overall coherence of MFA's sector support in Tanzania and contribute to a discussion on the future direction of the sector strategy.
- **Efficiency** describes how well the various activities have transformed the available resources into the intended results in terms of quality, quantity and timeliness. Annual reviews also help accountability function and to that extent comparison should be made against what was planned and whether the programmes have utilised funds as per approved work plans. Furthermore, the

³⁸ It should be noted that the ERET is gender balanced to enhance the process and especially includes a female Tanzanian HRBA/gender expert for this purpose.

management and administrative arrangements are analysed as well as the role of the Steering Committee and whether the committee is optimally being used for decision-making.

- **Effectiveness** comprises the analysis of whether and to what extent the programme outputs and direct effects have furthered the achievement of the programme purpose (outcome) or are expected to do so in the future. The outcome(s) should be achieved before the end of the programme. We also consider the effectiveness of the approaches in this analysis especially in the first years of implementation.
- **Impact** focuses on the extent to which the programme has succeeded in contributing to its wider, overall objective, i.e. impact for its final beneficiaries, including human rights and gender equality, reduction of inequalities and promotion of climate resilience and low emission development³⁹. The review of impact covers intended and unintended, positive and negative impacts. As the impact can only be assessed at the later stages of programme implementation (or even after they have finished) and would ideally require an in-depth survey, for the 2022 review it was proposed to skip the impact assessment and focus mainly on the achievement of outcomes (effectiveness).
- **Sustainability** refers to the likely continuation of the programme achievements. The sustainability of programme interventions in terms of their effect on environment are also assessed. Other important aspects are ownership/commitment, institutional, socio-economic and technical aspects, financial considerations, and governance/enabling environment.

The assessment of most criteria integrates aspects of HRBA and CCOs including gender equality, climate resilience and low emission development. In evaluating HRBA and gender equality ERET builds on the MFA Evaluation Manual and the United Nations Evaluation Group (UNEG) guidance.

Table 19 summarises the key questions that guide the evaluation.

Table 19 Key questions of the evaluation

| Evaluation criteria | Topics | Main questions |
|---------------------|--|---|
| Relevance | Alignment- and responsiveness to development objectives/priorities of the Government of Tanzania (GoT) | To what extent does the programme fit with the GoT's priorities, policies and institutions? To what extent are the strategies aligned with - or conflicting with other initiatives in the sector and what are the implications for the development of the forestry sector? What is the added value of the programme in the Tanzanian context? |
| | Alignment- and responsiveness to development policies of MFA Finland (including HRBA and CCOs). | Is the programme consistent with MFA's policies? What is the added value of the programme for MFA sector support in Tanzania (Country Programme)? Has the programme adequately integrated HRBA, gender equality and CCOs (climate change mitigation and resilience) aspects in line with MFA policies? |
| | Responsiveness to conditions and needs of the beneficiaries. | To what extent are the objectives and design of the intervention responding to the beneficiaries' needs, and will continue to do so if circumstances change? <i>Sub-questions (but also covered by EQ6):</i> |

³⁹ This includes the conservation and enhancement of sinks and reservoirs of greenhouse gases.

| Evaluation criteria | Topics | Main questions |
|---------------------|--|--|
| | | <p><i>Have the needs of women, youth and PIVPs been adequately assessed and integrated in the programme's design and implementation strategies?</i></p> <p><i>Does the PD include a good analysis of the HRBA, gender equality and CCOs including information on the underlying causes of inequality and discrimination and clear strategies to inform the intervention?</i></p> |
| | Adequacy of design, strategizing the objectives and issues logically in the intervention approach. | <p>What is the quality and coherence of the ToC and results based management framework (RBMF) – is it logical, providing good guidance for planning and M&E?</p> <p>Has the programme been logically set up in terms of resources, staffing and TA to achieve the expected results (resources versus scope)?</p> |
| Coherence | Coherence with country programme | What are the interlinkages and complementary functions with other supported programmes? |
| | Coherence with other initiatives/ policies | How coherent is the programme with other supported initiatives in the sector? |
| Efficiency | Progress against work plan target and time schedule. | <p>Is the implementation on target? Are the activities and outputs implemented according to plan?</p> <p>(the original methodology included a question on quality of inputs and how this affected the outputs but this was moved to the effectiveness section).</p> <p>What were the main changes, issues, and processes that have influenced implementation arrangements and timeliness?</p> |
| | Cost-effectiveness | <p>Is there underspending or overspending in some areas – what are the implications for the remaining programme period?</p> <p>How efficiently has the programme used the available resources and organized the work?</p> |
| | Management, including M&E | <p>How functional is programme management in handling challenges?</p> <p>How adequate are the decision-making structures and processes (i.e. Steering Committees, Supervisory Boards)?</p> <p>How is the performance, cooperation and coordination of TA support and staff? What is the added value of TA?</p> <p>Are adequate M&E systems put in place and used?</p> |
| Effectiveness | Achievement of intermediate outcomes and adoption of good practices | <p>What is the quality of inputs and technical support provided and how has this influenced the project outputs?</p> <p>To what extent have good practices been adopted at community level and have the outputs contributed to achieving key results and intermediate outcomes?</p> <p><i>Are the VLUPs and FMPs being implemented as expected, guiding land use and safeguarding environmental/ biodiversity conservation and rights of vulnerable persons and women?</i></p> |

| Evaluation criteria | Topics | Main questions |
|---------------------|---|--|
| | | <p><i>What is the level of adoption of improved silvicultural practices and sustainable forest management, and value chain/business development services? What is the quality?</i></p> <p><i>How effective are the community based structures performing? What is their capacity?</i></p> <p>To what extent have good practices been adopted at district and regional level and have the outputs on strengthening the enabling environment contributed to achieving key results and intermediate outcomes?</p> |
| | Contribution to achievement of outcomes | <p>To what extent have the programme interventions contributed to the achievement of the programme outcome?</p> <p>To what extent can changes be observed in the different outcome areas, especially related to the programmes' target groups? What are the effects of the programmes on women, youth and persons in vulnerable situations?</p> |
| Sustainability | Sustainability of results and approach | How sustainable are the outputs? To what extent are beneficiaries able to continue and further invest in improved tree-growing/plantation practices and/or CBFM? |
| Impact | Impact (preliminary analysis) | <i>Is the project likely to contribute to the overall objective, and achievement of the indicator targets based on the current information? (for the 2022 review and MTE this was not included)</i> |

Methodology

Data sources and data collection methods

An appropriate mix of qualitative and quantitative methods and tools is used to gather and analyse primary and secondary data. Most quantitative data derives from the programme records and M&E systems. ERET is not in the position to carry out detailed surveys but verifies and triangulates findings through field visits and interviews. The review/evaluation approach adopts appropriate measures to ensure an ethical conduct of the studies, with particular attention given to coverage of sensitive subject matter, and the anonymisation of respondents. The following data collection methods/tools are used for the different reviews:

- *Documentary review.* A desk study of main documents and other materials is undertaken before the start of each annual review and MTE, but also during the actual field work in Tanzania as the team comes across new relevant documents and records. The documents comprise policy documents (GoF, and GoT), reports of each programme, including the PDs and agreements, Results frameworks, baseline reports, Annual Work Plans and Budgets, progress reports, M&E data, technical reports, supported tools such as VLUPs and FMPs, minutes of meetings, accounts reports, Service Provider contracts and reports, minutes of the Steering Committees and Supervisory Boards, and other relevant sector information, including reports from other key stakeholders.
- *Key Informant Interviews (KII).* Semi-structured interviews are conducted with key respondents, including District government officers, extension staff, service providers, and representatives from relevant institutions, amongst others. KIIs examine the effects of the programme on beneficiaries and partners and get the perception of key respondents on the relevance, effectiveness, efficiency and sustainability of the project approach and implementation arrangements. Although guided by

the question guides, the interviewers use probing question techniques to obtain all the relevant information they can get and increase their understanding.

- *Consultations and meetings with key stakeholders.* These include consultations/meetings with MFA, Embassy of Finland in Tanzania, Tanzanian authorities, the programme teams and other relevant stakeholders
- *Focus Group Discussions (FGD)* are conducted at beneficiary level and form an important part of the methodology, providing key information on the beneficiaries' perceptions on the programme, their capacity and level of adoption/institutionalisation of introduced mechanisms and procedures. They also provide a good opportunity to assess HRBA and gender equality related aspects. FGDs are conducted with specifically targeted sub-groups for that purpose. FGDs require good facilitating and interview skills of the evaluation team. A review of the VLUP is also important to understand the level of ownership and actual implementation and enforcement.
- *Direct interviews with beneficiaries through phone calls.* In addition to FGDs, especially during field visits discussions with individual beneficiaries are conducted to obtain further information or clarifications on the implementation process and outputs.
- *Observations.* Field observations are crucial for understanding the level and quality of implementation of silvicultural practices, the status of nurseries, plantations and community forests and also on value addition exercises, and business and organisational aspects/skills. Through observations beneficiaries' interactions and group dynamics can be checked. With regards to training institutes, observations were made on the conditions of the equipment and infrastructure.

Sampling

Before the start of the first review, the team has elaborated a sampling strategy that should apply for the different reviews. Considering the data collection methods described above, sampling would only apply to the selection of beneficiary groups and key respondents for KII. Within the timeframe for doing the reviews/evaluations, and especially the travel requirements, only a limited number of beneficiary groups could be interviewed during the second review.

As much as possible the principle of data saturation was applied by which sample size is determined by a level whereby it can be reasonably assured that further data collection would yield similar results. The sample was not entirely randomly selected but based on a number of criteria, to ensure that the variety of groups and conditions for each programme are covered, and the team got a representative view of the programme beneficiaries. Criteria for purposive sampling were developed, including the following:

- Geographic coverage to ensure that the main agro-ecological zones, socio-economic conditions and clusters are covered.
- Conditions – accessibility to markets/forest industries, other.
- Levels of performance – to cover the range of beneficiary groups in terms of skills and attitude.
- Size of VLFRs.
- Focus areas/value chains.
- Newer and older groups.
- Villages with new VLUPs and without (or FORVAC new and expired FMPs).
- Areas to be included because of specific interest.

The selection of villages was decided in consultation with the PMTs of the different programmes. Within those villages a wide range of beneficiaries were consulted and the programme facilitators and

village/beneficiary group representatives were requested to ensure a fair gender balance and representative sample of the beneficiary groups to participate in the reviews.

Data recording and analysis

The information provided through the consultations were recorded by the team members. Key questions/topics were prepared and a summary of the answers recorded while in the field. Field notes were prepared and put on a Google Drive that could be accessed by all team members.

For efficiency purposes, the team split up for some of the field visits and worked in pairs of two experts (one Tanzanian and the other international).

Based on M&E data provided by the programmes and the field observations further analysis was done to validate the reported achievements.

Limitations

Although the evaluation team was able to travel in Tanzania and visit beneficiary groups in their villages, the following limitations are likely to have affected the quality of the evaluation:

- Limited available time for conducting the reviews of the three programmes, covering four ‘projects’:
 - The time for preparation and review of documents prior to the field visits was very short. In addition, some documents were provided very late, even when the team was already involved in the implementation of field visits.
 - The major challenge has been limited time for conducting the field work, covering a large geographic area of the three programmes that required substantial travel. Although the team split up whenever possible to cover more ground, there were still challenges in preparing field notes and findings due to long days in the field and time needed for travel.
- The implementation of the field work coincided with the start of the rainy season and some areas were not accessible due to heavy rains⁴⁰. Apart from the difficulties encountered during travelling, it also resulted in a bias in the selected villages as some initially sampled places in more remote or inaccessible areas could not be reached. In addition, the team could not visit forest areas (VLFs, TGA fields) in some villages.
- The data collection process of the SEA of FORVAC had just finished when the ERET reviews started, and the preparation of the SEA report coincided with the ERET field work. As the ERET team leader was also responsible for the delivery of the SEA report, the start of the ERET report preparation was delayed.

Table 20 summarises some assumption and risks that might affect the evaluations and the mitigating measures that could be undertaken to overcome them.

⁴⁰ Although it is understood that the timing of the ERET exercise is determined by the need to inform the annual plans of the various programmes, possibly alternatives could be looked at for next year’s review to avoid a too intensive exercise covering all programmes at once during a short period that is not conducive for travelling.

Table 20 Assumptions, risks and mitigating measures

| Assumption (A) / Risk (R) | 2022 Mitigating actions taken (M) and effects (E) |
|---|--|
| <p>A1: The timeframe and resources for conducting the annual reviews and MTE of the three programmes are adequate.</p> <p>R1: Considering the huge geographic area and diversity of beneficiaries and stakeholders, the available time and resources might be insufficient to get a good understanding of all aspects of the three programmes. This might affect the quality of the report, which will be a main source for MFA to take important decisions on regarding the future support to forestry programmes in Tanzania.</p> | <p>M1: The ERET team whenever possible split up to cover more ground and consult more beneficiary groups and stakeholders.</p> <p>E1: Considering the high quality and experience of consultants the risk of invalid conclusions is minimised, but the team and especially TL had to do substantial additional analysis after the field work was finished and spend considerable more time on report writing than planned. The ERET team finds that without additional voluntary inputs the exercise would not have been possible.</p> |
| <p>A2: Access to all relevant documentation and data is achieved in timely fashion, in line with evaluation schedule. Access to up-to-date monitoring data is critical.</p> <p>R2: Delays can be encountered in the receipt of data, and access to respondents, thereby negatively affecting the evaluation’s progress</p> | <p>M2: The timeframe allowed for some leeway in receipt of data. Preparations for 2022 mission started early 2022.</p> <p>E2: Some key information, such as semi-annual reports were received very late and some reports were only obtained during the field mission. This affected the preparation of the field work and also the verification of results. It also meant that some data could only be reviewed after the field work was finalised.</p> |
| <p>A3: ERET will be able to select a representative sample of communities to conduct site visits regarding FORVAC, PFP2 and TOSP.</p> <p>R3: Weather conditions (e.g. onset of rainy season) and other logistics reasons may render some pre-selected communities inaccessible.</p> | <p>M3: Weather and other logistics reasons (e.g. all weather road access, availability of flights) will be factored in the design of itineraries of ERET missions. Some flexibility was built in the field work plan to allow for unforeseen changes.</p> <p>E3: Due to heavy rains and flooding, some pre-selected communities especially in more remote areas could not be visited and had to be replaced with villages closer to the main roads, which might have caused some bias in the consulted beneficiary groups.</p> |

Source: ERET

Organization of the Evaluation and Workplan

Organization of the evaluation services (2021-23)

Overall Plan and Tentative Schedule

The review and evaluation services will be carried out in the period 2021 – 2023. They will include the following:

1. Annual reviews of the three programmes.
2. ‘Strategic evaluations at mid-term’.
3. Final synthesis report (2023).

The first review scheduled for March 2021 comprised a mid-term evaluation (MTE) of FORVAC and annual reviews of PFP2 and TOSP (which could be also considered a mid-term review but with less emphasis as the MTE for FORVAC).

The second review tentatively planned for February 2022 will include a MTE of PFP2 and annual reviews of FORVAC and TOSP. As both FORVAC and TOSP (NFC, TTGAU components) will finish in 2022, the annual reviews could also be considered final reviews (unless the programmes are extended).

The third review scheduled for 2023 will comprise the last annual review of PFP2. In case FORVAC and some TOSP components are extended (additional funding or at no cost) the reviews will also include these programmes. If the programmes are not extended ERET can still do an 'ex-post' evaluation of FORVAC and TOSP and especially analyse aspects of sustainability (and 'impact' on beneficiaries) of the programmes' interventions.

In addition, in 2023 the synthesis report will be prepared, which will summarize the analysis, recommendations and lessons learned throughout the ERET consultancy. Lessons learned will provide final information for the planning of possible next phases. The analysis will be based on the evaluation criteria described in the methodology but also include Aid effectiveness (effectiveness of aid management and delivery) which refers to how the programme has implemented the commitments to promote ownership, alignment, harmonization, management for development results and mutual accountability.

As mentioned in the TOR, the overall plan is subject to change depending on the implementation of the programmes and emergent issues to be followed up.

Apart from the annual reviews and MTEs, ERET will also provide some technical advice on internal M&E systems, review reports and data and consult programme management and key stakeholders on emerging issues and developments.

Organisation and management

The Department of the Africa and Middle East/Unit for the Horn of Africa and Eastern Africa is responsible for the overall management of the service delivery process from the MFA's side.

A Management Team, consisting of the Evaluation Manager/Unit for the Horn of Africa and Eastern Africa, ERET Team Leader and the Evaluation Management Services Coordinator (EMSC), is responsible for the overall coordination. A reference group has been established and chaired by the responsible Unit to provide quality assurance, advisory support and inputs to the evaluation.

ERET is managed by the Team Leader, Mr. Henk Remme, who is responsible for organizing and coordinating the reviews, supervising the team, and preparing the reports.

A three-layer system of quality assurance (QA) has been put in place for all products/reports: at the level of the Team Leader, through the EMSC and through the consortium's in-house senior QA advisors.

An overall budget has been prepared for the entire services, which is broken down for the three years and included in a Cost-calculator. The annual allocations are based on the estimated work that will be required for undertaking the assignment. However, within the overall budget there is some flexibility, as the specific allocations depend on the actual needs and methodology that will be identified at the start of each annual review/MTE.

Considering the fact that ERET will review three programmes, covering a huge geographic area and many beneficiary groups that are quite dispersed, an average of 21 days are allocated to each consultant annually for doing field work in Tanzania. Although the team could split up at some point to cover more areas and increase the number of respondents and interviewed beneficiaries, initially ERET will travel together as one group. Considering the different areas of expertise of the members, and also to ensure consistency of the approach and methodology, this is considered the best approach. However, while visiting the same community individual team members will also have their specific tasks or focus based on their expertise, for

example the HRBA/gender specialist focusing on the socio-economic aspects, functioning of local institutions, involvement, capacity and benefits of various types of beneficiaries especially women and vulnerable people, etc. and other ERET members focusing more on the land use planning, forestry, ecological and value chain aspects. The experience of ERET1 doing field visits jointly as a team but also sometimes splitting up to conduct interviews with different stakeholders separately was very positive and could be adopted.

Work programme of the second review 2022

Table 21 provides an overview of the activities undertaken in Tanzania in the period 28 February till 24 March. Although the original workplan was reasonably maintained, some modifications were made during the field implementation due to inaccessibility of some areas and also changes in the FORVAC plans for PSC meeting and results workshop.

Table 21 Programme undertaken in Tanzania

| Monday | Tuesday | Wednesday | Thursday | Friday | Saturday | Sunday |
|---|--|--|---|--|---|---|
| 28. Debriefing embassy and MNRT (Bwoyo) on SEA findings and briefing ERET. ERET team meeting, planning. | 1 Team split up: T1 (HR&KL) travel to Dodoma and meet MNRT officers and FORVAC PMT. T2 (IM&MM) travels to Arusha and visits FTI | 2. T1: Meeting MNRT (Bwoyo). Travel to Iringa. T2: Moshi, meeting FITI; return to Dar. | 3. T2: fly to Iringa (early morning). T1 meet RAS. T1&T2 travel to Mafinga. PFP2 briefing. Visit FWITC. | 4. T1 review TOSP NFC: meeting NFC PMT; field visits Kilolo: Barabara 2, Makungu (KL), Ukwega (HR) villages T2 Meeting Mufindi District, field visits Ludilo and Vikula villages TGAs and SMEs | 5. Meeting Director FDT; field visits Kilolo District PFP2: demoplot, SME group Bomalang'ombe, Wangama TGA, | 6. Meetings PFP2 Land Use Planning and M&E experts; Prepare notes |
| 7. Discussion FWITC Manager, field visits seed orchards+TGAs Mufindi district: Idete/Holo, meeting RAS (FO) | 8. T1 (HR&KL) review TTGAU: meeting PMT. Courtesy call Njombe TC. Field visits: Iboya TGA, TGA plot, wattle demo plot and nursery; Ninga T2 field visits PFP2: Kidegyembi TGA, Wanginye village Umamiwa TGA, Havanga TGA | 9 Travel to Makete. Courtesy call Makete DC. Meeting Makete Cluster team. T1 (KL&MM) visits Makete DC plantation. Bulongwa and Mwakauta villages; T2 (HR&IM) visits Isapulano and Luvurunge villages | 10. T1 (MM&KL): field visits Ihela, Masiwe, Mang'oto villages. T2 (IM&HR): Meeting UTIIB sawmill group; Usagatikwa (TGA plot, nursery, seed orchard), Mafinga village (Tulipamwinga TGA). Travel to Njombe. | 11. Madaba District: field visit Maweso village (example of poorly managed plot, TGA plot, seed orchard). Mkongotema village. Travel to Mbinga. | 12. Meet FORVAC CC. Prepare notes. | 13. Prepare notes. |
| 14. Meeting Mbinga District; field visits Nyasa district Liuli village Mbinga: Kindimba Chini | 15. Field visits Songea Rural. Ndongosi and Liweta villages. Meeting RFO | 16. Travel to Ruangwa | 17. Meet DC and DED and Field visits Ruangwa. Mchichilli and Nahanga villages | 18. Meeting MCDI; prepare findings | 19. Travel to Dar | 20. Prepare notes and debriefings |
| 21. Debriefing PFP2 at embassy | 22. Travel to Mtwara. Prepare for FORVAC debriefing. KII Chief Executive Officer, Tanzania Land Tenure Assistance (TLTA) | 23. Meetings FORVAC PSC members; meeting Director Rlabs. Prepare FORVAC debriefing. KII Director Leapfrog (by telephone) | 24. Debriefing FORVAC PSC meeting. TL return to Holland. | | | |

In addition, the following consultations were held and debriefings conducted through virtual means:

- 12/04/2022 KII Director of Tree Seed Directorate under the Tanzania Forest Service
- 12/04/2022 KII Director of Swahili Honey
- 12/04/2022 KII Head of section, forestry and beekeeping planning monitoring and evaluation – Forestry and Beekeeping Division
- 22/04/2022 KII Assistant Director National Land Use Planning Commission (NLUPC)
- 04/05/2022 Debriefing MFA on TOSP
- 11/05/2022 Debriefing with NFC
- 13/05/2022 Debriefing with TTGAU

Annex 3: The Evaluation Team

Core team members

Henk Remme is the Team Leader of this assignment. He is an M&E specialist and trained Rural Sociologist having over 34 years of experience in rural development, mostly related to natural resources management. He has worked extensively in forestry, including in the South-East African region. During his career, he has gained extensive experience in participatory/community-based forest management, including agroforestry and NTFP.

Kahana Lukumbuzya is part of the core team. Mr. Lukumbuzya has more than twenty five years of experience in Tanzania's forestry sector. During the period 1996 – 2000, he worked for the Forest Research Institute (TAFORI). He went on to work for the Danish Embassy as programme officer where he supported a large bilateral programme working on environment and natural resource management. In 2007, he began working as director of a consultancy company, undertaking assignments for a range of clients. Since 2010, Kahana has participated in several assignments, assessing different aspects of Community Based Natural Resources Management (CBNRM); Forest Law Enforcement, Governance and Trade (FLEGT); Independent Forest Monitoring (IFM); and Adaptation and Mitigation of Climate Change Impacts.

Additionally, the team was supported by:

Isaac Malugu supported the team during the data collection process. He is a senior expert in natural resource management, has got twenty-five years of forestry and wildlife management experience. He has in-depth knowledge in strategic project and program planning, implementation, and monitoring, and evaluations. He is knowledgeable on global policies and certification standards, based on the FSC system that promotes sustainable forest management. He has extensive knowledge of linking social development with conservation, as well as gender and indigenous people's aspects. Isaac has worked extensively in Tanzania, in the East Africa region as well as in Europe.

Merja Mäkelä supported the team during the data collection process through her methodological and thematic expertise. She is a senior expert with more than thirty years of experience in a variety of different fields such as forest policy, natural resources management and biodiversity, and climate change mitigation and adaptation.

Evaluation Management Services (EMS). Beyond the core team, the EMS Coordinator Sari Laaksonen supports evaluation quality and liaises between the team, the EMS consortium, and the MFA.

All contracts arrangements for the evaluation team are managed by the EMS consortium company **Particip GmbH** which also provide additional quality assurance.