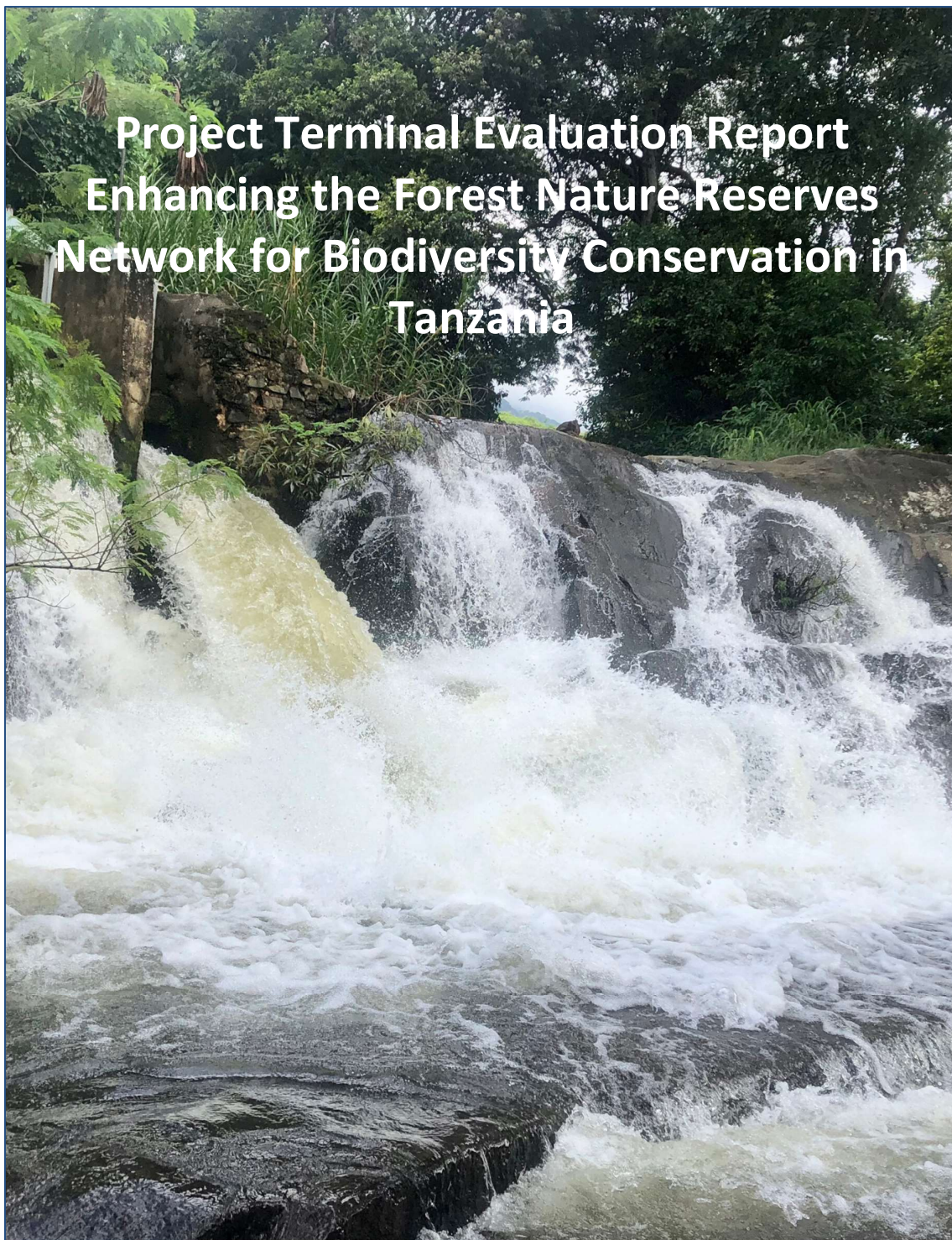# Project Terminal Evaluation Report
Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania

Mkingu Nature Forest Reserve, Mvomero District – Morogoro Region
(Photo credit - UNDP/Sawiche Wamunza)

Project Summary

Project Title:	Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania
UNDP PIMS# and GEF project ID#s	UNDP GEF PIMS 5106 / GEF ID 5034; Atlas Award 00083123/ Atlas Project ID 00091754
TE time frame **TE report**	Evaluation timeframe – March to June 2020 Date of evaluation Report – June 2020
Region and Country	Africa, Tanzania
GEF Focal Areas	GEF Operational Focal Area/Strategic Program, Biodiversity Focal Area Strategy, Objective 1:. '*Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services*'/ *Biodiversity conserved and habitat maintained in national protected area systems*[1]
Executing Agency/ Implementing Partner	Tanzania Forest Services Agency (TFS) Ministry of Natural Resources and Tourism (MNRT)
Terminal Evaluation Team Members	Brent Tegler (btegler@nsenvironmental.com) John Kessy (jfkessy2012@gmail.com)
UNDAP Outcomes and outputs:	Cluster 1: Growth for reduction of income poverty Component 2: *Environment and Climate Change* Outcome 2: Relevant MDAs, LGAs and Non-State Actors improve enforcement of environment laws and regulations for the protection of ecosystems, biodiversity and the sustainable management of natural resources Output 2.3: *Improved capacity for sustainable management of protected areas, coastal forest, and marine ecosystems including policy and regulatory frameworks*
Project Period	5 years: start date 2015: End Date - 2020
Project Cost	US$23,700,000: GEF – US$ 4,100,000; Co-finance US$19,600,000

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[1] This project is from GEF 5 where the concept of programmes is absent. It was under objective 1: Improved sustainability of protected areas

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Executive Summary

Project Summary Table

Project Title:	**Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania**
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TE time frame	Evaluation timeframe – March to May 2020
Region and country	Africa, Tanzania
GEF Focal Areas	GEF Operational Focal Area/Strategic Program: Biodiversity Focal Area Strategy, Objective 1. '*Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services'/ Biodiversity conserved and habitat maintained in national protected area systems*. (Note This project is from GEF 5 where the concept of programmes is absent. It is under objective 1: Improved sustainability of protected areas)
Executing Agency/ Implementing Partner	Tanzania Forest Services (TFS) Ministry of Natural Resources and Tourism (MNRT)
TE team members	International Consultant: Brent Tegler National Consultant: John Kessy
UNDAP Outcomes and Outputs:	Cluster 1: Growth for reduction of income poverty Component 2: *Environment and Climate Change* Outcome 2: Relevant MDAs, LGAs and Non-State Actors improve enforcement of environment laws and regulations for the protection of ecosystems, biodiversity and the sustainable management of natural resources Output 2.3: *Improved capacity for sustainable management of protected areas, coastal forest, and marine ecosystems including policy and regulatory frameworks*
Project Period	5 years: start date 2015: End Date – 2020
Project Cost	US$23,700,000: GEF – US$ 4,100,000; UNDP US$ 1,000,000; Co-finance US$18,600,000

Project Description

1. UNDP-supported, GEF-financed project "Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania" (2016-2020) worked with government and stakeholder communities to enhance the management and financial security (sustainability) of the Tanzania Forest Services Agency (TFS) as the organization responsible for implementation of supporting protection mechanisms of the network of Nature Forest Reserves (NFR) in Tanzania. The project was built on existing forest-protection work in the Eastern Arc Mountains and Coastal Forests (EAMCF), and it expanded the NFR network to include representation of the different types of forest in the country. The project was intended to support the establishment of five new NFRs (Chome, Magamba, Mkingu, Minziro and Uzungwa Scarp). It was also to focus on improved planning, operations and governance of all FNRs and to proactively and more effectively respond to threats to, and pressures on, biodiversity by working with communities living adjacent to NFRs in alternative income generating activities and through development of Joint Forest Management (JFM) Memorandum of Understanding (MOU) that would provide benefit sharing mechanisms.

2. The **goal** articulated for the FNR project is aligned with GEF's Biodiversity Focal Area Strategy, which is:

   Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services.

3. The **_primary objective_** of the FNR project is to:

   Expand, financially secure and strengthen the management effectiveness of Tanzania's Nature Forest Reserves network in response to the threats to their biodiversity.

4. The **_outcomes_** of the FNR project are:

   Outcome 1: _Consolidating and improving the management of the NFR network_
   Outcome 2: _Strengthening the financial sustainability of the NFR network_

Summary of the project progress

5. The FNR project has solidified an important paradigm shift in attitudes within TFS, as staff and the organization now recognize the forests under their jurisdiction have significant local, national and international values for biodiversity conservation, the provision of ecosystem services and potential revenue generation through sustainable eco-tourism development

6. TFS's recognition of the value of forest reserves is leading to legislative protection of large areas of natural habitat in NFRs making an important contribution to the conservation of native biodiversity.

7. The initiative of TFS to market NFR for their eco-tourism values, advocates locally, nationally and internationally for the protection of NFR, with the potential to attract revenue from other donors and from tourism as it develops.

8. The FNR project lacked a deep understanding of tourism development and could have benefited from working with an experienced tourism consultant to develop of a business plan for NFR tourism that comprehensively assessed the potential and identified a process, with timelines, to effectively develop ecotourism opportunities.

9. The FNR project has identified the need to reduce threats to biodiversity, with specific threats arising from communities living adjacent to forest reserves identified in the ProDoc, but the project appears not to have identified this as key issue to be addressed through specific outcomes or outputs. The FNR project approach to address the threats that arise from local communities is embedded as alternative income generating activities and JFM MOU, without specifically linking and measuring results in the context of threat reduction.

Main achievements

10. The FNR project reported many achievements based on indicators established to measure successful achievment of the project objective and two project outcomes identified above. Eleven indicators exceeded and five target met their intended targets (see lists of indicators below). These outputs reflect achievement of an expanded NFR network and strengthened management of the NFR network articulated in the project objective and project outcome 1.

11. There are also seven indicators that did not meet their intended targets (see list below). These indicators reflect the inability of the FNR project to achieve the financial security and sustainability of TFS articulated in the project objective and project outcome 2.

12. While the achievement of an expanded and better managed NFR network is important, the inability to achieve financial sustainability of TFS has the potential to undermine this success. Recommendations are provided below to address post-project sustainability.

13. Project Indicators that exceeded project targets:

    - Number and extent (ha) of formally gazetted NFRs
    - Management Effectiveness Tracking Tool (METT) scorecard results
    - Number of endemic and threatened species effectively conserved in formally gazetted NFRs
    - Number of active Reserve Management Plans in the six targeted NFRs
    - Extent (km) of boundaries adequately demarcated and routinely maintained in the six targeted NFRs
    - Number of the targeted NFRs with all entry points adequately signposted and secured
    - Number of ranger staff in the six targeted NFRs who are adequately equipped

- Number of the targeted NFRs with functional basic transport and infrastructure
- Number of NFR and TFS-support staff completing technical, conservation, enforcement, communications and tourism skills development courses and training programmes
- Number of FNR project working forum meetings/annum
- Number of subsidiary NFR Tourism Development Plans

14. Project Indicators that met project targets;

- Financial sustainability scorecard for NFR network
- Extent (km) of footpaths and roads in the six targeted NFRs under routine maintenance
- Number of targeted NFRs with signed MOUs with all affected villages, and an operating joint co-management structure.
- Value (US$) of funding raised in support of the development and implementation of community-based livelihood opportunities for villages with signed MOUs with the six targeted NFRs
- Number of nature-based tourism and/or recreational concessions/ leases awarded and under development in NFRs

15. Project Indicators that did not meet project targets:

- Income/annum (US$), by source, including TFS budget, donor income and TFS NFR income
- Income/annum (US$) to NFRs from nature-based tourism concessions/ leases
- Number of individuals from NFR-adjacent villages benefiting directly from tourism concessions/ leases
- Number of visitors/annum to NFRs
- Number of, and income (US$/annum) from joint venture bee and butterfly farms in NFRs
- Financial plan for NFR network
- Additional ring-fenced income (US$/annum) raised from new/ additional donor sources for NFR development and management

Overall Results of Terminal Evaluation Findings

Monitoring and Evaluation	rating[+]	Implementing Agency (IA) & Executing Agency (EA) Execution	rating[+]
M&E design at entry	HS	Quality of UNDP Implementation – Implementing Agency	HS
M&E plan Implementation	HS	Quality of Execution - Executing Agency	HS
Overall quality of M&E	HS	Overall quality of Implementation / Execution	HS
Assessment of Outcomes	**rating[+]**	**Sustainability**	**rating[+]**
Relevance	R	Financial resources	ML
Effectiveness	MS	Socio-political	L
Efficiency	S	Institutional framework and governance	ML
Overall Project Outcome Rating	S	Environmental	ML
		Overall likelihood of sustainability	ML

[+] HS highly satisfactory; S satisfactory; MS moderately satisfactory; U unsatisfactory HU highly unsatisfactory;

[+] R relevant; NR not relevant;

[+] L likely; ML moderately likely; MU moderately unlikely; U unlikely.

Summary of Conclusions, Recommendations and Lessons Learned

Conclusions

16. The FNR project has been successfully implemented by TFS with timely and efficient completion of project tasks to achieve, and in many cases exceed, project targets. set for the Project Objective as shown in Table 14.

Table 14. End of Project Achievement of Project Objective Targets

Project Objective Indicator/Measure		Target	End of Project
• Number and extent (ha) of formally gazetted NFRs	Number of NFR:	11	17
	Hectares of NFR:	305,600	901,083 ha
• Financial sustainability scorecard for NFR network	Scorecard:	35%	51%
• Capacity development indicator score for TFS	Systemic:	62%	?
	Institutional:	58%	?
	Individual:	62%	?
• Management Effectiveness Tracking Tool (METT) scorecard (Note – two additional FNR and three proposed FNR were added following completion of the METT score card)	ProDoc All NFR (11):	>51%	75%
	Actual All NFR (17):	n/a	71%
	Existing NFR (5):		74%
	Proposed NFR (6):	>48%	76%
	New NFR (6):	n/a	64%
• Income/annum (US$) by source	TFS budget:	>2,500,000	482,358
	Donor income:	>300,000	200,000
	TFS NFR Income:	>100,000	77,824
• Number of endemic and threatened species effectively conserved in formally gazetted NFRs	Site level endemics:	>195	266
	Threatened animals:	>34	93
	Threatened plants:	?	108

17. Table 14 highlights the highly succcessful completion of Outcome 1 *Consolidating and improving the management of the NFR network* and the challenges the project faced in achieving Outcome 2 *Strengthening the financial sustainability of the NFR network*. Achievement of sustainable financial revenue streams from ecotourism development in NFR has not yet been realized as can be seen in Table 14 Indicator 5 . Stakeholders indicate there is good tourism development potential, but there is a need for additional tourism development infrastructure, greater private sector interest and investment and increased marketing of ecotourism opportunities . The latter tasks will require a sustained commitment from TFS to develop the scale of tourism in NFRs required to achieve financial sustainability.

18. Considering tourism development in the context of the COVID-19 pandemic, a United Nations World Tourism Organization (UNWTO) impact assessment stated in May 2020 that "Considerable challenges remain ahead, starting with the unknown duration of the pandemic and travel restrictions, in a context of global economic recession." If travel restrictions remain in effect until the end of the year, globally, international tourist arrivals may down by 78% (UNWTO). Because NFR tourism development is still in its early stages and TFS budgets are not yet supported by, or dependent on, large tourism revenues, the significance of negative impacts associated with the COVID-19 pandemic should be less.

19. During project implementation, support to alternative income generating initiatives lacked the ongoing technical support needed to ensure sustainable establishment of alternative income generating activities. For example, beekeeping and fish farming groups did not receive adequate technical support after initial establishment. In some cases beekeeping officers were entirely absent and fish farming was over-dependent on purchased feeds as opposed to using locally available materials. This threatens the sustainability of alternative generating activities at the community level.

20. The NFR project has considered gender by involving both men and women, boys and girls in project implementation activities at the community level, however, no gender analysis was carried out by the project. This would have been useful particulary given the fact that forestry in Tanzania, especially at the higher levels, is very much dominated by men. As such, there is a need to work towards a better

understanding and appreciation of the importance of gender issues. There is also a need to improve the participation of women in natural resource governance and decision making.

Recommendations for FNR project sustainability

21. There is a need to ensure TFS has the staff and budget to continue the tourism development required to develop a sustainable financial revenue stream to support long-term protection and management of NFR and the benefit sharing to local communities that provide incentives to reduce existing threats to NFR. There is a need for TFS to develop a resilient tourism development strategy that is diverse, including domestic, regional and global tourist markets and a wide variety of activities for all ages, interests and income levels

22. The excellent financial management capabilities of TFS and the opportunities for investment and revenue generation from NFRs suggest there is a strong foundation for financial sustainability. What would be useful to provide assurance of financial sustainability is a predicitve financial analysis of potential revenue generation by NFRs and the financial cost of managing NFRs.

23. Tourism is a new activity for TFS and while some capacity development has taken place as part of the FNR project, TFS still has much work to do to develop a full complement of staff with the skills needed to support tourism development. TFS should undertake a capacity development needs assessment for NFR tourism and act on the needs identified in the assessment.

24. Networking and collaboration is an important building block of the foundation for tourism development. TFS should prioritize work that continues to explore and build partnerships with TANAPA, TTB, and the private sector on mutually benefical tourism marketing and development strategies.

25. Collaboration between TFS, Local Government Authorities (LGA) and local communities should be recognized as a priority by TFS post-project to ensure activities directed at reducing threats to NFRs are actually implemented and communities are receiving benefits. TFS should foucs on creating resilient benefit-sharing opportunities for communities that reduce pressures on NFR, by developing of a wide range of self-managed, sustainable alternative income generating activities for communities that support local and regional community needs and the needs of an expanding tourism market.

26. It is recommended TFS document the success of ongoing support to communities including finanical, social and ecological benefits with particular emphasis on the inclusion of women, youth and less advantaged persons in equitable benefit sharing. Tracking succes should include:

    (i)   support for alternative income generating activities, including capacity building, types of activities and the socio-economic and ecological benefits derived.

    (ii) access to Non-Timber Forest Products (NTFP) and timber products in NFRs as defined under the JFM MOU;

    (iii) direct and indirect employment opportunities realized by communities in association with NFR management and tourism development;

    (iv) level of economic benefits to villages through revenue generated from the sale of illegally collected and confiscated forest products from the NFR and and revenue gnerated from tourism, research permits, camping facilities, etc. in the NFR and revenue generated from carbon trade as defined under the JFM MOU.

Lessons Learned – What did not work well and what can be done for improvement in future?

27. If a project has the intention to generate sustainable income from tourism development within Protected Areas (PA) there is a need to consider the substantial challenges which may need to be overcome to achieve this. This should begin with engagement of an experienced toursim consultant to undertake a comprehensive assessment of the local and regional tourism opportunities, constraints and needs and to develop a viable tourism business model. Substantial investment from multiple sources will be required with funds provided by locally and externally funded projects, government budgets and private sector investment. Succesful tourism development must be recognized as a sequential process which can take many years to fully mature, but once established can, if managed well, provide sustainable income. Steps which may need to be completed included:

(i) designation of PA, its status, boundaries, internal zoning to support tourism development and protect significant features;

(ii) establishment of legal framework, including supporting legislation, needed to permit private sector tourism development within PAs;

(iii) infrastructure development to support tourism development which may include construction of new roads to access PA, trails, lookouts, outdoor camping areas, local accommodation, concessions, office infrastructure for PA staff, etc.;

(iv) capacity development of participating government, local community and private sector staff in their respective roles of PA management and participation in tourism employment opportunities associated with ecotourism, accommodation, resturants, local craft and culutral tourism, etc.; and

(v) local, regional and international marketing to establish PA as a recognized tourism destination and to attract private sector investment, if required.

28. The FNR project ProDoc, Inception Report and MTR did not raise the issue of legislation required to support activities in Outcome 2. The development and approval of government legislation is typically a lengthy process and can be difficult to accomplish within the time constraints of a five year project. Fortunately Government Notice 85 The Forest (Eco-Tourism Facilities Concession) Regulations, 2020 was published on 7th February, 2020. This legislation will facilitate tourism development in NFR going forward. Had this legislation been in place earlier more of the targets in Outcome 2 may have been met. UNDP project design must carefully consider the need for supporting legislation for project activities. Where a UNDP project must rely on the development and approval of new legislation, careful consideration must be given to the time required and the ability of a project to implement activities dependent on approval of new legislation.

29. The key threats to NFR were identified very early in project design and are clearly articulated in the ProDoc. The project design could have made a stronger connection and placed greater emphasis on the importance of project activities intended to reduce and eliminate key threats to NFR, highlighting the importance of these activities to achieving protection of NFR and advocating for their implementation among all stakeholders. This would involve spending more time with the local communities in activities such as workshops to discuss and agree upon "threats" to NFR and agreed upon measures to reduce threats. Community engagement should involve knowledge-sharing to better understand the root causes of threats, implications of threats, and shared responsibilities and to develop locally appropriate solutions that support sustainable livelihoods for communities in ways that address threats to NFR.

30. Travel restrictions associated with the COVID-19 pandemic prevented the international TE team member from travelling to Tanzania and restricted the amount of field work and number of face-to-face meetings conducted by the national TE team member. The international TE team member, performing the roles of team leader and primary report author, was severely constrained in terms of an inability to conduct internet-based face-to-face meetings in Tanzania due to lack of internet infrastructure, and overall the international TE team member had limited contact with project stakeholders, including no contact with PSC, TFS Conservators, representatives of LGAs, EAMCEF, NGOs, private sector or representative members of communities living adjacent to NFRs. It should also be noted that Interviews conducted remotely without face-to-face communication, lack non-verbal communication, which is documented to contribute 50% or more to human communication. TE of *successful components* of the project can be documented relatively well based on project documentation. Evaluation of *less successful or challenging components* of the project depends on in-depth interactive discussions that would occur when the international and national TE team members work together in the field interviewing project stakeholders. Of particular note for the FNR project was the complete lack of communication with community members living adjacent to NFR, which is a significant omission given the links between local community poverty, threats to NFR, the need for alternative income generating acitivities, and the role of the FNR project in addressing these.

Lessons Learned – What worked well and why?

31. The FNR project provides an excellent example of the contribution of project desgin to sustainability derived from the establishment of a Project Coordination Unit (PCU) or Project Management Unit (PMU) that is fully integrated into the government agency that will take responsibility for ongoing replication

and scaling-up of post-project activities. PCU (or PMU) established in this way ensure that at project closure the capacity development of the office and staff engaged in the project will, in large measure, remain in place conserving the knowledge and experience of project staff, thereby providing the best possible chance for project sustainability.

32. The exit strategy provided a number of activities aimed at achieving sustainability of project results (i.e. replication and scaling-up to achieve the Theory of Change). While the exit strategy is robust, it would have been preferable to have it developed earlier in the project cycle. At a minimum an exit strategy should be completed and initiated one year (preferably two years) before project closure to allow sufficient time for implementation. It is in the interest of UNDP to monitor the efficacy of the exit strategy in the context of achieving project sustainabilty.

Acronyms and Abbreviations

CBD	Convention on Biological Diversity
CBFM	Community Based Forest Management
EAMCEF	Eastern Arc Mountains Conservation Endowment Fund
EU	European Union
FBD	Forest and Beekeeping Division (of the MNRT)
FNR	Forest Nature Reserve (this term has been used interchangeably with *Nature Forest Reserve*)
GDP	Gross Domestic Product
GEF	Global Environment Facility
JFM	Joint Forest Management
M&E	Monitoring and Evaluation
METT	Management Effectiveness Tracking Tool
MNRT	Ministry of Natural Resources and Tourism
MOU	Memorandum of Understanding
NFR	Nature Forest Reserve (term used for gazetted *Nature Forest Reserve*)
NGO	Non-Government Organisation
PA	Protected Area
PC	Project Coordinator
PCU	Project Coordination Unit
PFM	Participatory Forest Management
PIR	Project Implementation Report
PPP	Public-Private –Partnership/ Purchasing Power Parity
PSC	Project Steering Committee
RTA	(UNDP) Regional Technical Adviser
SRF	Strategic Results Framework
TANAPA	Tanzania National Parks Authority
TFCG	Tanzania Forest Conservation Group
TFS	Tanzania Forest Services Agency
TTB	Tanzania Tourism Board
UNDP CO	United Nations Development Programme Country Office
UNESCO	United Nations Environment, Scientific and Cultural Organisation
UNFCC	United Nations Framework Convention on Climate Change
USAID	United States Agency for International Development
WCST	Wildlife Conservation Society of Tanzania
WWF	World Wide Fund for Nature

1   Introduction

1.1 Purpose of the Evaluation

33. The objectives of the evaluation are to assess the project titled, *Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania*[2] in terms of project results and lessons learned that can both improve the sustainability of benefits from this project and aid in the overall enhancement of UNDP programming.

34. This is in line with the broader framework provided by the UNDP TE Guidelines which points out that evaluations have five complementary purposes which include:

    (i)   promote accountability and transparency, and to assess and disclose the extent of project accomplishments;

    (ii)   synthesize lessons that can help to improve the selection, design and implementation of future GEF financed UNDP activities;

    (iii) provide feedback on issues that are recurrent across the UNDP portfolio and need attention, and on improvements regarding previously identified issues;

    (iv)   contribute to the overall assessment of results in achieving GEF strategic objectives aimed at global environmental benefit; and

    (v)   gauge the extent of project convergence with other UN and UNDP priorities, including harmonization with other UN Development Assistance Framework (UNDAF) and UNDP Country Programme Action Plan outcomes and outputs.

1.2 Scope and Methodology

35. The evaluation methodology enabled the TE team to provide evidence-based information that is credible, reliable and useful in assessing the overall performance and sustainability of the project. To achieve this, the TE team adopted a participatory and consultative approach involving most of the key stakeholders engaged in the implementation of the project . The COVID-19 pandemic limited the participation of the international evaluator in the in-country interviews. COVID-19 also prevented hosting focus group discussions with local communities living around project FNRs. The TE team triangulated information/evidence provided from various sources. The methodology included: (1) Review of key literature; (2) Consultations with key stakeholders; and (3) Field visits to selected sites.

36. The approach to data gathering and stakeholder consultations was adjusted to accommodate the COVID 19 pandemic which created travel restrictions, social-distancing needs and compliance with various health restrictions to minimize the spread of the disease. To that effect, the TE team submitted an inception report aimed to develop a common understanding between the TE team and clients on the approach to be adopted for the TE. The approval of the inception report paved the way for an online inception (Zoom) meeting which was conducted prior to commencement of remote (phone and internet-based) and field-level consultations conducted by the TE team, observing all relevant COVID-19 related protocols. After the online inception meeting the TE team proceeded with data collection and analysis as summarized in this section.

37. The consultants reviewed all available sources of relevant information, such as the project document, project reports – including annual Project Implementation Review reports , project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and other materials that the evaluators considered useful for this evidence-based assessment. A list of documents reviewed is provided in Appendix 4.

38. In-country consultations with key stakeholders were conducted by the National TE team member observing social-distancing restrictions. Prior to the commencement of the consultations, a checklist of key areas for investigation was developed by the TE team and shared. with interviewees . Most of the

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[2] In the Terminal Evaluation report the project is referred to as the FNR project.

consultations used telephonic communication between the TE team and the stakeholders. In areas where communication infrastructure was supportive of online meetings, such meetings were organized and it was possible to proceed electronically. A few face-to-face consultations were conducted by the national consultant during field visits. The entire list of consulted stakeholders and the methods used in the consultation process is provided in Appendices 2 and 3. Field visits were conducted in four representative FNR project sites.

39. The selection of Nature Forest Reserves (NFR) to be included for consultations during field visits by the national TE consultant was designed to ensure adequate representation. Four NFRs were selected out of the 12 NFR originally identified as part of the FNR project, representing one-third of all project NFRs which is considered an acceptable sample size. The criteria used for site selection were based on:

- *access* via road networks that were passable during the rainy season;

- *proximity* of NFR to each other to to facilitate access to multiple sites within the time available, (e.g. Magamba NFR and Chome NFR);

- *type of activities* supported by the FNR project, including construction of ranger posts and offices, community based income generating activities, improvements of access roads in nature reserves, promotion and support to ecotourism, joint forest management arrangements and benefit sharing mechanisms, potential areas for public private partnerships and investments and engagement with TFS reserve staff who went through various capacity building undertakings facilitated by the project.

40. The NFR selected included, Magamba NFR (Lushoto, Tanga), Chome NFR (Kilimanjaro), Mkingu NFR (Morogoro), Uzungwa Scarp NFR (Iringa section). Conservators were inteviewed by telephone for NFR supported by the FNR project but which were not visited in the field.

41. In all the NFRs visited the main focus was to collect evidence of project performance in relation to the interventions supported by the project including improvements in various infrastructure (NFR Offices, Ranger Posts and Access roads to support tourism), tourism-promotion and investments, Joint Forest Management arrangements and benefit- sharing mechanisms, community-based income generation activities (bee keeping and fish farming) and co-financing arrangements at field level.

42. TFS consultations were conducted in Dar es Salaam and Dodoma, and field visits were conducted in the NFRs noted above. In Dar es Salaam, the main focus was in meeting key actors in project implementation including Tanzania Forest Services Agency (TFS) management, UNDP representatives, Project Steering Committee (PSC) members, NGOs and potential investors in NFR. In Dodoma the visits facilitated interactions with LGA representatives and PSC representatives.

43. The methodology included questions targeting gender issues (see Appendix 5 Assessment Matrix for Evaluation) and assesed the degree to which the FNR project incorporated gender issues as part of its analysis and in the implementation of FNR project activites.

1.3 Structure of the evaluation report

44. The TE report provides an executive summary, and in the main body of the report Section 2 provides a project overview including the development context in Tanzania, followed by Section 3 providing an analysis of project design, project implementation and project results and Section 4 providing conclusions, recommendations and lessons learned.

2   Project description and development context

2.1   Project Overview

45.   The UNDP-supported, GEF-financed project "*Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania*" (2016-2020) worked with government and stakeholder communities to enhance the management and financial security (sustainability) of TFS as the organization responsible for implementation of protection mechanisms of the network of Nature Forest Reserves (NFR) in Tanzania. The GEF, under its 5th replensihment cycle, committed US$ 4.1M, while UNDP commited US$ 1 M and US$18.6M was committed by partner agencies as parallel co-financing for the project. The project built on existing forest-protection work in the Eastern Arc Mountains and Coastal Forests, and it expanded the NFR network to include representation of the different types of forest in the country. The project was intended to support the establishment of five new NFRs (Chome, Magamba, Mkingu, Minziro and Uzungwa Scarp), and focus on improved planning, operations and governance of these five new FNRs, as well as one existing FNR (Rungwe) (Figure 1). The project also was to encourage a more consistent and cohesive approach to the planning and management of all NFRs as an integral part of the broader NFR network.. As such, the FNR project also extended its operational support to exsiting NFRs, including Amani, Uluguru, Nilo , Mount Hanang and Rondo (Figure 1).

Figure 1.   Nature Forest Reserve Network including project sites
(Map created by Philip J. Platts, University of York, UK)
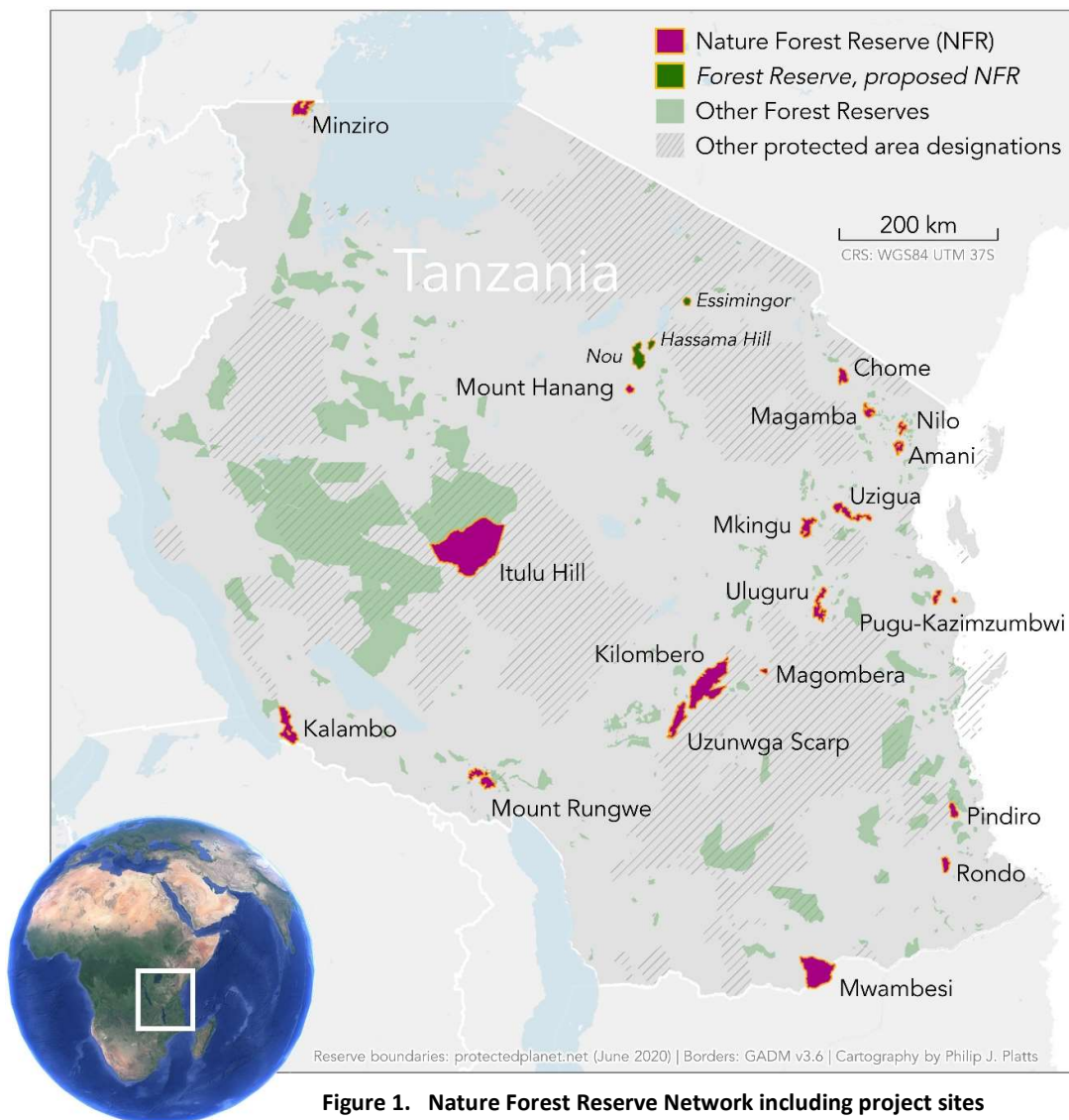
46. In Tanzania the NFR category of protected area (PA) offers the highest level of protection under the Forest Act. NFRs are state-owned and may be managed by TFS solely or through co-management with local stakeholders. No extraction of woody or animal species is allowed in NFRs and activities are generally restricted to non-consumptive access such as research, education and nature-based tourism.

47. The project is funded under GEF-5 through UNDP as the GEF Implementing Agency, which has overall responsibility for supervision, project development, guiding project activities through technical backstopping and logistical support. The TFS is the National Implementing Partner, in which a Project Coordination Unit (PCU) was created to assist with the management of the project. A Project Steering Committee (PSC) was established to serve as the executive decision-making body for the project as well as provide assurance and technical advisory support to the project. The PSC not only ensured high-level coordination between government agencies, but also provided a mechanism for open and effective project management. A part time international Senior Technical Advisor, (Dr. Neil Burgess, Head of Science, UN Environment Programme World Conservation Monitoring Centre) provided input to support the project's delivery against an annually-agreed work-plan.

48. Following successful inception in August 2015, the FNR project became fully operational in September 2015, had a mid-term review in 2018 and is scheduled to close June 30, 2020. From a baseline of six FNRs in 2015, the FNR project contributed to the gazettement of 13 new FNRs for a total of 19 FNRs in 2020, and three proposed FNRs to be gazetted that will result in a total of 22 FNRs (see Figure 1 and Table 1).

Table 1. List of all Nature Forest Reserves as of end of FNR Project June 2020 (for locations see Figure 1)

#	Nature Forest Reserves (NFR)	Area Ha (2020)	Gazette No, Declaration Year	Eastern Arc Mountain Block/Others	Region	District	WDPA number
1	Amani	8,380.0	151&152 of 1997	East Usambara	Tanga	Muheza and Korogwe	555697527
2	Chome	14,283.0	103 of March 2016	South Pare	Kilimanjaro	Same	555697526
3	Itulu Hills	403,625.6	912 of 2019	Tropical floodplain & wetland/woodlands	Tabora	Sikonge	555697521
4	Kalambo	43,334.0	127 of 2019	Rift Valley	Katavi	Sumbawanga	555697533
5	Kilombero	134,511	182 of 2007	Udzungwa scarp	Iringa	Kilolo	555697531
6	Nilo	6,025.0	234 of 2007	East Usambara	Tanga	Korogwe	555697518
7	Magamba	9,283.0	103 of March 2016	West Usambara	Tanga	Lushoto	555697530
8	Magombera	2,615.0	48 of 2019	Udzungwa scarp	Morogoro	Kilombero	555697532
9	Mkingu	26,433.0	103 of March 2016	Nguru Eastern Arc Mountains	Morogoro	Mvomero	555697519
10	Mt Hanang	5,836.5	299 of 2016	Kilimanjaro heartland	Manyara	Hanang	555697525
11	Mt Rungwe+ Uporoto& Sawaga	24,680.5	286 of 2009	Livingstone Mountains	Mbeya	Rungwe	555697528
12	Minziro	25,717.0	298 of 2016	Lake Victoria lowland basin	Kagera	Misenyi	555637955
13	Mwambesi	112,901.0	128 of 2019	Rovuma landscape	Ruvuma	Tunduru	555697522
14	Pindiro	12,249.0	126 of 2019	Coastal Forests	Lindi	Kilwa	555697523
15	Rondo	11,742.3	of 2016	Rondo coastal forests scarp	Lindi	Lindi Rural	555697524
16	Uluguru	24,115.1	296 of 2008	Uluguru Eastern Arc Mountains	Morogoro	Morogoro	555697520
17	Uzunwga Scarp	32,763.2	297 of 2016	Uzunwga scarp	Iringa	Mufindi	555697529
18	Pugu-Kazimzumbwi	8,965.3	190 0f 2020	Coastal Forests	Pwani	Ilala, Kisarawe & Mkuranga	555623841/Pugu) 301571/Kazimzumbwi
19	Uzigua	27654.6	188 of 2020	Coastal Forests	Pwani	Chalinze	301527
20	Essimingor	n/a	proposed	Kilimanjaro heartland	Arusha	Monduli	555624079
21	Hassama Hill	n/a	proposed	Kilimanjaro heartland	Manyara	Mbulu	301422
22	Nou	n/a	proposed	Kilimanjaro heartland	Manyara	Mbulu	301425
	TOTAL AREA	**898,494.0**					

2.2 Project Goal, Objective, Outcomes, Components and Outputs

49. The **goal** articulated for the FNR project is aligned with GEF's Biodiversity Focal Area Strategy, which is:

   Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services.

50. The applicable GEF Strategic Objective and Program is:

   Biodiversity Focal Area Strategy: *Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services.*
   Objective 1: *Improve Sustainability of Protected Area Systems.*

51. The applicable GEF Expected Outcomes are:

   Outcome 1.1 *Improved management effectiveness of existing and new protected areas*; and
   Outcome 1.2 *Increased revenue for protected area systems to meet total expenditures required for management.*

52. The ***primary objective*** of the FNR project is to:

   Expand, financially secure and strengthen the management effectiveness of Tanzania's Nature Forest Reserves network in response to the threats to their biodiversity.

53. The ***outcomes*** of the FNR project are:

   Outcome 1:   *Consolidating and improving the management of the NFR network*
   Outcome 2:   *Strengthening the financial sustainability of the NFR network*

54. The FNR project's intervention activities are organised under the two Outcomes and seven Outputs:

Outcome 1: Consolidating and improving the management of the NFR network
This component focused on improving the legal status, planning, operations and governance of the five new NFRs and one of the existing NFR (Rungwe), to proactively and more effectively respond to threats to, and pressures on, biodiversity. It also encouraged a more consistent and cohesive approach to the planning and management of the new NFRs as an integral part of the broader network of NFRs.
Output 1.1: The conservation status and boundaries of six NFRs are secured
The project focused on gazetting the five new NFRs, which, together with work on Rungwe, aimed to secure the status and boundaries of these NFRs.
Output 1.2: The core staffing complement, infrastructure and equipment of six NFRs is in place
This output focused on addressing the critical infrastructural and equipment needs in the six targeted NFRs: (a) basic equipping of reserve management staff; (b) renovation and construction of key reserve infrastructure; (c) installation of basic services for all staff accommodation and administration facilities; and (d) procurement and installation of critical reserve vehicles.
Output 1.3: The governance of, and benefit sharing in, six NFRs is strengthened
This output included several steps to engage and provide benefits for communities around NFRs:
* initially awareness raising of the need to conserve and the importance of protecting the remaining fragments of the high forests;
* collaborative identification of potential opportunities to improve the livelihoods of communities through conservation and non-extractive use of the NFRs;
* formalization of a MOU between the reserve management and each adjacent village government in regard to protection and use of the NFR;
* facilitation of the implementation of the MOU, particularly with regard to community benefits from conservation and use of the NFR (e.g. employment; revenue sharing; rental income; capacity building; joint ventures in tourism development; equity partnerships in private sector tourism concessions; access/traversing rights; non-extractive resource use; preferential contracting; and participation in management decision-making);
* establishment and implementation of a co-management structure for the NFR, with representation from each adjacent village government and the reserve management.

Output 1.4: *The capacity of the TFS to plan and manage the six NFRs, as part of a wider network of NFRs, is improved.* This Output contributes to improving the capacity of the TFS to administer a more cohesive network of forest protected areas by improving the knowledge and skills-base of NFR staff; establishing and maintaining a consolidated NFR database; and establishing a collaborative information-sharing forum for the network of NFRs.

Outcome 2: *Strengthening the financial sustainability of the NFR network*
Work under this component focused on enhancing the financial sustainability of the entire network of 11 NFRs to ensure that they incrementally develop the capacity (over the long-term) to generate adequate financial resources to cover the full costs of their management.

Output 2.1: *The commercial development of tourism and recreational facilities and services in NFRs is implemented though public-private partnerships (PPP).*
Support implementation of large-scale tourism concession processes in NFRs, through public-private partnerships and increasing the capacity of TFS to:
- administer concession contracts and leases;
- perform equitable selection of financially-efficient and experienced concessionaires/lessees;
- administer a portion of the income from tourism user fees paid by the concessionaire/lessee for funding conservation management of NFRs;
- assess and minimize the environmental impacts of concessioner/leased tourism facilities and services; and
- ensure tangible social and economic benefits are derived for local communities from concessions/leases.

The main elements of commercial tourism concessions/lease development the project set out to support under this output includes:
(i) identifying the viable large-scale commercial tourism and recreational development opportunities in NFRs;
(ii) describing how these tourism concession/lease opportunities in NFRs are defined, structured, priced and brought to the market;
(iii) developing the internal capacity of TFS to plan and administer a concession/leasing process;
(iv) facilitating local community involvement in, and beneficiation from, tourism concessions/lease processes;
(v) soliciting tourism development proposals, and selecting and appointing suitable tourism operators; and
(vi) managing tourism concession/lease contracts, once an operator is in place.

Output 2.2: *The destinations, attractions, facilities and services in NFRs are effectively marketed to target audiences.* This output focuses on improving the branding and marketing of the different NFR products and services, with the overall objective of increasing the number of day and overnight visitors to the reserves.
Output 2.3: *Other income-generating activities in targeted NFRs are identified and tested.*
This output is focused on assessing the feasibility of a range of funding mechanisms/tools for NFRs. Based on the results of this assessment, a set of key actions would be identified for mobilizing financial resources and building financial capacity in NFRs. A medium-term Financial Plan is to be developed to provide the strategic framework for the prioritized implementation of these key actions. Based on preliminary work, the project will provide finance for implementing a number of potential income-generating opportunities in order to assess the viability of these funding mechanisms.

2.3 Problems that the project sought to address: targeted threats and barriers

55. Tanzania has diverse ecological conditions which serve as habitats for a variety of life forms. The country is known for its species richness and endemism with significant numbers of these species living in the remaining forests and nature reserves. The government of Tanzania is committed to conserving the remaining forests in the country and has created a network of protected areas for conservation of biodiversity. However, these efforts have not been adequate and the country's biodiversity is still under

considerable threat as natural areas are converted to other land uses such as plantation forests, commercial agriculture and mining, with an average loss of 1 % of the forest area every year.

56. Other threats to the forests include clearance for subsistence agriculture, charcoal production, timber extraction and wild fires. In recent years, additional pressures have emerged, including the threat from mining activities and clearance for bio-fuels. These impacts extend into the forest reserves, leading to the loss of endemic species, native biodiversity and the ecosystem services these areas provide. A number of drivers of deforestation and forest degradation in Tanzania have been identified including, for example, an increasing demand for agricultural and timber products, endemic poverty, marginalization of rural communities and women, weak land tenure and inadequate financial resources to implement forest conservation plans.

57. The FNR project was designed in response to increased awareness of and impetus for forest conservation in Tanzania. The predominant threats to biodiversity in Tanzania's high forests are related to the alteration of habitat and unsustainable wild harvesting of natural resources. The major threats to Tanzania's NFR sites and to be addressed by the project include, deforestation, forest degradation, wildlife loss. and hunting, and loss of connectivity.

58. **Deforestation** according to 2017 estimates, contributed to loss of about 460,000 ha of forests annually in the country. The loss is experienced in areas with unique biodiversity, such ase the Eastern Arc Mountains and the coastal forests where it is reported that forest cover declined between 1-2% per yearbetween 1990 and 2000. Shifting cultivation, forest fires, overgrazing, unsustainable wood-fuel use and timber harvesting are the main drivers of deforestation.

59. **Forest degradation** is mostly caused by anthropogenic factors such as collection of fuel wood, cutting of building poles and timber trees, charcoal production and livestock grazing.

60. **Wildlife loss** is caused by habitat loss through deforestation and forest degradation and this is exacerbated by unsustainable hunting pressures and by habitat fragmentation which leads to declining habitat connectivity needed to provide migration corridors which support large mammals using these areas.

61. It is generally accepted that threats to NFR often arise from underlying socio-economic factors such as, poverty of the people living around the NFR, which reduces the ability of local communities to practice sustainable agriculture and natural resource use.

62. Threats to forests and woodlands and the habitat they provide for biodiversity were identified and scored in the ProDoc as shown in Table 2 below (red - very high threat; orange - high threat; yellow - medium threat; and green - low threat):

Table 2. Threats to forests and woodlands (ProDoc 2015)

Threat	Extent	Severity	Urgency	Total
1. Uncontrolled fire	10	9	10	29
2. Conversion of natural habitats to agriculture	9	10	9	28
3. Illegal logging	7	7	6	20
4. Unsustainable collection of firewood and building materials	8	6	7	21
5. Inappropriate mining practices	1	8	8	17
6. Unsustainable hunting/poaching	6	5	4	15
7. Unsustainable collection of medicinal plants	5	3	2	10
8. Unsustainable collection for the pet trade	3	1	3	7
9. Invasive species	2	2	1	5

63. The project was designed to address threats to NFR through enhanced protection capacity and by targeting the underlying causes through development of income generating activities aimed at communities living adjacent to NFR to improve their livelihoods and reduce their dependency on resources derived from NFRs.

2.4 Development Context

Physiographic Environmental Context

64. Tanzania is the largest country in East Africa, with an area of 945,087 km². Geographically there is representation of a wide range of environments including the off-shore islands of Zanzibar and Pemba, relatively wide (up to 200 km) coastal plains and lowlands in the east and southeast, and the majority of the country represented by a high elevation plateau (1000-2000 m) and fringing mountains which extends inland to the western and northern boundaries. Tanzania also includes representation of large fresh water lakes, including Lake Victoria (the largest in Africa), Lake Tanganyika (the longest and deepest in Africa), and Lake Malawi. In the north there is a series of large volcanoes which arise from the plains, including Kilimanjaro (Africa's highest mountain at 5,895m) and Mount Meru (4,565m). The Great Rift Valley runs from north-east Africa through central and southern Tanzania. The rift valley is dotted with lakes, including Lakes Rukwa, Tanganyika, Nyasa, Kitangiri, Eyasi and Manyara, as well as the scenic Ngorongoro Crater. From the highlands and the central plateau flow drainage systems connected to the Indian Ocean, Atlantic Ocean, and Mediterranean Sea.

Figure 2. Physiographic features of Tanzania

65. Physical features vary from a narrow coastal belt with sandy beaches to an extensive plateau covered by savannah and woodland vegetation with altitude ranging from 1,000 to 2,000m (Figure 2). The plateau is fringed by narrow belts of for west highland. Tanzania shares several major fresh water bodies including Lake Victoria Lake and Lake Nyasa.

66. The mainland includes a large central plateau of ancient and heavily eroded landforms which support various woodland habitats. A series of mountain ranges rise out of this plateau, each with different histories but all supporting natural forest, grassland and 'heath' vegetation types. In the far west of the country the Mahale Mountains and associated smaller ranges occupy the margins of the Albertine Rift, a system that has resulted in the deep depressions of Lake Tanganyika. Further east, in a broad Arc from Kilimanjaro to south-western Tanzania, a series of uplifted blocks of ancient rock form the Eastern Arc and associated Southern Highlands.

67. The Great Rift Valley runs from north-east of Africa through central and southern Tanzania and adds to the distinctive landscape, at Lake Nyasa it splits, with one branch proceeding south beyond the Lake to Mozambique and another branch to the north-west alongside Burundi, Rwanda, Tanzania and western Uganda. The rift valley is dotted with lakes, including Lakes Rukwa, Tanganyika, Nyasa, Kitangiri, Eyasi and Manyara, as well as the scenic Ngorongoro Crater. Remarkably from the highlands and central plateau Tanzanian watersheds are connected to drainage systems that flow into the Indian Ocean, Atlantic Ocean, and Mediterranean Sea.

68. Tanzania has a tropical climate with regional temperature variation due to topography; the highlands temperatures range between 10° and 20°C during cold and hot seasons respectively, while in lowland areas temperatures rarely fall below 20°C. Seasonal rainfall is driven mainly by the migration of the Intertropical Convergence Zone (ITCZ). Northern and eastern areas of Tanzania have two distinct wet periods – the short rains (or "Vuli") from October to December and the long rains (or "Masika") from March to May. The southern, western, and central parts of the Tanzania have one wet season from October to April or May. Annual rainfall amounts vary from 200-800 mm in central areas resulting in dry or semi-arid environments and 800-2000⁺ in western and eastern areas resulting in moderately wet to wet environments.

Biological Environmental Context and Significance

69. Tanzania's large size, wide range of biophysical environments and connection to natural areas in adjoining countries results in very high plant, animal and ecosystem diversity with many areas recognized for their global significance. Over thirty major vegetation communities are recognized, hosting more than 10,000 plant species (>15% are endemic), >300 mammal species, >1,100 birds species (one of the largest avifauna in Africa, with 56 species of global conservation concern) and >360 species of herpetofauna (99 are endemic). The following paragraph from the executive summary of the National Biodiversity Strategy and Action Plan (NBSAP) 2015-2020 summarizes the significance of Tanzania's biological diversity:

Tanzania boasts an extraordinary wealth of biodiversity at ecosystem, species and genetic levels and is one of twelve mega-diverse countries of the world. It is one of the top five African mega-diverse countries, hosting more than one-third of the total plant species on the continent and about 20% of the large mammal population. The biodiversity wealth [is] *featured in the numerous globally recognized hot spots protected in a network of 16 National Parks, 3 Biosphere Reserves, 4 World Heritage Sites, 28 Game Reserves, 42 Game Controlled Areas, 38 Wildlife Management Areas, 109 Forests, 4 Marine Parks, 17 marine reserves and 4 Ramsar Sites.*

Socio-Economic Context

70. Tanzania's population of over 57M (2017) has one of the fastest growth rates in the world (2.7 %/year) with a projected increase to 67M in 2025 and 89.2M in 2035. Rapid population growth rate challenges government efforts to reduce poverty through access to education, health, and water as population rates outpace the supply of these social services. Consequently, despite efforts between 2007 and 2016 that have reduced the country's poverty rate from 34.4% to 26.8%, the absolute number of poor people has held at about 13 million and the country remains within the category of countries with low levels of human development, ranked 151 out of 188 countries globally.

71. The population is largely rural and the economy depends significantly on the sustainable use of natural resources in the form of agriculture, livestock, forestry, fisheries and tourism development. Agriculture which is characterized as underdeveloped, contributes >25% to GDP and employees >80% of the workforce. Forestry is important in the context of providing 90% of the energy resources used (primarily charcoal and firewood) and 75% of construction materials used. A rapidly expanding tourism development sector, contributed 17% of GDP and 25% of foreign exchange earnings in 2017.

72. The project was grounded on the "conservation – with – development" philosophy where conservation interventions are pursued alongside development undertakings to improve the local economy while reducing the pressure on the forest resources. The first component of the project was geared towards enhanced capacity for forest protection while the second component focused on development interventions aimed to achieve increased incomes from tourism and improved livelihoods from introduced IGAs at community level.

2.5 Baseline situation

73. At the time of project initiation protected areas in Tanzania covered an area of about 1,744,900 ha which is more than 18% of the country. These included a variety of designations as follows:

- 16 National Parks;
- 34 Game Reserves;
- one Conservation Area (Ngorongoro);
- over 600 Forest Reserves (including Nature Forest Reserves), and
- Marine parks and reserves, and Biosphere reserves.

74. The country also has 14 fully recognised Wildlife Management Areas and several hundred Village Land Forest Reserves which often act as corridors and dispersal areas for wildlife. Tanzania also has three natural World Heritage Sites, four Ramsar sites and one Biosphere reserve.

75. At the outset of the project the NFR network consisted of five gazetted and six proposed NFR, covering a total of 305,000 ha. Limited monitoring was available for key endemic species, and was limited mainly to primates in the Kilombero and Uzungwa Scarp NFR. Management effectiveness scores for the eight NFRs that have METT data (from various years, 2005-2011) averaged 47.5, with the gazetted reserves averaging more than 50 and the proposed reserves less than 50. Around 1,300 tourists visited the NFR network in 2010/2011, with most tourists (1,100) visiting Amani NFR.

76. The benefits of the NFR network to tourism, education through student visits and researchers were previously not well documented and the actual and potential contribution of tourism income from NFR was not well understood or recorded. All NFR are managed in collaboration with the surrounding communities. Participatory Forest Management approaches have been initiated with at least 233 villages. However, the only signed agreements with villages were for those adjacent to the Amani and Kilombero NFR.

77. The Tanzanian government is responsible for NFR management salaries and capacity building to improve human resources and facilities within a relatively limited budget. The allocated annual budget for Tanzania's gazetted and proposed NFR in 2010 was around $468,000 for the management of over 300,000 ha of forest. Only Amani NFR was generating significant tourism revenue ($64,000 in 2009/2010), because strategic investments had been made to develop the tourism potential of that site. The TFS can retain 100% of the revenues generated by NFR, presenting a significant potential opportunity to create a self-sustaining network of NFR across the country.

2.6 Timeline of project preparation and implementation

Table 3. Timeline of main stages of FNR project preparation and implementation

Activity	Date
PIF approval	3rd October, 2012
GEF CEO endorsement	1st July, 2014
Local Project Appraisal Committee	4th July, 2014
ProDoc signature	29th June, 2015
Inception workshop	28th July, 2015
1st meeting of the PSC	17th September, 2015
Mid-Term Review Report Completed	15th May, 2018
Terminal Evaluation	March – June 2020
Expected date of closure (5 years after ProDoc signing)	30th June, 2020

2.7 Main stakeholders

78. The key stakeholders for the project Include:

79. **Tanzanian Forest Service** (TFS) was the main stakeholder implementing the project in collaboration with other actors. TFS owns and manages forest reserves and honey bee resources. The role of TFS was to ensure effective implementation and coordination of the project.

80. **Local communities** living around the NFR. They may bear significant cost for the protection of NFRs, due to lost benefits previously enjoyed, such as farming, paturing, timber and firewood collection and hunting, etc. Living in close proximity to NFRs they sometimes suffer from wild animals coming from the reserve and destroying their crops. Local communities are expected to benefit from income sharing schemes, casual labour (e.g. boundary clearing) and tourism opportunities (e.g. guides, cultural tourism, accomodation, etc.). In some cases local communities are involved in co-management of NFRs and access to sustainable use of some resources within NFRs.

81. The **private sector** is expected to play a larger role over time as a key stakeholder in tourism development. Many of the visitors to NFR come through specialist tour operators who focus on mountain and wildlife experiences. The private sector also operate tourist accomodation and resturants in the vicinity of the reserves. The private sector is expected to be an important contributor to TFS tourism income through development of viable Private Public Partnership (PPP) tourism ventures.

82. The **Eastern Arc Mountains Conservation Endowment Fund** (EAMCEF), and **NGOs** such as World Wildlife Fund (WWF), Tanzania Forest Conservation Group (TFCG), CARE, and Wildlife Conservation Society of Tanzania (WCST) are vital stakeholders contributing to the initial establishment and management of the NFR network. EAMCEF, WWF, TFCG and WCST also served as co-financiers for the project. NGOs assist local communities in the development of forest co-management arrangements with TFS and local governments. NGOs also work with local communities to implement improved technologies for farming, and fuel consumption and they facilitate livelihood improvement options which contribute to the sustainable management and protection of forests.

83. **Local Government Authorities** (LGAs) including Distric Councils with the Ward Development Council and Village Councils with the Village Assembly and Village Natural Resource Committee, play an important role managing the welfare of local communities, improving their livelihoods and representing communities in negotiation with TFS. LGAs work in collaboration with TFS to protect NFRs and to manage community forests meeting local fuelwood and construction needs, and on alternative livelihood opportuntities; activities that reduce human pressures on NFRs.

3 Findings

3.1 Project Design / Formulation

3.1.1 Strategic Results Framework

84. The Strategic Results Framework (SRF) is an important guiding document for the FNR project and it has been closely followed in terms of the activities completed. The SRF includes an objective and two outcomes as follows:

> **Project Objective:** To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network in response to the threats to biodiversity.

> **Outcome 1:** Consolidating and improving the management of the NFR network

> **Outcome 2:** Strengthening the financial sustainability of the NFR network

85. Indicators are identified for the project objective and outputs and indicators are identified for the two project outcomes. An assessment of the SRF indicators is provided in Table 4 below.

86. The SRF objective articulates an approach to responding to the threats to biodiversity, by focusing on expanding the NFR network, providing secure fiancing for TFS as the responsible agency for NFR and strengthening the capacity of TFS and others to manage NFRs.

87. The FNR project has succeeded in expanding the NFR network and initiating enhanced management of NFR by improving TFS infrastructure associated with NFR and conducting capactiy development of TFS staff, particulary for tourism, which constitutes an expanding field operation for TFS. The FNR project has been less successful at securing the NFR network financially through new tourism development, but, the hope is that the foundation for tourism has been created and over time tourism revenue will increase and provide secure financing for TFS.

88. The manner in which expansion, financial security and strengthened management of NFR provide a *response to threats to biodiversity* is as follows:

    (i) *expansion of the NFR network* protects forest reserves that are characterized by high biodiversity values and it creates a larger and better-connected system of protected areas that are more resilent to external threats, including the threat of climate change and thus better able to protect native biodiversity;

    (ii) *financial security of the NFR network* will ensure TFS has the necessary funding to implement protection activities such as boundary-clearing and patrols that reduce threats from fire and illegal taking/use of NFR resources and to finance management activities that reduce threats such as invasive species. Financial security also provides opportunities for benefit-sharing with local communities, opportunities which are intended to divert local communities away from participating in activities that are threats to NFRs such as encroachment, illegal logging, hunting and mining.

    (iii) *strenghtened management of the NFR network* will ensure TFS recognizes and addresses threats through appropriate actions such as Joint Forest Management (JFM) MOUs that engage local communities, who may be responsible for threats to NFR, actions associated forest protection (patrols, fire management), sound management planning and managing benefit sharing activities.

Table 4. Review of the objective-level and outcome indicators identified in the logical framework

Strategic Framework	Indicator	Terminal Evaluation Assessment of Strategic Framework
Project Objective To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network in response to the threats to biodiversity.	• Number and extent (ha) of formally gazetted NFRs	• simple but effective measurement of the objective to "expand" the NFR network • in addition to gazetting NFR there is a need to work with local communities to support protection and the need for TFS to develop the capacity (staff and infrastructure) to effectively manage NFR
	• Financial sustainability scorecard for NFR network	• tool developed by UNDP to investigate financing systems as a critical foundation to successful PA management • it would be useful to understand the rationale for how the targets were chosen for the FNR project
	• Capacity development indicator score for TFS	• tool developed by UNDP to assess and monitor progress being made to develop capacities that are critical to meeting global environmental sustainability. • the tool is directed at TFS to provide an assessment of systemic, institutional and individual capacity • it would be useful to understand the rationale for how the targets were chosen for the FNR project

	• Management Effectiveness Tracking Tool (METT) scorecard
	• All NFRs
	• Existing NFRs (5)
	• Proposed NFRs (6)
		• well tested tool based on the revised tool by WWF (2007) which is based on the World Commission on Protected Areas (WCPA) framework which asks questions regarding:
		  o *Context* - Where are we now?
		  o *Planning* - Where do we want to be?
		  o *Inputs* - What do we need?
		  o *Processes* - How do we go about it?
		  o *Outputs* - What were the results?
		  o *Outcomes* - What did we achieve?
		• it would be useful to understand the basis for how the targets were chosen for the FNR project
		• there is some confusion among documents regarding what are considered existing NFRs, proposed NFRs and new NFRs, the TE has used information from the ProDoc when addressing this issue.

	• Income/annum (US$), by source, from: • TFS budget • Donor income • Own income	• an important and valuable indicator given that improvement of the financial sustainability of TFS is an important component of the NFR project and it is critical to sustainability of TFS's post-project NFR management responsibilities • the relevance of target selected in the ProDoc has changed in the context of NFR network having expanded from the original 11 NFR proposed to the 17 NFR at project closure. • to address the management needs of the expanding NFR network there is a corresponding need to increase the target budget, donor income and own income.
	• Number of endemic and threatened species effectively conserved in formally gazetted NFRs	• good indicator to assess achievement of the objective which is intended to provide enhanced protection of native biodiversity • it would be useful to have a better understanding how the terms "site level endemics" and "threatened" are defined in the context of the NFR project to fully appreciate the value of this indicator • it would be useful to understand the basis for how the targets were chosen for the FNR project • to accurately assess the end of project target against the baseline it would be preferable that only the 11 NFR originally referred to in the ProDoc are included in an assessment of achievement of the targets

Strategic Framework	Indicator	Terminal Evaluation Assessment of Strategic Framework

Outcome 1 Consolidating and improving the management of the NFR network	**Outputs:**
	1.1 The conservation status and boundaries of six NFRs are secured
	1.2 The core staffing complement, infrastructure and equipment in six NFRs is in place
	1.3 The governance of, and benefit-sharing in, six NFRs is strengthened
	1.4 The capacity of the TFS to plan and manage the six NFRs, as part of a wider network of NFRs, is improved
		• Outputs by definition are tangible activities that are completed over the course of the project and which contribute to achievement of the Outcome.
		• Output indicators are generally relatively straight forward recording the completion of project activities
		• The indicators identified for Outcome 1 are all Output indicators
		• Indicators to assess the intended results of Outcome 1 in regard to *consolidating and improving management* as envisioned in the ProDoc may include:
		  o reduction in threats to NFR such as fire, agriculture, illegal mining, logging, hunting;
		  o enhanced biodiversity (species richness and abundance)
		  o tourist perceptions of ecosystem values

	• Number of active Reserve Management Plans in the six targeted NFRs	• Output 1.4 indicator
	• Extent (km) of boundaries adequately demarcated and routinely maintained in the six targeted NFRs	• Output 1.1 indicator
	• Number of the targeted NFRs with all entry points adequately signposted and secured	• Output 1.1 indicator
	• Number of ranger staff in the six targeted NFRs who are adequately equipped	• Output 1.2 indicator
	• Number of the targeted NFRs with functional basic transport and infrastructure (i.e. minimum of 2 operational vehicles, 4 operational motorbikes, one administrative office and 3 functional ranger outposts).	• Output 1.2 indicator
	• Extent (km) of footpaths and roads in the six targeted NFRs under routine maintenance (clearing, steps, drainage, signage)	• Output 1.2 indicator
	• Number of targeted NFRs with signed MOUs with all affected villages, and an operating joint co-management structure.	• Output 1.3 indicator
	• Value (US$) of funding raised in support of the development and implementation of community-based livelihood opportunities for villages with signed MOUs with the six targeted NFRs	• Output 1.3 indicator
	• Number of NFR and TFS-support staff completing technical, conservation, enforcement, communications and tourism skills development courses and training programmes	• Output 1.4 indicator
	• Number of NFR working forum meetings/annum	• Output 1.4 indicator

Strategic Framework	Indicator	Terminal Evaluation Assessment of Strategic Framework

Outcome 2
Strengthening the financial sustainability of the NFR network
	Outputs:
	2.1 The commercial development of tourism and recreational facilities and services in the NFRs is implemented through PPPs
	2.2 The destinations, attractions, facilities and services in NFRs are effectively marketed to target audiences
	2.3 Other income-generating activities in targeted NFRs are identified and tested
		• It would be beneficial for the wording used in Outputs 2.1 and 2.2 to more directly identify the proposed outputs, for example:
		  2.1 PPPs are developed to provide the required commercial tourism and recreational facilities and services in the NFRs
		  2.2 Effective marketing directed at target audiences is developed for destinations, attractions, facilities and services
		• The indicators below are a mixture of Outcome and Output indicators as shown

	• Number of subsidiary NFR Tourism Development Plans	• Outcome 2 indicator • the production of NFR Tourism Development Plans in and of themselves would be better as an Output indicator • the assessment of NFR Tourism Development Plans in the context of an Outcome indicator should evaluate the efficacy of the plan, particularly in regard to its contribution to financial sustainability of the NFR
	• Number of nature-based tourism and/or recreational concessions/ leases awarded and under development in NFRs	• Output 2.1 indicator • important indicator of the completion of project activities • the value of income from these sources is a more valuable indicator of financial sustainability
	• Income/annum (US$) to NFRs from nature-based tourism concessions/ leases	• Outcome 2 indicator • an important indicator of strengthened financial sustainability for the NFR network • while not defined, it would be preferable for the target to be based the income achieved in the final year of the project • target established for indicator is very low given the annual budget required for NFR management and income sharing with local communities • the relevance of target selected in the ProDoc has changed in the context of the NFR network having expanded from the original 11 NFR proposed to the 17 NFR at project closure
	• Number of individuals from NFR-adjacent villages benefiting directly from tourism concessions/ leases (construction and/ or operational phases)	• Outcome 2 indicator • The data for this indicator clearly states the individuals must be participating in activities associated with construction and/or operation of tourism concessions/leases (engagement by the project as casual labour for boundary clearing, etc., should not be included in this indicator) • Local community engagement, support, and benefit sharing are critical to the long-term success of the NFR network achieving environmental protection goals and sustainable tourism income • This is one of two indicators out of the total 24 indicators providing a measure of community benefits associated with participation in the NFR project

Strategic Framework	Indicator	Terminal Evaluation Assessment of Strategic Framework
		• Given the importance of local community participation, additional indicators associated with engagement, capacity development, benefit sharing, involvement in tourism and alternative income generating activities are warranted • Aspect of gender in the context of the local community should also be considered in relation to these indicators
	• Number of visitors/annum to NFRs	• Outcome 2 indicator • with an intention to secure sustainable funding from tourism the number of visitors per year is an effective indicator • to further asses this indicator in the context of sustainable finance it would be useful to measure per capita income generated by visitors
	• Number of, and income (US$/annum) from, joint venture bee and butterfly farms in NFRs	• Output 2.3 indicator • one of two indicators providing a measure of community benefits associated with participation in the FNR project • this indicator is important in the context of providing a measure of community engagement and benefit sharing • data should be disaggregated to consider issues of gender, youth, etc.
	• Financial plan for NFR network	• Outcome 2 indicator • the production of a financial plan in and of itself is a good indicator for an output • as an outcome indicator the indicator should evaluate the efficacy of the financial plan
	• Additional ring-fenced income (US$/annum) raised from new/ additional donor sources for NFR development and management	• Outcome 2 indicator • assessment of the indicator must clearly differentiate between existing donor sources committed to NFR versus new and/or additional funding from existing donors, that committed to NFR • an understanding of the proposed or anticipated duration of additional ring-fenced income is important in the context of sustainability • the significance of the indicator is diminished should the ring-fenced income be a one-time short-term donation/grant

3.1.2 Assumptions and Risks

71. The social, environmental and financial risks and mitigation measures and rankings identified in the ProDoc are re-assessed in Table 5 below. Actions of the FNR project have reduced the risk of the socio-economic and financial risk originally identified. The Environmental risk level has been increased to "moderate" largely due to the increasing global threat of climate change emphasizing the importance of establishing a baseline of the ecological integrity of NFR to track environmental change over time.

Table 5. Analysis of ProDoc Risk Ratings and Mitigation Measures at Design Stage and at time of Terminal Evaluation. Risk classification in the ProDoc assessed risks in terms of *Likelihood* and *Impact* using ratings of High, Moderate, or Low. Risk rating used in the TE follow UNDP Enterprise Risk Management (ERM) Effective Date – 13/03/2019, and are based on a combined assessment of likelihood and impact to determine a rating of High, Substantial, Moderate or Low using the ERM Risk Matrix.

Risks Identified in ProDoc	Pro Doc	TE	Mitigation Measures Indentified in ProDoc	Terminal Evaluation Comments
SOCIAL-ENVIRONMENTAL RISK Local communities living in and around the reserves conflict with TFS over restrictions on their access to, and use of, land and natural resources in NFRs. This conflict in turn leads to a significant increase in the illegal clearance of, and unsustainable levels of harvesting of natural resources from, NFRs by these communities	High	Moderate	Significant efforts have already been made (and being sustained) - particularly by the MNRT, the TFS and a number of NGOs, with the active support of development partners and trusts - to raise awareness levels in local communities on the need to actively conserve and protect the biodiversity represented in the network of NFRs. The fact that the forests of many of the existing, and proposed, NFRs are still largely intact, is testament to the efficacy of these awareness-raising initiatives. As the process of gazetting the outstanding NFRs unfolds during project implementation (Output 1.1),the project will further support TFS in the implementation of a communication and information-sharing programme in all the adjacent villages of each NFR (Output 1.3). Each communication and information-sharing programme will seek to inform affected communities about the proclamation of the new NFRs, and the potential benefits of NFR status for community development and livelihoods. In eachNFR, the developing relationships with communities is then being further formalised in the negotiation and signature of an MOU between each affected village government and the NFR. This MOU seeks to describe inter alia: (a) the transitional access and use arrangements provided for village households; (b) the respective roles and responsibilities of the village government and the reserve management in the future conservation and use of the reserve; (c) the distribution of benefits to the village deriving from the current and future conservation and use of the reserve; and (d) the nature and extent of involvement of the village community in the cooperative governance of the reserve. Some MOUs are already under negotiation, or in some cases have already been concluded (e.g. Amani), in the gazetted NFRs. However negotiations in the proposed NFRs are far less advanced. The project will thus support the TFS in finalising the negotiation and formalisation of MOUs with each affected village government across the five new NFRs (Output 1.3).	*Likelihood: Moderately Likely (3)* The FNR project has focused on improving management of and enlarging the NFR network and improving the financial sustainability of NFRs through enhanced tourism opportunities and revenue generation. The project has communicated with communities regarding establishment of NFR, which includes boundary delineation and cessation of community activities which are incompatible with NFR protection. MOUs have been established with 169 communities that include benfit sharing of forest resources and tourism revenue. The tourism enhancement component of the FNR project has made some progress, but, this does not yet provide significant, widespread benefits among members living in adjacent communties. There were no FNR project activities directed at capacity development of local communities in activities supporting tourism development (guides, accomodation, cultural tourism, etc.). The TE has determined TFS is committed to ongoing development of tourism and this should lead to opportunities for local communities ot participate in and benefit from tourism associated with NFR.

Risks Identified in ProDoc	Pro Doc	TE	Mitigation Measures Indentified in ProDoc	Terminal Evaluation Comments
SOCIAL-ENVIRONMENTAL RISK Local communities living in and around the reserves conflict with TFS over restrictions on their access to, and use of, land and natural resources in NFRs. This conflict in turn leads to a significant increase in the illegal clearance of, and unsustainable levels of harvesting of natural resources from, NFRs by these communities	High	Moderate	The project will then build the operational capacity (planning, staff, equipment and infrastructure) of each new NFR to administer and, where necessary, enforce the implementation of these MOUs (Outputs 1.1, 1.2 and 1.4). Wherever practicable, opportunities to create entrepreneurial, employment and training opportunities for local communities will be optimised in infrastructural development initiatives in NFRs (Outputs 1.1, 1.2 and 2.1). Further, the project will also support the NFRs in the planning of, and fund-raising for, the implementation of livelihood development opportunities that are explicitly identified in these MOUs (Output 1.3). More specifically, the project will support the implementation of commercial joint ventures between the private sector, TFS and communities in the provision of large-scale tourism enterprises in NFRs (Output 2.1) and commercial bee and butterfly farming (Output 2.3). Finally, the project will facilitate the establishment of a formal joint co-management structure in the targeted NFRs (Output 1.3) that can inter alia: facilitate broader community and local government participation in the reserve management decision-making; agree on reserve¬wide regulations required to control community access to the reserve's natural resources; collectively enforce tenure and natural resource use agreements between the community and reserve management; and provide an accessible and transparent dispute-resolution mechanism. Collectively it is envisaged that these activities will improve the cooperative collaboration with, and iterative 'buy-in' from, communities living in villages adjacent to or within NFRs.	*Impact: Intermediate (3)* Without ongoing support of local communities in sustainable models of benefit sharing from NFR it is likely local communities may seek to obtain benfits from NFR illegally through tree cutting, charcol production, mining, hunting, agricultural expansion, and pasturing, etc. to meet their livelihood needs. *Mitigation Measures:* TFS, LGAs and NGO partners must conduct follow up community engagement to assess lost benefits from NFR establishment and develop appropriate actions to mitigate foregone benefits. These may include capacity development to participate in tourism development opportunities, alternative income generating activities and community forestry to meet community needs. To create resilient benefit-sharing for communities that reduces pressures on NFR, TFS should include a wide range of self-managed, sustainable activities for communities supporting local and regional community needs and the needs of an expanding tourism market **Note:** Due to restrictions associated with the Covid-19 pandemic limited community stakeholder visits were made as part of the TE.

Risks Identified in ProDoc	Pro Doc	TE	Mitigation Measures Indentified in ProDoc	Terminal Evaluation Comments
ENVIRONMENTAL RISK The effects of climate change further exacerbate the fragmentation of high forests in NFRs, leading to an increase in the vulnerability of endemic forest species	Low	Moderate	It is recognised that there are potential risks to NFRs from climate change, as the climate is predicted to become somewhat drier and hotter, which might impact on the montane forests and their ability to support a number of endemic plant and animal species. However, the climate change models for this region are still crude, and are only now in the process of being downscaled to the sub-national level. There is considerable uncertainty around what will actually happen in Tanzania under different climate change scenarios. For the montane areas some of the species present are millions of years old, and have survived a number of past climatic shocks. It is likely that there may be unique features of the species, the forests, or the topography of the mountains that makes it possible for species to survive in the longer term.	***Likelihood: Moderately Likely (3)*** Protection and effective management of large, connected areas of natural habitat is one of the best strategies to mitigate the negative impacts of global climate change on native biodiversity. The ability of the FNR project to exceed the target number of new NFR gazetted makes an important contritubtion to mitigating negative impacts from climage change. The development of an electronic information system defining indicators of forest ecosystem health in NFRs, to quantify thresholds of potential concern which may be used to better understand potential climate change impacts was not observed in the TE.
			The specifics of which NFR will be adversely affected, and how, is still very difficult to predict. The 11 NFR are also all in some way connected to wider ecological habitats (e.g. those in the Pare and Usambara blocks to the north are well integrated with other montane forest areas; those in the Ulugum and Udzungwa mountain blocks are surrounded by rniombo; those in Rondo and Mount Rungwe are also surrounded by miombo), thus limiting their vulnerability.	***Impact: Intermediate (3)*** Global climate change is reported to have proceeded more quickly than anticipated and global efforts to reduce greenhouse gas (GHG) emmissions continue to fall short of targets. The increasing environmental risks to endemic forest species from climate change may be mitigated, in part, by the success of the FNR project.
			During the implementation phase, the project will however maintain close links to academic institutions studying climate change (and its effects on forest biodiversity) in order to identify any key adaptation and/or mitigation measures that may be required to safeguard NFRs against the undesired effects of climate change.	***Mitigation:*** The measures proposed in the ProDoc should be pursued by TFS to address the environmental risk of climate change.
			The project will also - as an integral part of the development of the electronic information management system for NFRs (Output 1.4) - assist TFS in defining indicators of forest ecosystem health in NFRs, and quantifying the thresholds of potential concern for each indicator. This will then enable NFR staff to collect the critical data needed to objectively assess the incremental impacts of climate change on forest ecosystems, and for TFS to then develop strategic responses to mitigate or adapt to any fragmentation effects and/or species loss.	**Note:** The FNR project was not intended to address climate change impacts.

FINANCIAL RISK The Government and TFS do not commit adequate resources and funding to significantly improve the management effectiveness of NFRs. This may, in turn, limit the interest of the private sector in investing in large-scale tourism concessions in NFRs.	Moderate	Low	The project outputs have been identified, and project activities developed, in close collaboration with the MNRT and the TFS in order to incrementally build on the existing foundation of financial resources and institutional capacities. Careful attention has been paid in project design to improving the long-term financial sustainability of the NFRs so that sufficient funding remains available for their ongoing conservation management. The project will support the preparation of a financial plan for NFRs (Output 2.3). This financial plan will provide the overarching strategic framework for improving cost efficiencies, increasing revenue streams, strengthening financial management systems, and improving business planning capabilities in the NFRs. The project will then support the implementation of key elements of the financial plan, as follows: • Facilitating public-private partnerships in the commercial development of tourism and recreational facilities and services in NFRs (Output 2.1); • Developing the branding for, and expanding the scope and range of the marketing of, NFRs and their unique tourism and recreational products and services (Output 2.2); • Entering into joint commercial ventures with village governments to farm, transport and sell NFR- community branded montane honey, beeswax and butterfly pupae (Output 2.3); • Supporting the development and administration of targeted fund-raising for NFRs (Output 2.3); • Assessing the feasibility of including a voluntary or compulsory 'conservation levy' in the municipal water authority charges (Output 2.3); and • Facilitating skills development and training programs for targeted TFS and NFR staff in business planning and financial management (Output 1.3). It is envisaged that collectively these activities will contribute to incrementally reducing the dependency on government grant allocations, and closing the 'funding gap' for improving management effectiveness (notably in respect of conservation management), for NFRs. The project will also support securing the conservation status of the NFRs (proclamation, entry points, boundary demarcation, enforcement), developing a basic operational capacity	*Likelihood: Low Likelihood (1)* The Government and TFS have demonstrated a clear intent to create and protect more NFRs and to work with government and non-government stakeholders to create new tourism development opportunities that have the potential to generate income. The establishment, protection and management of NFRs is an essential first step that creates the foundation for tourism development. The FNR project has initiated TFS partnerships working with the Tanzania National Parks (TANAPA), Tanzania Tourist Board (TTB), Public Private Partnerships (PPP) and other NGOs on tourism development. In addition, the Forest (Eco-Tourism Facilities Concession) Regulations, 2020 paves the way to engage private sector tourism investment in NFRs. These initiatives have a high likelihood of increasing tourism revenues providing sustainable funding for TFS to effectively manage NFRs. *Impact: Minor (1)* The financial risk has focused on the budget required for TFS to effectively manage NFR and participate in tourism development. The project has effectively migitated this risk. Mitigation measures in the ProDoc include "improving the working relationships with households and village governments located adjacent to NFRs". The TE has noted this has progressed under the NFR project, however, it remains an area of concern identified due ongoing need to further develop and expand benefits received by local communities. *Mitigation:* TFS should continue to build on and scale-up activities associated with the mitigation measures identified in the ProDoc. TFS should also recognize a resilient tourism development strategy which is able to withstand shocks such as the COVID-19

Risks Identified in ProDoc	Pro Doc	TE	Mitigation Measures Indentified in ProDoc	Terminal Evaluation Comments
			(staffing, training, equipment, vehicles) for NFRs and constructing/upgrading basic infrastructure (roads, footpaths, signage, offices, ranger outposts) in NFRs. Further, the project will invest in improving the working relationships with households and village governments located adjacent to NFRs. This project investment should then create a more stable, enabling environment for private sector investment in NFRs.	pandemic, should be diverse, including domestic, regional and global tourist markets and a wide variety of activities for all ages, interests and income levels. **Note:** Due to restrictions associated with the Covid-19 pandemic limited community stakeholder visits were made as part of the TE.

3.1.3 Lessons from other relevant projects incorporated into project design

89. Tanzania has been fortunate to have the involvement of several international and nationally funded initiatives implemented by government and NGOs to improve the protection and management of Tanzania's forests and to implement programs that engage local communities in Participatory Forest Management (PFM), through Joint Forest Management (JFM) within reserved forests and Community-Based Forest Management (CBFM) outside reserves within village-owned lands.

90. These efforts have identified the following key elements that were included in the design of the FNR project:

- identify and protect the important ecosystem values associated with forests managed by TFS;
- engage local communities in JFM and benefit sharing to address the most significant threats to Tanzania's forests caused by fire, agricultural expansion, and illegal timber harvesting;
- improve legislation for investment and benefit sharing associated with NFR; and
- enhance the capacity (staff and infrastructure) of TFS to manage NFR.

3.1.4 Planned Stakeholder Participation

91. Report section 2.7 idenfities all project stakeholders and their anticipated roles in the FNR project.

92. TFS has established good working relationships with various NGO and CSO organisations according to shared interest in conservation and development. Among the major partners are, Wildlife Conservation Society (WCS) in Mount Rungwe NFR, The Tanzania Forest Conservation Group (TFCG) in Minziro and Chome NFR (and partly in Amani NFR). At Uzungwa Scarp NFR the project worked with the Southern Tanzania Elephant Program (STEP) and the Tanzania Forest Conservation Group

93. The Eastern Arc Mountains Conservation Endowment Fund (EAMCEF) is the most important and active partner across all eight NFRs in the Eastern Arc Mountains.

94. The TFS does not have a strong history of collaboration with the private sector in the management of NFRs. This FNR project has been a catalyst for change, leading the way for greater PPP supported by new legislation which supports private investment in NFR tourist development.

95. The NFR staff are working with surrounding communities to develop income generating activities that improve the livelihoods of the surrounding populations - with successful examples of projects that are farming butterflies for export, keeping bees to make honey, growing timber and fruit trees for commercial gain, and working with small scale revolving loan systems that provide local finance for various activities.

Gender mainstreaming in project design

96. No gender analysis was carried out by the project. This would have been useful particulary given the fact that forestry in Tanzania, especially at the higher levels, is very much dominated by men. As such, there is a need to work towards a better understanding and appreciation of the importance of gender issues. There is also a need to improve the participation of women in natural resource governance and decision making.

97. There are a number of activities associated with Outcome 2 around income generating opportunities that warrant careful inclusion of gender. For example, Butterfly farming is known to be mainly an occupation of women in the East Usambara Mountains; Beekeeping is known to be almost exclusively done by men in terms of the hive keeping activities and women participate in honey production activities; Tree planting is done by either men or women; and Eco-tourism activities include, tour guides generally men and those working in guesthouses and cooking are mainly women. These gender differences should be examined in a gender study to see where they hold true and where it may be possible to create greater gender balance in Tanzanian society.

98. The FNR project has indicated that it has considered gender by involving both men and women, boys and girls in project implementation, including distribution of benefits among stakeholders and participation and involvement in governance mechanisms. For example Village Natural Resource Committees (VNRCs) are reported to have at least 30% of its members being women, with most VNRCs having between 10 to 15 members. The FNR project reports that is has given priority to women in many forest activities as casual labour, such as conducting joint patrols; boundary maintenance or clearance;

road maintenance and nursery operations women are prioritized for this work. It is recognized that the money earned from this employment benefits the family at large. FNR project reports have not, however, provided gender disaggregated data for analysis by the TE.

3.1.5 Replication Approach

99. The original project design was building on (replicating) an expanding NFR network, starting with five NFRs. As demonstrated by the fact that the project had a planned expansion of five new NFRs, replication in the context of gazetting NFR has proceeded very well given that a total of 13 new NFR have been gazetted, for a total of 19 NFR at the end of the FNR project. Three additional FNR have also been proposed for gazettement (see Table 1).

100. There is also the need to consider replication in the context of tourism development. The project intended to establish two new PPP concession/lease agreements demonstrating ecotourism development opportunities in NFR. One PPP is at advanced stage of development in Magamba NFR and another PPP at Amani NFR is under discussion. Delays were encountered in development of PPP, but the FNR project was eventually able to bring about the legislative changes necessary for the PPP model to operate in NFRs. To fully achieve the financial sustainability of TFS NFR operations, as articulated in the project objective, there remains a need to signifantly expand (replicate) the PPP model to generate the level (amount) of tourism income required to fund TFS NFR operations.

101. The FNR project also established a good working relationship with TANAPA to jointly scale-up tourism in NFR and with the Tanzania Tourist Board to market tourism opportunties.

3.1.6 UNDP's comparative advantage

102. UNDP's comparative advantage lies in its capacity to support governments in accessing finance, encouraging innovation for development and provide technical and legal advice. In addition, UNDP is a key provider of integrated services and platforms in support of a coherent UN system approach towards the achievement of the SDGs

3.1.7 Linkages between project and other interventions within the sector

103. The project was designed to link with ongoing initiatives in the country particularly at the targeted sites. During the commencement of the project a number of NGOs and government interventions were ongoing in the project sites. These included for example JFM and CBFM interventions by central and local governments respectively, community level livelihood interventions by EAMCEF, and protection interventions by both WWF and TFCG. The project managed to coordinate with these interventions and in some cases created synergies through co-financing arrangements.

104. There is a strong linkage between the UNDP GEF Sustainable Land Management project which began in 2016 and is being implemented in the Uluguru and East Usambara Mountains of Tanzania and the ability of the FNR project to contribute to watershed protection of the Ruvu River and Zigi River watersheds in the Eastern Arc Mountains.

3.1.8 Management Arrangements

105. The FNR project is executed by TFS, the government agency which leads protection and mangement of NFR. TFS is part of the Ministry of Natural Resources and Tourism (MNRT) and as such has access to the experience and resources of supporting sectors within MNRT such as, wildlife, tourism and forest and beekeeping that can provide direct support relevant to NFR management.

106. The TFS has overall responsibility for achieving the project goal and objectives with direct responsibility for creating the enabling conditions for implementation of all project activities including forging partnerships and working closely with all partner institutions, mainly the LGAs and NGOs, to link the project with complementary initiatives in the respective NFRs.

107. A small Project Coordinating Unit (PCU) embedded within TFS was established to manage the FNR project, consisting of a Project Coordinator (PC) and Project Administrative Assistant (PAA), supported by the Head of the Resources Management Directorate (DRM) acting as the Project Director (PD) to provide strategic oversight and guidance to project implementation with part time support from a Senior Technical Advisor and input from UNDP CO staff.

108. The set up differs from many UNDP GEF projects that establish a fully funded Project Management Unit (PMU), which may be physically located within a government office, but generally operates in isolation of other government staff and operations for the duration of the project and is then disbanded at project closure with the knowledge and experience of PMU staff lost. The FNR project PCU approach is excellent, in that at project closure the office and staff will in large measure remain in place conserving the knowledge and experience of project staff and providing the best possible chance to continue to implement project activities post-project as a normal part of TFS operations. The PCU staff are on regular TFS remuneration which saved project resources that would have otherwise been used for putting in place a parallel PMU.

109. The MTR also noted the importance of UNDP and the TFS having negotiated an unwritten agreement that the PC and PAA would not be allocated duties outside the coordination of the FNR project, and that the PD would allocate sufficient time to provide the oversight and guidance needed for the project. In addition, they agreed that the project team would not be transferred to other sections for the duration of the project.

110. The FNR project has a Project Steering Committee (PSC) constituted to serve as the executive decision making body for the project and to ensure the project remained on course to achieve project targets. The PSC is made up of representatives from:

    (i)   the MNRT Policy & Planning and Forest Beekeeping Division (FBD);

    (ii)   the President's Office, Regional Administration and Local Government (PO -RALG)

    (iii) the Vice President's Office - Division of Environment GEF Operational Focal Point (VPO-DoE);

    (iv) National Environment Management Council (NEMC);

    (v)   UNDP;

    (vi) representatives from the Regional Secretariats from Mbeya, Iringa, Morogoro, Kagera, Tanga, Kilimanjaro and Lindi regions; and

    (vii) representatives from the Private Sector and NGOs namely the Tanzania Forest Conservation Group (TFCG), the World Wide Fund for Nature (WWF TCO) and the Mazingira Network Tanzania – MANET (an umbrella organization for environmental NGOs).

111. The PSC co-chaired by TFS and UNDP CO met 12 times from September 2015 to February 2020. Having some meetings located at various NFR to provide a learning environment for PSC members. The PSC also hosted innovative "virtual meetings". This innovative arrangement worked well and meeting minutes suggest the PSC assessed the key project issues and provided the direction needed for successful completion of project tasks.

112. The FNR project had access to an international Senior Technical Advisor (STA), hired on a part time basis. The STA has considerable experience in PA planning and management in East Africa and considerable knowledge of Tanazania, thereby bringing important knowledge and experience to the project.

113. The PCU is also provided assistance from UNDP CO through the UNDP project management team including the UNDP project manager, and UNDP project finance staff and technical staff on an as needed basis such as for project Monitoring and Evaluation (M&E).

3.2 Project Implementation

3.2.1 Adaptive management and feedback from Monitoring and Evaluation activities

114. The FNR project has not encountered significant barriers during implementation that required aggressive adaptive management of the project design.

115. Regular meetings of the PSC provided input with recommendations used to successfully implement FNR project activities.

116. The MTR provided favorable ratings in regard to project design and implementation and identified overall sustainability of the FNR project as "unlikely" (see Table 6). The poor rating for overall sustainability was related to significant risks of financial and socio-economic sustainability (Table 6).

Table 6. FNR Project Mid-Term Review Criteria and Ratings

MTR Review Criteria	Rating
Project Strategy - Project design Results Framework/ Logframe	Satisfactory
Progress Towards Results	Satisfactory
Management Arrangements	Satisfactory
Work Planning	Satisfactory
Finance and co-finance	Highly Satisfactory
Project-level Monitoring and Evaluation Systems	Highly Satisfactory
Stakeholder Engagement	Satisfactory
Reporting and communication	Satisfactory
Overall Sustainability a. Financial risks to sustainability b. Socio-economic risks to sustainability c. Institutional Framework and Governance risks to sustainability d. Environmental risks to sustainability:	Unlikely a. Significant b. Significant c. Insignificant d. Insignificant

117. The MTR identified issues of concern in regard to sustainability and made 18 recommendations to which the PCU and UNDP prepared a management response with actions to address all recommendations.

118. Noteworthy is that despite implementation of MTR management response actions, many of the issues indentified in the MTR continue to be of concern at project closure due to the limited time within the life of the FNR project to fully develop and obtain return on investment from new tourism ventures. Notable from the MTR report are the following:

  (i) **MTR Conclusions** (paragraph 120): Sustainability of the project interventions hinges on guaranteed financial sustainability. While TFS demonstrates confidence for continued support in the management of the NFRs, the infancy of revenue generation from these reserves leaves the NRs management susceptible should TFS fail to sufficiently provide the needed financial resources.
  (ii) **MTR Recommendation 4**: Between 2015 and 2017, six additional NRs were gazetted. The success has renewed enthusiasm for expansion of new NRs including the Magombera Forest Reserve. While this is a positive development, it is recommended that addition of new NRs be undertaken strategically in consideration of the necessary facilitation that will be required including development of the basic infrastructure and technical and institutional capacity to run them.
  (iii) **MTR Recommendation 5**: The fundamental incentive for community participation in JFM is an assurance of tangible benefits. The established NFRs are yet to generate adequate revenues for sharing. Complementary income generating activities are being promoted outside the NFRs as an alternative incentive. It is recommended that adequate support be provided for these income generating activities for communities to realize adequate/significant benefits for renewed JFM co-management with local communities.

Rating: Highly Satisfactory (HS)

3.2.2 Partnership arrangements

Main partnership arrangements for implementation:

119. The TE report section 2.7 outlines the main stakeholders and their proposed engagement in the FNR project.

120. Key successful partnership arrangements are those with NGOs who have actively participated in the project namely, TFCG (Mkingu and Chome), Friends of Usambara, WCS and AWF (Mt Rungwe NR), WWF TCO (Udzungwa) and the EAMCEF for the eight NRs within the Eastern Arc Mountains NRs namely Chome, Magamba, Nilo, Amani, Mkingu, Uluguru, Kilombero and Uzungwa Scarp).

121. Partnership with local communities has been achieved by working with LGAs in the development of JFM MOU for benefit sharing and active engagement in the protection and management of NFR.

122. The FNR project has also established an important partnership with TANAPA to collaboratively build joint eco-tourism opportunities based on their shared infrastructure and the attraction of their unique tourism destinations.

123. FNR project implementation has included efforts to establish private sector engagement, including efforts by UNDP and TFS to mobilize further resources from TOTAL corporation and PPP supporting tourism development.

Mobilization of stakeholders

124. Mobilization and engagement of stakeholders was an important driver of achieving project results. Of particular importance was the engagement of LGAs and local communities to participate in activities such as JFM and alternative income generating activities that would lead to reduced threats to NFRs (i.e. achivement of the FNR project Objective) and the engagement of the private sector in tourism development intended to create sustainable finacing for TFS and benefit sharing for local communities (i.e. achievment of FNR project Outcome 2)

125. The mobilization of key stakeholders began with the FNR project Inception Workshop held in September 2015. Ownership was built by introducing stakeholders to the project design, including an understanding of their roles and participation in project activities intended to achieve the Objective and Outcomes of the project.

126. The FNR project has not achieved a sufficient level of engagement of private sector stakeholders to drive the development of eco-tourism in NFRs. The MTR noted this as an issue and it remains an issue the end of the project. Constraints to private sector engagement may be related to the need for TFS to more fully establish the infrastructure of NFR required to support tourism development and for pilot models of ecotourism in NFR to be established to demonstrate the potential value of eco-tourism development.

Participatory process for the implementation of the project

127. A key participatory process of the FNR project is the engagement of local communities in JFM MOU and benefit sharing activities. The MTR reported JFM MOU were developed in a participatory process that involved engaging the Village Assembly to endorse them, Ward Councils to review and endorse, and Full District Council to approve for TFS. Some JFM MOU were facilitated by partners including TFCG (Mkingu and Chome NRs), and WCS (Mt Rungwe NR). Similar active participation engagements was noted by the MTR in the establishment of Village Natural Resource Committees (VNRC).

128. The FNR project has had a participatory process in the context of the PSC membership including a wide range of relevant stakeholders that have an interest in NFR protection and management. This includes representation of national government, LGAs, NGOs and the private sector.

Rating: Satisfactory (S)

3.2.3 Project Finance

129. The FNR project finances are provided in Tables 7 and 8 below. Project annual expenditures have proceeded incrementally with totals that are inline with the project budget indicating an orderly and timely disbursement of funds on project activities. The total expenditure for management was substantially less than the ProDoc budget, highlighting the efficiency achieved through establishment of the PCU in TFS utilizing existing salaried staff.

130. All FNR project co-financing was realized and several sources of co-financing substantially exceeded the original endorsement amounts (Table 8). Co-financing has made a substantial contribution to the FNR project budet, constituting 83% of the FNR project budget.

Table 7. Annual Project Expenditures

Project Budget GEF, GOVT CS&TRAC		Project Annual Expenditures (GEF, GOVT CS & TRAC) US$						
Project Outcomes	Budget Per ProDoc	2015	2016	2017	2018	2019	2020	TOTAL
Outcome 1	3,499,437	324,323	1,255,870	1,015,966	1,239,991	91,665	35,614	3,963,429
Outcome 2	1,842,000	78,856	250,017	542,849	82,193	218,887	144,012	1,316,814
Management	418,000	14,346	56,895	73,225	27,777	11,951	4,335	188,528
TOTAL	5,759,437	417,525	1,562,782	1,634,057	1,349,962	322,503	183,960	5,468,771

Table 8. Assessment of Project Co-Financing

Source of Co-financing	Name of Co-financer	Type of Co-financing	Amount of endorsement	Amount Contributed at Midterm Review (US$)	Amount Contributed at Terminal Review (US$)	Percent of Endorsed Amount
(US$)	(US$)	(US$)	(US$)	(US$)	(US$)	%
Government of Tanzania	TFS	In kind – salaries and operations	15,000,000	6,250,000	16,250,000	108
Government of Tanzania	TFS	Own income	300,000	200,000	1,079,437	360
EU	TFCG	In kind	1,800,000	1,440,000	2,940,000	163
USAID	WCS	In kind	400,000	200,000	400,000	100
NGO	WWF	In kind	400,000	400,000	600,000	150
	UNDP	Grant - Trac	1,000,000	149,618	1,001,288	100
	EAMCEF/ Friends of Usambara	Grants for EAMCEF Mts NRs	700,000	714,286	972,834	139
GEF	UNDP	Grant	4,100,000	3,161,014	3,853,899	94
		Totals	23,700,000	12,514,917	27,097,458	114

Rating: Highly Satisfactory (HS)

3.2.4 Monitoring and Evaluation: design at entry, implementation, and overall assessment

131. A Monitoring and Evaluation (M&E) plan was prepared for the FNR project which includes two components, one addressing the target indicators in the project's SRF and the other M&E of Project Performance. Both components utilize the key indicators found in the logical framework.

132. Monitoring of project management and supervision, is therefore based on successful and timely completion of tasks which provide data used to assess the SRF indicators. Although not explicit, the

need to improve efficiency and overall effectiveness of project implementation would be based on missed timelines for project activities and/or uncompleted tasks as reported in quarterly reports or annual Project Implementation Reports (PIR).

133. Reporting on SRF indicators to UNDP CO and UNDP GEF Unit and to the PSC allows for analysis and feed back to the PCU and adaptive management of project activities as necessary to achieve project outputs.

134. An important aspect of the M&E plan is the fact that SRF indicators were designed to ensure a standardized approach to data collection across all NFR. This contributed to the quality of data and the ability to compare data collected from different NFR.

135. The FNR project has used several comprehensive monitoring tools, including:

(i) *Financial sustainability scorecard* a tool developed by UNDP to investigate financing systems as a critical foundation to successful PA management.
(ii) *Capacity development indicator scores* a tool developed by UNDP to assess and monitor progress being made to develop systemic, institutional and individual capacities that are critical to meeting global environmental sustainability; and
(iii) *Management Effectiveness Tracking Tool* (METT) scorecard, a well tested tool which is based on the World Commission on Protected Areas (WCPA) framework which asks questions regarding:
    o Context - Where are we now?
    o Planning - Where do we want to be?
    o Inputs - What do we need?
    o Processes - How do we go about it?
    o Outputs - What were the results?
    o Outcomes - What did we achieve?

136. UNDP conducted a Micro Assessment of TFS in 2016, none of the financial areas assessed showed significant or high risk, indicating good financial management on all levels by TFS.

Mid-Term Review:

137. A Mid-Term Review (MTR) of the FNR project was conducted in 2018, representing the midpoint of the five year project. The review was thorough and the MTR comprehensive and well written.

138. The MTR made 18 recommendations and a management response was prepared by the PC and UNDP CO that agreed with all recommendations and provided key actions to address the concerns noted by the MTR.

Overall assessment:

139. M&E has been well organized through appropriate planning, record keeping and reporting. The FNR project has responded to the results of M&E by expanding some activities, forming new partnerships and focusing on areas of concern.

Rating: Highly Satisfactory (HS)

3.2.5   Implementing Agency (UNDP)

140. The UNDP CO and the TFS PCU have a good working relationship and project implmentation has proceeded without major incident.

141. UNDP CO has assisted in the promotion of the FNR project at national and local levels including newsletters, journals, calendars and signboards.

142. The UNDP CO review of project finances, disbursements and reporting have ensured the TFS management of the project is based on sound financial and project management systems. UNDP CO has supported audits of TFS that confirm sound project and financial management.

143. UNDP CO has participated in project oversight and decision making through their active participatio in the PSC and their review and approval of FNR project quarterly progress reports and annual work plans.

144. UNDP CO has annually prepared comprehensive Project Implementation Review (PIR) reports tracking progress towards achievement of the project objective and outcomes.

Rating: Highly Satisfactory (HS)

3.2.6   Project Exit Strategy

145. The purpose of a project exit strategy is to ensure the orderly closure of a project and the long-term sustainability of the project in the context of its Theory of Change, articulated by the project goal "*Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services*". The exit strategy informs participating stakeholders and beneficiaries that project support will end on a specific date and outlines the roles and responsibilities of stakeholders and beneficiaries to sustain project activities once the project has closed therby ensuring the continuation of activities initiated by the project.

146. An important role of an exit strategy is addresseing sustainability in the context of the need to replicate and scale-up successful project activities. This is done through the development of a long-term strategy that outlines a process intended to build on the successes of the project, to expand and reach the full complement of activities necessary to achieve the long term vision of the project articulated by the project goal.

147. To enhance the likelihood that project activities will be scaled-up an exit strategy should identify lead and supporting roles and responsibilities for implementation, budgets, funding mechanisms, prioritized locations (both geographic and stakeholders) and a timeline that outlines the steps of an achievable process to implement the actions identified, over a specified period of time.

148. The FNR project Exit Strategy provided for review by the TE is dated March 2020 with project closure scheduled June 30th, 2020. Given the activities identified in an Exit Strategy it is preferable the strategy be completed earlier in the project cycle (e.g. minimum one year before project closure) to allow sufficient time for implementation.

149. The FNR project Exit Strategy clearly addresses sustainability of project activities, providing an excellent rationale (or goal) and objectives as follows:

This Exit Strategy outlines the issues and approach to mainstream project outputs and services into plans and strategies of TFS. This is necessary in order to ensure sustainability of the project interventions beyond its lifecycle. It also provides an opportunity to advocate good practices and lessons learnt from the implementation of the Project.

The specific objectives include:
  i.   Ensuring the long-term persistence of the network of NFRs in the country; and
  ii. Ensuring management effectiveness and financial sustainability through PPP and eco-tourism.

150. The Exit Strategy identified six key project achievements to be sustained, strategies to achieve these and responsible institutions to implement the strategies. The six achievements identified are as follows:

   1. NFR Declaration
   2. NFR management effectiveness
   3. NFR values appreciated
   4. Tourism Development and Financial sustainability
   5. Private-Public Partnerships and Concessions within NFR
   6. Community management of NFR

151. The Exit Strategy briefly outlines monitoring and evaluation but does not indicate the agency responsible to carry this out, though presumably TFS will be responsible. It will be in the interest of TFS and UNDP to monitor and understand the efficacy of the exit strategy in the context of project sustainabilty.

152. Implementation of the FNR project Exit Strategy during the final year of the project should result in feedback and commtiments from the TFS (and other responsible institutions identified) in the form of policies, work plans, activities underway or completed, budgets, sources of funding, etc., that provide assurance the strategies identified have a high probability of sustainability.

153. The TE has obtained strong verbal commitments from TFS staff that, project activities will continue post-project. TFS also referred to the current and expected continued increases in revenue generated from NFRs and an increaseing annual government budget made available to TFS. These are positive indicators that will help support implementation of the Exit Strategy.

Rating: Highly Satisfactory (HS)

3.3 Project Results

3.3.1 Overall Results - Attainment of project objective and outcomes

154. Table 9 below provides a summary evaluation for the FNR project. Detailed evaluation supporting each of the ratings are provided in the associated evaluation report sections below (see Appendix 7 for TE rating scale).

Table 9. Overall Results of Terminal Evaluation Findings

Monitoring and Evaluation	rating+	Implementing Agency (IA) & Executing Agency (EA) Execution	rating+
M&E design at entry	HS	Quality of UNDP Implementation – Implementing Agency	HS
M&E plan Implementation	HS	Quality of Execution - Executing Agency	HS
Overall quality of M&E	HS	Overall quality of Implementation / Execution	HS
Assessment of Outcomes	**rating+**	**Sustainability**	**rating+**
Relevance	R	Financial resources	ML
Effectiveness	MS	Socio-political	L
Efficiency	S	Institutional framework and governance	ML
Overall Project Outcome Rating	S	Environmental	ML
		Overall likelihood of sustainability	ML

+ HS highly satisfactory; S satisfactory; MS moderately satisfactory; U unsatisfactory HU highly unsatisfactory;

+ R relevant; NR not relevant;

+ L likely; ML moderately likely; MU moderately unlikely; U unlikely.

155. The available data was used to assess end-of-project progress towards achieving the indicators identified for the project objective and two project outcomes. See table 10 below.

Table 10. Terminal Evaluation of FNR project progress towards achieving the objective and expected outcomes at end of project

Strategic Framework	Indicator	Baseline (2012/2013)	Targets (End of Project)	Source of verification	Terminal Evaluation of End of Project Situation	Rating
Project Objective To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network in response to the threats to biodiversity.	• Number and extent (ha) of formally gazetted NFRs	• 5 • 186,883 ha	• 11 • 305,600 ha	• Government Notice of declaration	• 19 plus 3 proposed • 901,083 ha	• HS
	• Financial sustainability scorecard for NFR network	• 21%	• 35%	• Project review of Financial Sustainability Scorecard	• 51%	• S
	• Capacity development indicator score for TFS	• Systemic: 59% • Institutional: 50% • Individual: 55%	• Systemic: 62% • Institutional: 58% • Individual: 62%	• Project review of Capacity Development Indicator Scorecard	• Systemic: ? • Institutional: ? • Individual: ?	• S
	• Management Effectiveness Tracking Tool (METT) scorecard • All NFRs • Existing NFRs (5) • Proposed NFRs (6)	• All NFRs (11): 38% • Existing NFRs (5): 42% • Proposed NFRs (6): 33%	• All NFRs: >51% • Existing NFRs: >52% • Proposed NFRs: >48%	• Project review of METT scorecard	• ProDoc All NFR (11) – 75% • Actual All NFR (17) – 71% • Existing NFR (5) – 74% • Proposed NFR (6) – 76% • New NFR (6) – 64% (Note – two additional FNR and three proposed FNR were added following completion of the METT score card)	• HS
	• Income/annum (US$), by source, from: • TFS budget • Donor income • Own income	• TFS budget: US$1,763,000 • Donor income: US$150,000 • Own income: <US$10,000	• TFS budget: >US$2,500,000 • Donor income: >US$300,000 • Own income: >US$100,000	• TFS annual report and financial audit	• TFS budget: US$ 482,358.08 • Donor Income: 200,000 • TFS NFR Income (2019): US$77,824	• U
	• Number of endemic and threatened species effectively conserved in formally gazetted NFRs	• Site level endemics: 129 • Threatened animals: 12	• Site level endemics: >195 • Threatened animals: >34	• Research and monitoring data/ reports	• Site level endemics 266 • Threatened animals 93 • Threatened plants 108	• HS
Assessment of the achievement of the Objective: HS						

Strategic Framework	Indicator	Baseline (2012/2013)	Targets (End of Project)	Source of verification	Terminal Evaluation of End of Project Situation	Rating
	Outputs: 1.5 The conservation status and boundaries of six NFRs are secured 1.6 The core staffing complement, infrastructure and equipment in six NFRs is in place **1.7 The governance of, and benefit-sharing in, six NFRs is strengthened** **1.8 The capacity of the TFS to plan and manage the six NFRs, as part of a wider network of NFRs, is improved**					
Outcome 1 Consolidating and improving the management of the NFR network	• Number of active Reserve Management Plans in the six targeted NFRs	• 0 (4 are outdated)	• 6	• Management Plans • NFR quarterly/ annual reports • Project reports	• 14 NFRs have approved and signed management plans which is more than double the initial target of 6	• HS
	• Extent (km) of boundaries adequately demarcated and routinely maintained in the six targeted NFRs	• ~210km	• 661km	• NFR quarterly/ annual reports • Project reports	• 1,540 km of boundaries clearly demarcated, and 519 km routinely maintained in all NFRs. • The original target was low because it was intended to cover six NFRs only	• HS
	• Number of the targeted NFRs with all entry points adequately signposted and secured	• 0	• 6	• NFR quarterly/ annual reports • Project reports	• 12 NFRs have entry points adequately signposted and secured	• HS
	• Number of ranger staff in the six targeted NFRs who are adequately equipped	• 0	• 60	• NFR quarterly/annual reports • Project reports	• 107 ranger staff in place in NFRs • Process to replace 7 retired conservators is ongoing • Recruitment to fill posts of transferred conservators ongoing	• HS

	• Number of the targeted NFRs with functional basic transport and infrastructure (i.e. minimum of 2 operational vehicles, 4 operational motorbikes, one administrative office and 3 functional ranger outposts).	• 2 (but not fully functional)	• 6	• NFR quarterly/ annual reports
				• Project reports
					• NFR basic transport and infrastructure:
					  o vehicles - 17
					  o motorbikes - 35
					  o administration office - 9
					  o ranger posts - 24
						• HS

	• Extent (km) of footpaths and roads in the six targeted NFRs under routine maintenance (clearing, steps, drainage, signage)	• Roads: ~17km • Footpaths: ~34km	• Roads: 158km • Footpaths: 230km	• NFR quarterly/ annual reports • Project reports	• Roads: 174 km • Footpaths: 249 km • These numbers apply to all 17 NFR versus target six NFRs • Access roads and footpaths to most NFRs is still a challenge.	• S

Strategic Framework	Indicator	Baseline (2012/2013)	Targets (End of Project)	Source of verification	Terminal Evaluation of End of Project Situation	Rating
	• Number of targeted NFRs with signed MOUs with all affected villages, and an operating joint co-management structure.	• 0	• 6	• MOU's • NFR quarterly/annual reports • Project reports	• MOUs completed 169 MOUs • Most MOUs signed at community level but not yet signed at higher levels, as such, communities have yet to realize benefits from MOUs.	• S
	• Value (US$) of funding raised in support of the development and implementation of community-based livelihood opportunities for villages with signed MOUs with the six targeted NFRs	• <US$10,000/ annum	• >US$100,000/ annum	• NFR quarterly/annual reports • Project reports	• US$100,653 (per annum?) • Raised through co-financing arrangements with Eastern Arc Mountains Conservation Endowment Fund, local government and other minor donors	• S
	• Number of NFR and TFS-support staff completing technical, conservation, enforcement, communications and tourism skills development courses and training programmes	• N/A	• 40	• NFR quarterly/annual reports • TFS Annual Report • Project reports	• 108 FNR project and TFS-support staff completed technical, conservation, enforcement, communications and tourism skills development courses and training programs in various institutions	• HS
	• Number of FNR project working forum meetings/annum	• 0	• 4	• FNR quarterly/annual reports • Project reports	• >4 forum meetings per annum • total of 29 working forum/ meetings conducted over five years	• HS
Assessment of the achievement of the Outcome 1: HS						

Strategic Framework	Indicator	Baseline (2012/2013)	Targets (End of Project)	Source of verification	Terminal Evaluation of End of Project Situation	Rating
	Outputs: 2.4 The commercial development of tourism and recreational facilities and services in the NFRs is implemented through PPPs 2.5 The destinations, attractions, facilities and services in NFRs are effectively marketed to target audiences 2.6 Other income-generating activities in targeted NFRs are identified and tested					
Outcome 2 Strengthening the financial sustainability of the NFR network	• Number of subsidiary NFR Tourism Development Plans	• 0	• 11	• Tourism Development Plans • FNR quarterly/ annual reports • Project reports	• 13 Subsidiary NFR Tourism Development Plans in place	• HS
	• Number of nature-based tourism and/or recreational concessions/ leases awarded and under development in NFRs	• 0	• 2	• Concession/ lease agreements • TFS Annual Report	• 1 at advanced stage of development at Magamba NFR • 1 PPP at Amani NFR is under discussion	• S
	• Income/annum (US$) to NFRs from nature-based tourism concessions/ leases	• US$0	• >US$10,000/ annum	• TFS Annual Report and Financial Audit	• UD$0	• U
	• Number of individuals from NFR-adjacent villages benefiting directly from tourism concessions/ leases (construction and/ or operational phases)	• 0	• >100	• Project Reports • Concessionaire reports • FNR quarterly/ annual reports	• Over 200 individuals from adjacent villages are directly benefiting ***Note:*** The benefits for 200 individuals are not related to tourism concessions or leases (construction and/ or operational phases)	• U
	• Number of visitors/annum to NFRs	• Day: <2000 • Overnight: <300	• Day: >5000 • Overnight: >500	• FNR quarterly/ annual reports • TFS Annual Report	• Day: 1,560 • Overnight: 68 ***Note:*** The available data in PIR 2019 requires clarification	• U
	• Number of, and income (US$/annum) from joint venture bee and butterfly farms in NFRs	• Number: 0 • Income (US$/ann): US$0	• Number: >4 • Income (US$/ annum): >US$50,000	• Farm operator annual and financial reports • FNR quarterly/ annual reports	• Number: 2 • Income: US$ 403 ***Note:*** The available data in PIR 2019 requires clarification	• U
	• Financial plan for NFR network	• Yes	• No	• Financial Plan • Project reports	• Financial plan for NFR network is under development	• U
	• Additional ring-fenced income (US$/annum) raised from new/ additional donor sources for NFR development and management	• N/A	• >US$300,000	• TFS Annual Report and Financial Audit • Project Reports	• US$ 72,421	• U
Assessment of the achievement of the Outcome 2: MS						

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3.3.2 Relevance

156. The FNR project is highly relevant globally, nationally and locally in regard to meeting Tanzania's commitments to the protection of native habitats and biodiversity, reduction and sequestration of GHG and human development goals:

- *Internationally* – supporting Tanzania's participation in the Convention on Biological Diversity (CBD), United Nations Framework Convention on Climate Change (UNFCCC), and Sustainable Development Goals (SDG)
- *Nationally* – contributing to Tanzania's implementation of the National Biodiversity Strategy and Action Plan, Tanzania Forest Services Agency Strategic Plan, National Environment Policy, National Policy for Tourism, National Energy Policy, and National Strategy for Growth and Reduction of Poverty.
- *Locally* – working with communities through the Village Land Act and PFM to address the key drivers of habitat destruction and degradation while also providing opportunities for improved livelihoods.

157. The relevance of the FNR project is also noted in the context that it provided an opportunity for TFS to review, understand, acknowledge and promote the very important forest assets which they manage. The FNR project has secured the long term protection of NFRs by recognizing the ecosystem services they provide, their biodiversity conservation values and the sustainable tourism opportunities they can provide including alternative income generating activities for local communities and a sustainable revenue source to share with local communities and support TFS's NFR management needs.

Rating: Relevant (R)

3.3.3 Effectiveness

158. The extent to which the objective and outcomes have been achieved is assessed based on the targets established at the initiation of the project. Section 3.3.1 provides a detailed assessment and rating for all indicators and has provided the following overall ratings:

> *Project Objective* – "Highly Successfull";
>
> *Outcome 1* – "Highly Successful"; and
>
> *Outcome 2* – "Moderately Satisfactoryl"

159. The FNR project has been very effective in advancing TFS initiatives to value and protect forest reserves creating a NFR network with representation of a wide range of environments across Tanzania and in some cases increasing the ecological integrity and resilience of NFR through enlargement and connection to adjacent natural areas. This represents a paradigm shift within TFS, with the organization broadening its mandate from a singular focus on timber production to a broad, comprehensive focus which includes multiple social, environmental and economic values of forests.

> *PREVIOUSLY IF YOU WERE ASSIGNED TO WORK IN A FOREST RESERVE IT WAS LIKE BEING BANISHED. NOW THERE IS A HIGH STATUS ASSOCIATED WITH BEING POSTED TO A NATURE FOREST RESERVE*
>
> TFS Staff Member

160. The rating of "Moderately Satisfactory" for Outcome 2 "*Strengthening the financial sustainability of the NFR network*" highlights where the FNR project was less effective than anticipated having achieved two of the eight targets established in project design. The consequences of the poor achievement of Outcome 2 are extremely important to the long term sustainability of the NFR network as discussed in report section 3.3.7 Sustainability.

161. The FNR project ProDoc, Inception Report and MTR do not raise the issue of legislation required to support activities in Outcome 2. The development and approval of government legislation is typically a lengthy process and can be difficult to accomplish within the time constraints of a five year project. Fortunately Government Notice 85 *The Forest (Eco-Tourism Facilities Concession) Regulations, 2020* was published on 7th February, 2020. This legislation will facilitate tourism development in NFR going forward. Had this legislation been in place earlier more of the targets in Outcome 2 may have been met.

Rating: Moderately Satisfactory (MS)

3.3.4   Efficiency

162. The FNR project has been efficient in the completion of tasks within budget and timelines associated with establishing an effective NFR network. This has required efficiencies in terms of the considerable funds spent on successful infrastructure development, including:

(i)   the planning and construction of new offices;

(ii)   the renovation and expansion of existing offices;

(iii)   the procurement of vehicles (4x4, motorcycles);

(iv)   labour contracts to clear boundaries, improve access roads and develop tourism trails; and

(v)   installation of NFR access gates and signage.

163. The FNR project has been efficient in the context of exceeding 14 of the 24 project targets. Some targets have been exceeded as a result of the commitment of additional co-fiancancing by TFS.

164. The inefficiency of the FNR project is associated with the inability to complete tasks associated with tourism development in Outcome 2. These tasks are intended to establish sustainable financing arising from tourism development. One cause of the inefficiency may be an early focus of the project on tasks associated with the Objective and Outcome 1, with 81% and 48% of their repective bugets expended as of 18th February, 2018 (MTR report) with only 35% of the Outcome 2 budget expended.

165. The tasks associated with increasing revenue from tourism development require a suitable foundation of infrastructure and capacity development, hence it was reasonable for the project to focus on tasks in the Objective and Outcome 1, which included infrastruture and capacity development for tourism.

166. Tourism development occurs incrementally with an interplay between investors taking on the risk of tourist development, tourists recognizing the value of nature-based tourism opportunities in NFRs and the intentional and informal maketing of tourism opportunities that attracts more investment and visitors over time.

167. The effiency of the FNR project in regard to Outcome 2 was challenged by the realities of tourism development needs at the outset of the project in regard to infrastructure, capacity and legislation needed to efficiently emabark on and complete Outcome 2 tasks.

Rating: Satisfactory (S)

3.3.5   Country Ownership

168. The success and sustainability of the FNR project is reliant upon country ownership by stakeholders that include national government, LGAs, local communities, the NGO community and the private sector. Ownership is demonstrated by active participation and financial commitments made to the project and by less tangible but important ways in which the ideology of the project was embraced by stakeholders.

169. The national government has shown strong ownership with TFS having expanded the NFR network far beyond what was envisioned in project design and through enhanced fiancial contributions to project related activities. Completion of the legal requirements gazetting NFRs and the development and approval of new legislation needed to support ecotourism development in NFRs, clearly demonstrate the national government is committed to the NFR network. At the national level TFS has established good and mutually benefical working relationships with TANAPA and the Tanzania Tourist Board.

170. TFS has made a verbal commitment to retain the FNR project team post-project, to ensure TFS staff with appropriate experience and responsibility will form a unit with the resources and mandate to continue the work undertaken by the FNR project.

171. Ownership by LGAs develops through their involvement in activities linking TFS with local communities. With LGA's mandate to improve livelihoods at the local level, the environmental benefits (e.g. watershed protection) and economic benefits (e.g. tourism development, JFM MOUs) encourage the active participation of LGAs in NFR establishment and management.

172. NGOs have a long history playing a leading role in conservation activities in Tanzania. NGOs were active participants in the FNR project making substantial co-financing commitments, working with local communities and input to project activities by providing advice and resources. NGOs have demonstrated ownership by making commitments to ongoing post-project financial support of the NFR network.

173. Community involvement has occurred through MOUs that establish Joint Forest Management (JFM) agreements that stipulate the rights, responsibilities and benefits that apply to local communities. Community benefits encourage ownership and commitment of local communities to NFR protection.

3.3.6 Mainstreaming

174. The FNR project's strategic framework is strongly aligned with the UNDP Country Programme Document (CPD) as noted by the following statement regarding program priorities and partnerships:

> "*The country programme strategy is based on a theory of change which argues that improving economic frameworks, diversifying the economy and strengthening capacities of institutions, enterprises and individuals will minimize economic exclusion and marginalization and make available opportunities for decent and productive employment for target groups. Addressing both poverty and environmental degradation through investment and better governance will empower women, disabled and youth and enhance their participation in economic, environmental and governance issues.*" (UNDP CPD 2016-2021)

175. The FNR project has strengthened a key institution (TFS) responsible for environmental protection and management, it has significantly increased the area under protection as NFRs, and it has prepared management plans to protect, restore and sustainable manage NFRs. These achievements make a substantive contribution to global environmental benefits and conventions to which Tanzania is a signatory, such as the CBD, Acihi Targets, Ramsar, and UNFCCC.

176. The FNR project is aligned with the top five SDGs in Tanzania. The FNR project's objective to protect healthy watersheds supports SDGs 2 and 3, by ensuring water supply for agriculture and human health and well-being. The FNR project promotes alternative income generating activities that are gender balanced supporting SDGs 1 and 5. And an important outcome of the FNR project is to strengthen TFS's ability to protect and manage NFR, supporting SDG 16. The top five SDGs in Tanzania ranked based on the percent of proposed funding received are:

> *Zero Hunger* (SDG 2) 26% of total funding
>
> *Good Health and Well-Being* (SDG 3) 18% of total funding
>
> *No Poverty* (SDG 1) 10% of total funding
>
> *Peace, Justice and Strong Insitutions* (SDG 16) 9% of total funding
>
> *Gender Equality* (SDG 5) 7% of total funding

177. The FNR project is strongly aligned with SDG 15 Life on Land - Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss, which receives 2.5% of SDG funding in Tanzania.

178. There remain concerns the project may have a negative impact on human rights in the context of local communities losing benefits historically (traditionally) derived from NFRs as a result of the FNR project instituting strict protection of NFR. Monitoring and evaluation of local communities is needed to provide more information regarding this issue. UNDP and TFS follow up activities in regard to monitoring of benefit sharing with local communities post-project will be important to understand the positive and negative impacts of the FNR project.

179. While difficult to quantify, the maintenance and enhancement of ecosystem services from well protected and managed NFRs, should provide long term benefits to local communities particularly in the context of watershed management, whereby potable water and water for agriculture is sustained or enhanced.

Gender mainstreaming in project design and implementation.

180. Women are affected differently by any intervention related to natural resource management and this aspect needs to be taken into account in the design and implementation of activities as well as the evaluation of their outcomes. This dimension does not appear to have been strongly integrated into the project design and typical of the forestry agencies globally, most of the staff involved TFS are men.

181. The project indicators do not specifically target engagement or participation of women, though it is likely some indicators may have data available to assess the participation of women in project activities and this may be used to assess impacts on them. During project implementation the PIR 2017 reports that an effort was made to consider gender issues by identifying a number of women (not quantified) that are involved in agriculture within the watershed and to involve women that are members of a local association in a regional knowledge-sharing tour on payment from ecosystem services.

182. No gender analysis was carried out by the project, despite the PIR 2017 stating: *This* [gender analysis] *is something that needs to be done in the next 6 months to ensure the project is doing everything it can to balance the gender input to the project*. The PIR also notes that Forestry in Tanzania - especially at the higher levels - is very much dominated by men, making it highly challenging to achieve a gender balance in project activities. (PIR 2017)

183. The FNR project could have done more by having an overarching strategy to work with and provide benefits for disadvantaged or marginalized groups by developing specific activities that addressed the inclusion of the ultra-poor, persons with disabilities, women and youth.

3.3.7 Sustainability

Financial risks to sustainability:

184. At the outset of the FNR project the ProDoc noted that the total funding requirements to support the basic operational management of 10 of the 11 NFRs over the five-year time frame of the project was Tanzania Shilling (TZS) 36.1 billion (approximately US$15.5M current exchange), of which TZS 28.7 billion (approximately US$12.3M current exchange) was identified as a significant (80%) financing gap.

185. The ProDoc also noted TFS had not to date developed a financial strategy for the NFR network. At the time of the TE a Financial plan for the NFR network was still under development.

186. The FNR project has a significant focus on financial sustainability, both in the project objective and more specifically in Outcome 2 *Strengthening the financial sustainability of the NFR network*.

187. The results of the financial sustainability scorecard for the NFR network suggests there has been significant progress from a baseline of 21% to a final scorecard rating of 51%, surpassing the inidcator target of 35%. The score suggest improvement on legal and institutional frameworks, business planning and associated tools for cost effective management, and revenue collection mechanisms. The scorecard does not, however, provide a rating based on TFS income versus the budget required to fund TFS NFR management.

188. Of the eight indicators for Outcome 2, the rating scores were, one Highly Satisfactory (HS), one Satisfactory (S) and six unsatisfactory (U). The HS rating was for Tourism Development Plans. These plans are important to establishing a framework for NFR revenue generation which can then be use to attract investment. The process of moving from a Tourism Development Plan to securing investment, establishing tourism infrastructure, marketing tourism and generating revenue from visitors requires a significant amount of time. For this reason the indicators related to the number of new ventures, participating partners, visiting tourists, and revenue generation did not receive favourable ratings.

189. The TE evaluation interviews noted that while guidelines are in place to support investors, some potential investors have indicated they are unconformable with the proposed concession fees, suggesting TFS will need to be flexible in the negotiation of tourism concession agreements.

190. Despite the significant work of the FNR project on roads and trails, the TE field mission noted there remains a need to improve tourism facilities especially access roads.

191. At the end of the project two (Amani and Magamba) of the 19 NFRs had initiated PPP ecotourism ventures. Magamba NFR was at an advanced stage of development and Amani NFR was under discussion. Rondo NFR which had a large investment in camping facilities and other infrastructure, reported no tourism revenue collection at the end of the project.

192. The success of the FNR project in gazetting eleven new NFRs will incure additional costs for protection, management and tourism development, adding to the overall budget needs of TFS.

193. In summary, the financial management capabilities of TFS and the opportunities for investment and revenue generation from NFRs suggest there is a strong foundation for financial sustainability. What would be useful at this point to provide assurance of financial sustainability is a predicitve financial analysis of potential revenue generation by NFRs and the financial cost of managing NFRs.

194. Table 11 below provides a brief analysis of the available data on revenue generation and GEF financing to NFR to assess the funding gap in 2019. The data indicate there is a very large gap, similar to what was identified at the project initiation. This would suggest that post-project, without a firm commitment of funding from the Tanzanian government providing the necessary budget for TFS, the sustainability of meeting the protection needs, implementing required management and ongoing tourism development of NFR and working with local communities can not be confirmed.

Table 11. NFR revenue generation, FNR project financing and funding gap (* funding gap based on finance available in 2019 minus revenue generated in 2019, figures are in US$)

Nature Forest Reserve	Revenue Generated (US$)			Finance 2019 Available (US$)	Funding Gap 2019*	
	2015	2017	2019		US$	%
Amani	7,726	26,319	28,014	104,080	76,066	73%
Chome	188	375	3,950	50,276	46,326	92%
Itulu Hills				52,000	52,000	100%
Kilombero	9,359	5,214	2,044	105,933	103,889	98%
Magamba	11,032	11,356	16,025	54,393	38,368	71%
Minziro			222	48,332	48,110	100%
Mkingu	5	1,978	205	74,500	74,295	100%
Mt Hanang		1,815	1,736	47,457	45,721	96%
Mt Rungwe	726	1,475	4,222	122,000	117,778	97%
Nilo		4	112	64,487	64,375	100%
Pindiro			826	14,146	13,320	94%
Rondo				43,156	43,156	100%
Uluguru	818	1,300	1,866	76,176	74,310	98%
Uzungw	3,695	3,390	11,304	57,744	46,440	80%
Kalambo			3,130	127,688	124,558	98%
Magombera			15	69,075	69,060	100%
Mwambezi			4,153	14,740	10,587	72%
TOTALS	**$33,548**	**$53,226**	**$77,824**	**$ 1,126,308**	**1,048,484**	**93%**

Rating: Moderately Likely (ML)

Socio-economic risks to sustainability:

195. The underlying need for the FNR project is the reduction of threats to forests that are characterized by significant habitats and species and which provide important ecosystem services. This is clearly articulated in the Project Objective *To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network **in response to the threats to biodiversity***.

196. Many of the threats outlined in the ProDoc are linked to communities living around the forests and inlcude:

   (i) illegal logging is occuring regularly in Kilombero, Rondo, Chome, Aniani, Nilo and Uluguru, Minziro and Rungwe - often in collusion with local village leaders;

(ii) poaching and illegal hunting in Kilombero, Uzungwa Scarp, Rungwe are reaching critical levels - with some endemic and rare species (e.g. Abbot's duiker and the monkey,Rungwecebus kipimji) under threat of local extirpation;

(iii) where rangelands are scarce, pastoralists are illegally encroaching into NFRs - such as Rungwe - for access to grazing for livestock;

(iv) subsistence farmers are illegally encroaching into NFRs for cultivating food crops (e.g. Kilombero) or cash crops (e.g. Mkingu); and

(v) the risk of fires that spread from adjacent farmlands into forests remains largely uncontrolled.

197. Clearly community engagement is essential to gain the support and participation of communities in the long-term protection of NFRs. And where there are foregone benefits to local communities as a result of NFR protection, there is need for adequate compensation both in the short and long term. The mechanisms identified in the FNR ProDoc to encourage local communities to reduce threats and protect NFRs include:

(i) direct employment in conservation and tourism activities within the NFRs;

(ii) participation in community-state-private sector nature-based tourism enterprises;

(iii) training for, and involvement in, alternative livelihood and energy-use projects in villages;

(iv) establishment and administration of community-based tourism/recreation enterprise;

(v) controlled/subsidised access to sustainable natural resource use in NFRs; and

(vi) co-management of NFRs in Joint Forest Management Memorandum of Understanding (JFM MOU).

198. The FNR project reports 169 JFM MOU agreements have been established that stipulate the rights, responsibilities and benefits to all parties involved. The benefits for communities are clearly itemized in these MOUs, with some examples being:

(i) access to Non-Timber Forest Products (NTFP) and services in the NFR under the MOU;

(ii) employment opportunities to villages e.g. as casual laborers;

(iii) villages receive 49% of the revenue generated from the sale of illegally collected and confiscated forest products from the NFR under the MOU;

(iv) villages receive 36% of the revenue gnerated from tourism, research permits, camping facilities, etc. in the NFR under the MOU; and

(v) villages receive 46% of revenues of revenue generated from carbon trade if it materializes.

199. Under the FNR project TFS has provided benefits to communities in the form of casual employment, support to undertake various alternative income generating activities such as beekeeping and fish farming, improved access to water sources, and support to community services such as health and education facilities.

200. The sustainability of direct support to communities from TFS, such as casual employment, alternative income generating activities, and support to community services will depend on the availability of funds in TFS's future budgets. As noted under financial security, the sustainable of TFS's budget has not been determined and by extension continued direct support of local communities remains unknown.

201. Some of the anticipated benfits to local communities included within JFM MOU are independent of TFS's budget (e.g. access to NTFPs, sale of confiscated forest products, carbon trade credits). Other benefits such as casual labor and tourism related income rely on the continued active management and tourism development by TFS using their available budget.

202. The socio-economic sustainability of reduced threats to NFR is dependent on local communities receiving sufficient compensation (from a variety a possible mechanisms) to offset benefits which may be derived from activities such as illegal logging, hunting, encroachment, etc. Similar to financial sustainability, the hope is the FNR project has established a foundation for eco-tourism and with continued support toursim and the associated economic benefits for local communities will increase over time.

203. There are socio-economic factors that are difficult to predict, but which have the potential to undermine the NFR protection and management financing model which is built on tourism revenue. The current global COVID-19 pandemic demonstrates the high level of impact on the tourism sector that can occur when international travel is curtailed. Another potential impact on tourism in Tanzania is rising concern of climate change leading to reduced long distance international air travel among the global population because of the high level of GHG emissions associated with this.

Rating: Moderately Likely (ML)

Institutional framework / governance risks to sustainability:

204. TFS forms an integral part of the Ministry of Natural Resources and Tourism (MNRT). The work of TFS is closely aligned with the Forest and Beekeeping Division (FBD) and Tanzania Tourist Board (TTB) which are also part of MNRT. MNRT staff interviewed for the TE demonstrated an excellent knowledge of and strong commitment to the FNR project and expressed confidence of ongoing success of NFR protection.

205. The FNR project was embedded within the TFS, the agency directly responsible for protection and management of NFR. TFS has made a verbal commitment to retain the FNR project team post-project, to ensure TFS staff with appropriate experience and responsibility will form a unit with the resources and mandate to continue the work initiated by the FNR project.

206. MNRT has provided increased annual budgets to TFS and increasing tourism revenue from NFRs will continue to secure TFS's protection and management role.

207. The Tanzania government will continue to support TFS because it recognizes its role in delivering the benefits derived from NFR protection and management, including revenue from sustainable tourism that supports government and local participating communities, ecosystem services that support human well-being in Tanzania and the contribution NFR make to meeting international commitments under international agreements such as the CBD, UNFCCC and SDGs.

208. There is a history of positive relationships between NGOs and government working on environmental protection initiatives. This is reflected in the FNR project working with WWF (TZ), Tanzania Forest Conservation Group, and the Eastern Arc Mountains Endowment Fund (EAMCEF). The EAMCEF has committed to post-project funding to the work of TFS.

209. The strong institutional framework, good governance and partnerships all make a positive contribution to institutional and governance sustainability of the FNR project.

Rating: Likely (L)

Environmental risks to sustainability:

210. The main environmental risks to sustainability are related to a continuation or re-emergence of environmental threats to NFR that come from local communities (illegal logging, hunting, encroachment, fire, etc.). As such reducing environmental risks to sustainability is closely linked with socio-economic risks discussed above, which in turn have been linked to financial risks which hinge on tourism development providing tourism revenue.

211. Climate change is an environmental risk, which the FNR project mitigates through the protection of large and well connected natural areas. Forest protection also contributes to climate change mitigation through increased sequestering of GHGs.

212. Ongoing efforts to prevent the buring of NFR as a result of wildfires arising from agricultural burning outside NFRs is recognized as an important part of TFS engaging local communities in JFM MOUs.

213. TFS will continue to provide effective protection and management of NFRs and work with communities on JFM MOUs provid the best possible mitigation to reduce environmental risks to sustainability.

Rating: Moderately Likely (ML)

3.3.8 Impact

214. Impact of the FNR project is assessed in the context of the Theory of Change (TOC) and the achievement of the project's long-term goal or "ideal state" which is defined as *Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services* (based on GEF's Biodiversity Focal Area Strategy).

215. The TOC outlined in Table 12 provides the framework used to assess impact of the FNR project in Table 13. Impact Drivers (ID) and Assumptions (A) are based on outputs associated of the SRF's objective and two outcomes (see SRF Section 3.1.1). The Intermediate States (IS) identify the establishment of foundation elements that provide stepping stones towards achievement of the long-term goal.

216. The qualitative assessment of the FNR project's TOC presented in Table 13 below is based on desktop and remote interview investigations and follows guidance provided in the ROtI Handbook (2009). Note that the following ratings used in the impact assessment are heavily weighted towards the ability of the project to achieve *future progress* towards achievement of the project's long-term goal.

   Not achieved (0) - the TOC component was not explicitly or implicitly identified by the project, and/or very little progress has been made towards achieving the TOC component, and the conditions are not in place for future progress

   Poorly achieved (1) there are no appropriate mechanisms set out to achieve the TOC component after FNR project UNDP GEF funding has ended, and/or very little progress has been made towards achieving the TOC component, but the conditions are in place for future progress should new support be provided for this component.

   Partially achieved (2) the TOC component is explicitly recognized and the mechanisms set out to achieve it are appropriate but insufficient (e.g. there is no clear allocation of responsibilities for implementing the mechanisms after FNR project UNDP GEF funding ends). Moderate and continuing progress was and is being made towards achieving the TOC component, although there is not yet a strong basis assuring the eventual delivery of the intended impact (Global Environmental Benefits).

   Fully achieved (3) the TOC component is explicitly recognized and appropriate and sufficient mechanisms to achieve it are apparent (e.g. specific allocation of responsibilities and financial and staff support is available after FNR project UNDP GEF funding ends), and/ or substantial progress has been made towards achieving the TOC component and there is strong assurance of eventual delivery of the intended impact (*i.e.* Global Environment Benefits)

217. The overall findings of impact are, the FNR project has *partially achieved* the tasks required to achieve the long term goal of the TOC.

Table 12: FNR project Theory of Change Impact Drivers, Assumptions, Intermediate States and Impact

Objective/ Outcomes Impacts	Impact Drivers & Assumptions		Intermediate States	Impact
Objective: To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network in response to the threats to biodiversity.	*ID:*	Increase the number of gazetted NFR	*IS:* Many of Tanzania's most important forest reserves are protected, well managed and they have secure long-term funding	
	ID:	Capacity development of TFS staff		
	ID:	Development of tourism opportunities in NFR		
	A:	Income from tourism and other sources will make the NFR network financially secure		
	A:	Threats to biodiversity will decline as TFS management improves		
OUTCOME 1. Consolidating and improving the management of the NFR network	*ID:*	Active management of NFRs	*IS:* NFR have management plans that are implemented by competent, adequately resourced TFS staff in cooperation with local communities	
	ID:	Improvement of NFR infrastructure		
	ID:	Technical training of TFS staff		
	ID:	Establishment of JFM MOU with local communities		
	A:	Funding is sufficient to address management and infrastructure needs		
	A:	Local communities are willing to participate in JFM initiatives		**Long Term Goal:** *Conservation and sustainable use of biodiversity and the maintenance of ecosystem goods and services*
OUTCOME 2. Strengthening the financial sustainability of the NFR network	*ID:*	Improvement of tourist infrastructure in NFR	*IS:* The NFR network provides opportunities for income generation from tourism and other sources that support TFS and local communities	
	ID:	Marketing of tourism development and investment opportunities in NFR		
	ID:	Approval of supporting legislation for private sector investment in NFR tourism ventures		
	ID:	Establishment of new partnerships to secure funding for NFR network		
	ID:	Facilitate NFR-based joint ventures with local communities		
	A:	Tourists will want to visit NFR in sufficient numbers to provide financial sustainability		
	A:	There will be interest in PPP to invest in tourism development in NFR		
	A:	Local communities are interested in participating in income generating activities		

Table 13: Impact Assessment of the FNR project Theory of Change

Theory of Change Component	Qualitative Analysis	Rating
Objective: To expand, financially secure and strengthen the management of Tanzania's Forest Nature Reserve network in response to the threats to biodiversity.	• the project has expanded the NFR network substantially but has not achieved commensurate financial security and management	2
ID: Increase the number of gazetted NFR	• the project has progressed more quickly than anticipated in gazetting new NFR	3
ID: Capacity development of TFS staff	• tourism is a new activity for TFS and while capacity development has taken place, the reality is it will take time to develop a full complement of staff with the needed skills to support tourism development	2
ID: Development of tourism opportunities in NFR	• the infrastructure needs to support tourism are substantial, and while project targets have been met the combination needs and the expanded number of NFR suggest there is still much more work to be done	2
A: Income from tourism and other sources will make the NFR network financially secure	• while many people have indicated there is tremendous potential income from tourism, it will take time to develop the levels of tourism sufficient to make the NFR network financially secure	2
A: Threats to biodiversity will decline as TFS management improves	• there is a lack of measurement of community attitudes (being the source of many threats) and of environment integrity to adequately assess whether there will be a sustained decline in threats to biodiversity	2
IS: Many of Tanzania's most important forest reserves are protected, well managed and they have secure long-term funding	• the project has successfully gazetted the protection of NFR, but effective management and secure long-term funding are outcomes that require more time to complete all of the tasks required to determine their success • there are positive indications the IS will be achieved with continued effort	2
Outcome 1: *Consolidating and improving the management of the NFR network*	• the TFS has embraced the concept of NFR management, recognizing the ecological value of NFR and their management needs.	3
ID: Active management of NFRs	• the FNR project has successfully initiated active management, however, the issue is the amount of ongoing management that lies ahead and securing the funding needed to support this	1
ID: Improvement of NFR infrastructure	• the FNR project has successfully initiated improvement of infrastructure, however, the issue again is the scale of infrastructure needs remaining and securing the funding needed to support this	1

Table 13: Impact Assessment of the FNR project Theory of Change

Theory of Change Component	Qualitative Analysis	Rating
ID: Technical training of TFS staff	• technical training has been completed, as noted above considerably more capacity will be needed to develop a full complement of staff with the needed skills to support tourism development	2
ID: Establishment of JFM MOU with local communities	• a large number of JFM MOU have been created, highlighting the interest of local communities and their potential support of NFR • the value of JFM MOU to local communities is in the benefits they provide; it is unclear how quickly benefits may flow and the value of benefits to local communities.	2
A: Funding is sufficient to address management and infrastructure needs	• the FNR project funding was sufficient to complete activities • the issue again is the scale of infrastructure needs remaining and securing the funding needed to support this	2
A: Local communities are willing to participate in JFM initiatives	• the number of JFM MOU suggest local communities are willing to participate in JFM initiatives	3
IS: NFR have management plans that are implemented by competent, adequately resourced TFS staff in cooperation with local communities	• the FNR project has taken significant steps towards attaining this IS • with continued financial support from government and other stakeholders TFS will be able to continue on the road it has started out on	2
Outcome 2: *Strengthening the financial sustainability of the NFR network*	• the FNR project has put in place many of the elements needed to work towards achieving financial sustainability, but the income generation achieved to date is far from levels needed to be considered sustainable	2
ID: Improvement of tourist infrastructure in NFR	• the FNR project has improved infrastructure, but considerably more needs to be completed to support the level of tourism development associated with financial sustainability	2
ID: Marketing of tourism development and investment opportunities in NFR	• the FNR project has reached out to various partners and is using a variety of media to market tourism in NFR	2
ID: Approval of supporting legislation for private sector investment in NFR tourism ventures	• the FNR project has successfully facilitated the development and approval of important legislation supporting tourism development within the time frame of the project	3
ID: Establishment of new partnerships to secure funding for NFR network	• attempts have been made to establish new funding partners with limited success • existing partners have indicated a willingness to continue to provide funding	2
ID: Facilitate NFR-based joint ventures with local communities	• TFS has initiated joint ventures with local communities in areas of bee keeping, spice production, etc.	2

Table 13: Impact Assessment of the FNR project Theory of Change

Theory of Change Component	Qualitative Analysis	Rating
A: Tourists will want to visit NFR in sufficient numbers to provide financial sustainability	• there is much enthusiasm regarding the potential of NFR ecotourism but no comprehensive survey or tourism study was undertaken to demonstrate tourism demand	2
A: There will be interest in PPP to invest in tourism development in NFR	• there has been limited interest in PPP investment in NFR • it will likely require the establishment of successful tourism ventures to generate increased interest by others in tourism development	2
A: Local communities are interested in participating in income generating activities	• the participation of local communities in JFM and alternative income generating activities has been strong	3
IS: The NFR network provides opportunities for income generation from tourism and other sources that support TFS and local communities	• the IS continues to exist as an idea which many individuals indicate can be achieved • tourism development and the income generated from it relies on incremental growth of supporting infrastructure, human capacity in multiple sectors, marketing and an understanding of NFR eco-tourism opportunities by potential national, regional and international visitors	2
Overall project summary findings: • the FNR project has initiated an important paradigm shift in attitudes within TFS, as staff and the organization now recognize the forests under their jurisdiction have significant local, national and international values for biodiversity conservation, the provision of ecosystem services and potential revenue generation through sustainable eco-tourism development • TFS recognition of the value of forest reserves is leading to legislative protection of large areas of natural habitat in NFRs making an important contribution to the conservation of native biodiversity and ecosystem services • the initiative of TFS to market NFR for their eco-tourism values, advocates locally, nationally and internationally for the protection of NFRs, with the potential to attract revenue from other donors and revenue from tourism as it develops. • the FNR project lacked a deep understanding of tourism development and could have benefited from working with an experienced tourism consultant to develop of a business plan for NFR tourism that comprehensively assessed the potential and identified a process, with timelines, to effectively develop ecotourism opportunities. • the FNR project has identified the need to reduce threats to biodiversity, with specific threats arising from communities living adjacent to forest reserves identified in the ProDoc, but the project appears not to have identified this as key issue to be addressed through specific outcomes or outputs. Preferring to address the threats that arise from local communities as activities embedded in alternative income generating and JFM MOU, without specifically linking these to threat reduction.		2

4 Conclusions, Recommendations and Lessons Learned

Conclusions

218. The FNR project has been successfully implemented by TFS with timely and efficient completion of project tasks to achieve, and in many cases exceed, project targets. set for the Project Objective as shown in Table 14.

Table 14. End of Project Achievement of Project Objective Targets

Project Objective Indicator/Measure		Target	End of Project
• Number and extent (ha) of formally gazetted NFRs	Number of NFR:	11	19
	Hectares of NFR:	305,600	901,083 ha
• Financial sustainability scorecard for NFR network	Scorecard:	35%	51%
• Capacity development indicator score for TFS	Systemic:	62%	?
	Institutional:	58%	?
	Individual:	62%	?
• Management Effectiveness Tracking Tool (METT) scorecard (Note – two additional FNR and three proposed FNR were added following completion of the METT score card)	ProDoc All NFR (11):	>51%	75%
	Actual All NFR (17):	n/a	71%
	Existing NFR (5):		74%
	Proposed NFR (6):	>48%	76%
	New NFR (6):	n/a	64%
• Income/annum (US$) by source	TFS budget:	>2,500,000	482,358
	Donor income:	>300,000	200,000
	TFS NFR Income:	>100,000	77,824
• Number of endemic and threatened species effectively conserved in formally gazetted NFRs	Site level endemics:	>195	266
	Threatened animals:	>34	93
	Threatened plants:	?	108

219. Table 14 highlights the highly succcessful completion of Outcome 1 *Consolidating and improving the management of the NFR network* and the challenges the project faced in achieving Outcome 2 *Strengthening the financial sustainability of the NFR network*. Achievement of sustainable financial revenue streams from ecotourism development in NFR has not yet been realized as can be seen in Table 14 Indicator 5 . Stakeholders indicate there is good tourism development potential, but there is a need for additional tourism development infrastructure, greater private sector interest and investment and increased marketing of ecotourism opportunities . The latter tasks will require a sustained commitment from TFS to develop the scale of tourism in NFRs required to achieve financial sustainability.

220. Considering tourism development in the context of the COVID-19 pandemic, a United Nations World Tourism Organization (UNWTO) impact assessment stated in May 2020 that "Considerable challenges remain ahead, starting with the unknown duration of the pandemic and travel restrictions, in a context of global economic recession." If travel restrictions remain in effect until the end of the year, globally, international tourist arrivals may down by 78% (UNWTO). Because NFR tourism development is still in its early stages and TFS budgets are not yet supported by, or dependent on, large tourism revenues, the significance of negative impacts associated with the COVID-19 pandemic should be less.

221. During project implementation, support to alternative income generating initiatives lacked the ongoing technical support needed to ensure sustainable establishment of alternative income generating activities. For example, beekeeping and fish farming groups did not receive adequate technical support after initial establishment. In some cases beekeeping officers were entirely absent and fish farming was over-dependent on purchased feeds as opposed to using locally available materials. This threatens the sustainability of alternative generating activities at the community level.

222. The NFR project has considered gender by involving both men and women, boys and girls in project implementation activities at the community level, however, no gender analysis was carried out by the

project. This would have been useful particulary given the fact that forestry in Tanzania, especially at the higher levels, is very much dominated by men. As such, there is a need to work towards a better understanding and appreciation of the importance of gender issues. There is also a need to improve the participation of women in natural resource governance and decision making.

Recommendations for FNR project sustainability

223. There is a need to ensure TFS has the staff and budget to continue the tourism development required to develop a sustainable financial revenue stream to support long-term protection and management of NFR and the benefit sharing to local communities that provide incentives to reduce existing threats to NFR. There is a need for TFS to develop a resilient tourism development strategy that is diverse, including domestic, regional and global tourist markets and a wide variety of activities for all ages, interests and income levels

224. The excellent financial management capabilities of TFS and the opportunities for investment and revenue generation from NFRs suggest there is a strong foundation for financial sustainability. What would be useful to provide assurance of financial sustainability is a predicitve financial analysis of potential revenue generation by NFRs and the financial cost of managing NFRs.

225. Tourism is a new activity for TFS and while some capacity development has taken place as part of the FNR project, TFS still has much work to do to develop a full complement of staff with the skills needed to support tourism development. TFS should undertake a capacity development needs assessment for NFR tourism and act on the needs identified in the assessment.

226. Networking and collaboration is an important building block of the foundation for tourism development. TFS should prioritize work that continues to explore and build partnerships with TANAPA, TTB, and the private sector on mutually benefical tourism marketing and development strategies.

227. Collaboration between TFS, Local Government Authorities (LGA) and local communities should be recognized as a priority by TFS post-project to ensure activities directed at reducing threats to NFRs are actually implemented and communities are receiving benefits. TFS should foucs on creating resilient benefit-sharing opportunities for communities that reduce pressures on NFR, by developing of a wide range of self-managed, sustainable alternative income generating activities for communities that support local and regional community needs and the needs of an expanding tourism market.

228. It is recommended TFS document the success of ongoing support to communities including finanical, social and ecological benefits with particular emphasis on the inclusion of women, youth and less advantaged persons in equitable benefit sharing. Tracking succes should include:

(i) support for alternative income generating activities, including capacity building, types of activities and the socio-economic and ecological benefits derived.

(ii) access to Non-Timber Forest Products (NTFP) and timber products in NFRs as defined under the JFM MOU;

(iii) direct and indirect employment opportunities realized by communities in association with NFR management and tourism development;

(iv) level of economic benefits to villages through revenue generated from the sale of illegally collected and confiscated forest products from the NFR and and revenue gnerated from tourism, research permits, camping facilities, etc. in the NFR and revenue generated from carbon trade as defined under the JFM MOU.

Lessons Learned – What did not work well and what can be done for improvement in future?

229. If a project has the intention to generate sustainable income from tourism development within Protected Areas (PA) there is a need to consider the substantial challenges which may need to be overcome to achieve this. This should begin with engagement of an experienced toursim consultant to undertake a comprehensive assessment of the local and regional tourism opportunities, constraints and needs and to develop a viable tourism business model. Substantial investment from multiple sources will be required with funds provided by locally and externally funded projects, government budgets and private sector investment. Succesful tourism development must be recognized as a sequential process

which can take many years to fully mature, but once established can, if managed well, provide sustainable income. Steps which may need to be completed included:

(i)   designation of PA, its status, boundaries, internal zoning to support tourism development and protect significant features;

(ii)   establishment of legal framework, including supporting legislation, needed to permit private sector tourism development within PAs;

(iii) infrastructure development to support tourism development which may include construction of new roads to access PA, trails, lookouts, outdoor camping areas, local accommodation, concessions, office infrastructure for PA staff, etc.;

(iv)   capacity development of participating government, local community and private sector staff in their respective roles of PA management and participation in tourism employment opportunities associated with ecotourism, accommodation, resturants, local craft and culutral tourism, etc.; and

(v)   local, regional and international marketing to establish PA as a recognized tourism destination and to attract private sector investment, if required.

230. The FNR project ProDoc, Inception Report and MTR did not raise the issue of legislation required to support activities in Outcome 2. The development and approval of government legislation is typically a lengthy process and can be difficult to accomplish within the time constraints of a five year project. Fortunately Government Notice 85 The Forest (Eco-Tourism Facilities Concession) Regulations, 2020 was published on 7th February, 2020. This legislation will facilitate tourism development in NFR going forward. Had this legislation been in place earlier more of the targets in Outcome 2 may have been met. UNDP project design must carefully consider the need for supporting legislation for project activities. Where a UNDP project must rely on the development and approval of new legislation, careful consideration must be given to the time required and the ability of a project to implement activities dependent on approval of new legislation.

231. The key threats to NFR were identified very early in project design and are clearly articulated in the ProDoc. The project design could have made a stronger connection and placed greater emphasis on the importance of project activities intended to reduce and eliminate key threats to NFR, highlighting the importance of these activities to achieving protection of NFR and advocating for their implementation among all stakeholders. This would involve spending more time with the local communities in activities such as workshops to discuss and agree upon "threats" to NFR and agreed upon measures to reduce threats. Community engagement should involve knowledge-sharing to better understand the root causes of threats, implications of threats, and shared responsibilities and to develop locally appropriate solutions that support sustainable livelihoods for communities in ways that address threats to NFR.

232. Travel restrictions associated with the COVID-19 pandemic prevented the international TE team member from travelling to Tanzania and restricted the amount of field work and number of face-to-face meetings conducted by the national TE team member. The international TE team member, performing the roles of team leader and primary report author, was severely constrained in terms of an inability to conduct internet-based face-to-face meetings in Tanzania due to lack of internet infrastructure, and overall the international TE team member had limited contact with project stakeholders, including no contact with PSC, TFS Conservators, representatives of LGAs, EAMCEF, NGOs, private sector or representative members of communities living adjacent to NFRs. It should also be noted that interviews conducted remotely without face-to-face communication, lack non-verbal communication, which is documented to contribute 50% or more to human communication. TE of *successful components* of the project can be documented relatively well based on project documentation. Evaluation of *less successful or challenging components* of the project depends on in-depth interactive discussions that would occur when the international and national TE team members work together in the field interviewing project stakeholders. Of particular note for the FNR project was the complete lack of communication (e.g. focus group discussions) with community members living adjacent to NFR, which is a significant omission given the links between local community poverty, threats to NFR, the need for alternative income generating acitivities, and the role of the FNR project in addressing these.

Lessons Learned – What worked well and why?

233. The FNR project provides an excellent example of the contribution of project desgin to sustainability derived from the establishment of a Project Coordination Unit (PCU) or Project Management Unit (PMU) that is fully integrated into the government agency that will take responsibility for ongoing replication and scaling-up of post-project activities. PCU (or PMU) established in this way ensure that at project closure the capacity development of the office and staff engaged in the project will, in large measure, remain in place conserving the knowledge and experience of project staff, thereby providing the best possible chance for project sustainability.

234. The exit strategy provided a number of activities aimed at achieving sustainability of project results (i.e. replication and scaling-up to achieve the Theory of Change). While the exit strategy is robust, it would have been preferable to have it developed earlier in the project cycle. At a minimum an exit strategy should be completed and initiated one year (preferably two years) before project closure to allow sufficient time for implementation. It is in the interest of UNDP to monitor the efficacy of the exit strategy in the context of achieving project sustainability.

Appendix 1: Terms of Reference for Terminal Evaluation

TERMINAL EVALUATION TERMS OF REFERENCE

INTRODUCTION

In accordance with UNDP and GEF M&E policies and procedures, all full and medium-sized UNDP support GEF financed projects are required to undergo a terminal evaluation upon completion of implementation. These terms of reference (TOR) sets out the expectations for a Terminal Evaluation (TE) of the *Project:* **ENHANCING THE FOREST NATURE RESERVES NETWORK FOR BIODIVERSITY CONSERVATION IN TANZANIA (**PIMS 5106/5035) which is being implemented by the Tanzania Forest Services Agency with GEF funding through UNDP Tanzania

The essentials of the project to be evaluated are as follows: (*Fully complete the table below*)

PROJECT SUMMARY TABLE

Project Title:	ENHANCING THE FOREST NATURE RESERVES NETWORK FOR BIODIVERSITY CONSERVATION IN TANZANIA			
GEF Project ID:	PIMs 5106/5035		*at endorsement (Million US$)*	*at completion (Million US$)*
UNDP Project ID:	00091754	GEF financing:	4.10	3.67 TBC
Country:	Tanzania	IA/EA own:	1.00	0.96 – TBC
Region:	África	Government:	15.00	TFS to add
Focal Area:	Biodiversity	Others:	3.60	
FA Objectives, (OP/SP):	GEF 5; Objective 1: Improved sustainability of protected areas	Total co-financing:	19.60	
Executing Agency:	UNDP	Total Project Cost:	US$ 24,700,000	
Implementing Agent :	Tanzania Forest Services Agency (TFS), Ministry of Natural Resources and Tourism (MNRT)	ProDoc Signature (date project began):		29th June 2015
		(Operational) Closing Date:	Proposed: 2019	Actual: June 2020
Other Partners involved	EAMCEF WWF TFCG			

OBJECTIVE AND SCOPE

The project was designed to enhance the conservation of some of the most biologically important forest areas in Tanzania, many of which also provide key water services to lowland areas in the country.

The *Forest Nature Reserve* (FNR) category of protected area (PA) offers the highest level of protection under the Forest Act in Tanzania. FNRs are state-owned and managed by Tanzania Forest Services (TFS) Agency. No extraction of woody or animal species is allowed in FNRs and activities are generally restricted to research, education and nature-based tourism.

The project objective is to: *expand, financially secure and strengthen the management effectiveness of Tanzania's forest nature reserve network in response to the threats to their biodiversity*

The first component of the project will support the continued expansion of the FNR network by facilitating the finalization of gazetting of five new FNRs (Chome, Magamba, Mkingu, Minziro and Uzungwa Scarp) and improving the planning, operations and governance of these five new FNRs, as well as one existing FNR (Rungwe). It will also encourage a more consistent and cohesive approach to the planning and management of the six targeted FNRs as an integral part of the broader network of 11 FNRs.

Component 1 has four key areas of project support, namely:

- (i)   securing the conservation status and boundaries of the six FNRs;
- (ii) supplement the core staffing, infrastructure and equipment in the six FNRs;
- (iii) strengthening the governance of, and benefit sharing in, the six FNRs; and
- (iv) enhancing the capacity of the TFS to plan and administer the six FNRs as an integral part of the wider FNR network.

The second component of the project is focused on enhancing the financial sustainability of the entire network of 11 FNRs to ensure that they incrementally develop the capacity (over the longer-term) to generate adequate financial resources to cover the full costs of their management.

A more detailed summary of the outputs and activities is included as an annex to this TOR

The Terminal Evaluation exercise shall cover the entire Project.

The TE will be conducted according to the guidance, rules and procedures established by UNDP and GEF as reflected in the UNDP Evaluation Guidance for GEF Financed Projects.

The objectives of the evaluation are to assess the achievement of project results, and to draw lessons that can both improve the sustainability of benefits from this project, and aid in the overall enhancement of UNDP programming.

EVALUATION APPROACH AND METHOD

An overall approach and method[3] for conducting project terminal evaluations of UNDP supported GEF financed projects has developed over time. The evaluator is expected to frame the evaluation effort using the criteria of **relevance, effectiveness, efficiency, sustainability, and impact,** as defined and explained in the UNDP Guidance for Conducting Terminal Evaluations of UNDP-supported, GEF-financed Projects.   A set of questions covering each of these criteria have been drafted and are included with this TOR (*See Annex C*) The evaluator is expected to amend, complete and submit this matrix as part of an evaluation inception report, and shall include it as an annex to the final report.

The evaluation must provide evidence-based information that is credible, reliable and useful. The evaluator is expected to follow a participatory and consultative approach ensuring close engagement with government counterparts, in particular the GEF operational focal point, UNDP Country Office, project team, UNDP GEF Regional Technical Adviser and key stakeholders. The evaluator is expected to conduct a field mission to Tanzania to visit the following project sites: Minziro, Chome, Uzungwa Scarp, Mkingu, Magamba and Rungwe. Interviews will be held with the following organizations and individuals at a minimum of 5 sites. Key stakeholders for the work are:

TFS at HQ and Zonal Level, FBD, Tourism and Planning Divisions at the Ministry of natural Resources and Tourism, Regional Natural Resources Advisers and District Councils in the areas where the key Nature Reserves are located, Some member of the Project Steering Committee, Ministry of Finance, Tanzania Tourism Board, and Tourism Agents; Tanzania Wildlife Authority, Tanzania National Parks, WWF (TZ), Tanzania Forest Conservation Group, Eastern Arc Mountains Endowment Fund (EAMCEF), PORALG, GEF desk in the Vice Presidents Office of government.

The evaluator will review all relevant sources of information, such as the project document, project reports –

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[3] For additional information on methods, see the Handbook on Planning, Monitoring and Evaluating for Development Results, Chapter 7, pg. 163

including Annual APR/PIR, project budget revisions, midterm review, progress reports, GEF focal area tracking tools, project files, national strategic and legal documents, and any other materials that the evaluator considers useful for this evidence-based assessment. A list of documents that the project team will provide to the evaluator for review is included in TOR Annex B of this Terms of Reference. The TE report should integrate the evaluation criteria listed below and adhere to the UNDP GEF template (to be provided by the Regional Technical Adviser).

EVALUATION CRITERIA & RATINGS

An assessment of project performance will be carried out, based on expectations set out in the Project Logical Framework/Results Framework (Annex A), which provides performance and impact indicators for project implementation along with their corresponding means of verification. The evaluation will at a minimum cover the criteria of: **relevance, effectiveness, efficiency, sustainability and impact.** Ratings must be provided on the following performance criteria. The completed table must be included in the evaluation executive summary. The obligatory rating scales are included in TOR Annex D.

Evaluation Ratings:			
1. Monitoring and Evaluation	*Rating*	**2. IA& EA Execution**	*rating*
M&E design at entry		Quality of UNDP Implementation	
M&E Plan Implementation		Quality of Execution - Executing Agency	
Overall quality of M&E		Overall quality of Implementation / Execution	
3. Assessment of Outcomes	**Rating**	**4. Sustainability**	**rating**
Relevance		Financial resources:	
Effectiveness		Socio-political:	
Efficiency		Institutional framework and governance:	
Overall Project Outcome Rating		Environmental:	
		Overall likelihood of sustainability:	

PROJECT FINANCE / COFINANCE

The Evaluation will assess the key financial aspects of the project, including the extent of co-financing planned and realized. Project cost and funding data will be required, including annual expenditures. Variances between planned and actual expenditures will need to be assessed and explained. Results from recent financial audits, as available, should be taken into consideration. The evaluator(s) will receive assistance from the Country Office (CO) and Project Team to obtain financial data in order to complete the co-financing table below, which will be included in the terminal evaluation report.

Co-financing (type/source)	UNDP own financing (mill. US$)		Government (mill. US$)		Partner Agency (mill. US$)		Total (mill. US$)	
	Planned	Actual	Planned	Actual	Planned	Actual	Actual	Actual
Grants								
Loans/Concessions								
• In-kind support								
• Other								
Totals								

MAINSTREAMING

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

IMPACT

The evaluators will assess the extent to which the project is achieving impacts or progressing towards the achievement of impacts. Key findings that should be brought out in the evaluations include whether the project has demonstrated: a) verifiable improvements in ecological status, b) verifiable reductions in stress on ecological systems, and/or c) demonstrated progress towards these impact achievements.[4]

CONCLUSIONS, RECOMMENDATIONS & LESSONS

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

IMPLEMENTATION ARRANGEMENTS

The principal responsibility for managing this evaluation resides with the UNDP CO in Tanzania. The UNDP CO will contract the evaluators and ensure the timely provision of per diems and travel arrangements within the country for the evaluation team. The Project implementation Team will be responsible for liaising with the Evaluators to set up stakeholder interviews, arrange field visits, coordinate with the Government partners. The Project coordinator will designate a focal point at each NFR to assist in facilitating the process (e.g., providing relevant documentation, arranging visits/interviews with key informants in the respective sites, etc.). The PSC and CO Management will take responsibility for the approval of the final evaluation report. The CO management will liaise with the project implementation team to develop a management response to the evaluation within two weeks of report finalization.

EVALUATION TIMEFRAME

The total duration of the evaluation will be *25* days according to the following plan:

Activity	Timing	Completion Date
Preparation	*3* days	*1st Feb 2020*
Evaluation Mission	*16* days	*February 28 2020*
Draft Evaluation Report	5 days	*March 30 2020*
Final Report	*1* day	*April 15 2020*

EVALUATION DELIVERABLES

The evaluation team is expected to deliver the following deliverables:

Deliverable	Content	Timing	Responsibilities
Inception Report	Evaluator provides clarifications on timing and method	No later than 2 weeks before the evaluation mission.	Evaluator submits to UNDP CO
Presentation of initial findings	Initial Findings following in-country mission and consultations with key project partners	End of evaluation mission	To UNDP and project management team
Draft Final Report	Full report, (per annexed template) with annexes for review and comments by partners	Within 3 weeks of the evaluation mission	Sent to CO, reviewed by RTA, PCU, GEF OFPs. Comments to be received from partners within 2 weeks from the day of receipt
Final draft Report*	Revised report incorporating Comments from partners and comments audit trail	Within 1 week of receiving comments from UNDP.	Sent to CO for uploading to UNDP ERC and prepare Management Responses

***When submitting the final evaluation report**, the evaluator is required also to provide an 'audit trail', detailing

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[4] A useful tool for gauging progress to impact is the Review of Outcomes to Impacts (ROtI) method developed by the GEF Evaluation Office: ROTI Handbook 2009

how all received comments have (and have not) been addressed in the final evaluation report.

An inception meeting will be conducted at the beginning of the assignment to present the plan, and a meeting at the end of the work in Tanzania to present the results. Both meetings would be held at TFS premises involving TFS staff (Management Team) and other key stakeholders (PSC members, UNDP) etc.

TEAM COMPOSITION

The evaluation team will be composed of two consultants including 1 international and 1 national evaluator who shall have prior experience in evaluating similar projects. The international consultant will be designated team leader and shall be responsible for the quality of the final report submitted to UNDP. The two evaluators will be recruited separately; however, the two shall form a team making a joint presentation to the Project Management team including the Project Steering Committee members (PSC) that shall be planned to take place towards the end of the field missions. The selected consultants should not have participated in the project preparation and/or implementation and should not have conflict of interest with project related activities. These TOR is for the International consultant who is required to have the following qualifications and experience:

- Master's degree or higher in relevant areas such as Biodiversity Management, Sustainable Land or Forest Management, Environmental sciences or Natural Resources Management **(5%)**.
- Minimum of 10 years of professional experience, with demonstrated understanding of policies and practices relevant to the GEF project, including those guiding forest management, environment, land management, protected area management, and sustainable financing (**45%).**
- Recent experience with evaluating projects with result-based monitoring and evaluation methodologies and in applying SMART indicators **(30%)**.
- Demonstrated experience evaluating GEF-funded projects **(20%).**

COMPETENCIES FOR THE INTERNATIONAL CONSULANT

i)   Functional Competencies
- Demonstrated ability to plan, organize logically, effectively implement and meet set deadlines
- Good interpersonal and communication skills, including ability to set out a coherent argument in presentations and group interactions
- Conceptual and strategic analytical capacity coupled with good writing skills
- Proven experience in participatory processes and in facilitating dialogue between Government, Development partners, private sector and civil society
- Fluency in written and spoken English and excellent coordination skills

ii)   Compliance with UN Core Values
- Demonstrates integrity by modelling the UN's values and ethical standards.
- Promotes the vision, mission, and strategic goals of UNDP.
- Displays cultural, gender, religion, race, nationality and age sensitivity and adaptability.
- Treats all people fairly without favouritism

EVALUATOR ETHICS
Evaluation consultants will be held to the highest ethical standards and are required to sign a Code of Conduct (Annex E) upon acceptance of the assignment. UNDP evaluations are conducted in accordance with the principles outlined in the UNEG 'Ethical Guidelines for Evaluations'

PAYMENT MODALITIES AND SPECIFICATIONS

%	Milestone
10%	At contract signing
40%	Following submission and approval of the 1ST draft terminal evaluation report
50%	Following submission and approval (UNDP-CO and UNDP RTA) of the final terminal

	evaluation report

APPLICATION PROCESS

Applicants are requested to apply online (for example http://jobs.undp.org) by 20th January 2020. Individual consultants are invited to submit applications together with their CV for these positions. The application should contain a current and complete C.V. in English with indication of the e-mail and phone contact. Shortlisted candidates will be requested to submit a price offer indicating the total cost of the assignment (including daily fee, per diem and travel costs).

UNDP applies a fair and transparent selection process that will consider the competencies/skills of the applicants as well as their financial proposals. Qualified women and members of social minorities are encouraged to apply.

Appendix 2: List of Persons Interviewed for Terminal Evaluation

Organization	Contact person(s)	Interview Date	Contact Details	Email address	Type of Interview
Government Agencies/Staff					
Tanzania Forest Services Agency					
Amina Akida	Project Coordinator	30th March 2020	+255 713356782	amina.akida@gmail.com	Face to face
Zawadi Mbwambo	Project Director	30th March 2020	+255 787065618	mbwambzd@yahoo.com	Face to face
Dos Santos Silayo	CEO	5th May 2020	+255 784402162/768915151	dsilayo@yahoo.co.uk and dos.silayo@gmail.com	Zoom
Regional Government Represented in the NFRs Project					
RAS-Morogoro	Mr. Joseph J. Chuwa	6th April 2020		chuwaj@yahoo.com	Telephone
RAS-Mbeya	Mr. Simon J. Parmet	6th April 2020	+255 768599101	sjparmet@gmail.com	Telephone
RAS-Iringa	Dr. Golyama Bahati	4th April 2020	+255765520033	tibagolyama@yahoo.com	Telephone
RAS-Kilimanjaro	Emmanuel Kiyengi	6th April 2020	+255 712081010	kiyengi@gmail.com	Telephone
RAS-Tanga	Mr. Sosiya Timotheo	6th April 2020	+255 719889599	tsosiya@gmail.com	Telephone
RAS-Kagera	Haji Y. Kiselu				
RAS-Lindi	Mr. Zawadi J. Jilala	6th April 2020	+255 786620279	zjilala@yahoo.com	Telephone
RAS Manyara	Mr. Michael Gwandu			michaelgwandu@yahoo.com	
NFRs Conservators and Rangers					
Amani	Bob Matunda	27th May 2020	+255 718794009/757853995	bobtutu3@gmail.com	Telephone
Chome	Sosthenes Rwamugira	2nd April 2020	+255 715357454/767357454	rwamugirasossy@yahoo.co.uk	Face to face
Kilombero	Mr. Elibariki Akyoo		+25		
Nilo	Fabian Mukome		+255	Ndalo1962@gmail.com	
Magamba	Gertruda Nganyagwa	1st April 2020	+255 752115824/716886993	msellela@yahoo.com	Face to face
Magamba	Samwel Said (Ranger)	1st April 2020			Face to face
Magamba	Musa Joseph (Ranger	1st April 2020			Face to face
Mkingu	Abeid Kindo	3rd April 2020	+255 712580218	kindoabeid@yahoo.com	Face to face
Mt Hanang	Joseph Mduma		+255 785611107	mount.hanang@nature-reserves.go.tz	
Mt Rungwe +Uporoto & Sawaga	Yusuph Tango	27th May 2020	+255 764556999	yusuphemanuel@gmail.com	Telephone

Organization	Contact person(s)	Interview Date	Contact Details	Email address	Type of Interview
Minziro	Bernard Mwigulu	6th April 2020	+255 754811730	benmwigulu@gmail.com	Telephone
Rondo	Richard Tarimo	6th April 2020	+255 753173331	tarimo.richard@yahoo.com	Telephone
Uluguru	Elias Mujira	6th April 2020	+255 754878327		Telephone
Uzungwa NFR	Oscar B. Nkonomagaka	4th April 2020	+255765095532	uzungwa@nature-reserves.go.tz	Face to face
Uzungwa NFR	Mr Mkiramweni (Retired)	4th April 2020	+255623462909		Telephone
Village Governments Associated with Project NFRs and Community Beneficiaries					
Manolo Village Lushoto Village government leaders,	Athumani Mnkande	1st April 2020	Through Conservator		Face to face
	Leonard Sembe	1st April 2020	Through Conservator		Face to face
	Christina Ferdnand	1st April 2020	Through Conservator		Face to face
Beekeepers Group Mazinde Ngue (Magamba)	Norbert D. Kazungu	1st April 2020	Through Conservator		Face to face
	Joseph P. Shambiki	1st April 2020	Through Conservator		Face to face
Rikweni Village Beekeeping group - Chome	Sifuni Julius	2nd April 2020	Through Conservator		Face to face
	John Lukindo	2nd April 2020	Through Conservator		Face to face
	Elisafi Lukio	2nd April 2020	Through Conservator		Face to face
	Vicent Sifuni	2nd April 2020	Through Conservator		Face to face
	Elisafi Sifuni	2nd April 2020	Through Conservator		Face to face
	Nakaza Sifuni	2nd April 2020	Through Conservator		Face to face
Rikweni Village Fish farming group	Gadiel Amani	2nd April 2020	Through Conservator		Face to face
	Anna Elisafi	2nd April 2020	Through Conservator		Face to face
	Samwel Mchomi	2nd April 2020	Through Conservator		Face to face
	Christina Mngale	2nd April 2020	Through Conservator		Face to face
Marieni Village government representatives, Chome	Rabieti Zawadi	2nd April 2020	Through Conservator		Face to face
	Helena Charles	2nd April 2020	Through Conservator		Face to face
	Ezekiel Kihara	2nd April 2020	Through Conservator		Face to face
	Abraham Paulo	2nd April 2020	Through Conservator		Face to face
	David Shishira	2nd April 2020	Through Conservator		Face to face
	Gaspar Timoth	2nd April 2020	Through Conservator		Face to face
	Mary Masha	2nd April 2020	Through Conservator		Face to face
	Elifaza Nakaza	2nd April 2020	Through Conservator		Face to face
Representative of Mkingu beekeepers	Dominic Kamota	3rd April 2020	Through Conservator		Face to face
Dispensary in charge Mkingu	Dr. Athumani Kombo	3rd April 2020	+255714007185		Face to face

Organization	Contact person(s)	Interview Date	Contact Details	Email address	Type of Interview
Central Ministries					
Director Forest and Beekeeping Division (FBD) – MNRT	Mr. Albert Dede	6th April 2020	+255717933650	albertdede1992@gmail.com	Telephone
Ministry of Finance	Ms. Mukajungu Kamuzora	6th April 2020	+255754007575	mukajungu.kamuzora@hazina.go.tz mukajungu@yahoo.co.uk	Telephone
PMO - RALG	Sanford Kway	5th April 2020	+255754290074	skway2006@yahoo.co.uk kwaysanford@gmail.com	Face to face
Vice president's Office (VPO)	Fainahappy Kimambo	5th April 2020	+255 754868305	fainahappykimambo@yahoo.com	Telephone
NGOs/Private Sector/Universities					
WWF Tanzania	Laurence Mbwambo	6th April 2020	+255688975747	lmbwambo@wwftz.org	Telephone
Tanzania Forest Conservation Group	Bettie Luwuge	30th March 2020	+255 754479766/ +255788181122	bluwuge@gmail.com	Telephone
Eastern Arc Mountains Endowment Fund	Raymond Kirenga	6th April 2020	+255784507167	raykillenga@yahoo.co.uk eamcef@easternarc.or.tz	Telephone
MANET	Zubery Mwachulla	4th April 2020	+255754433374	mwachulla@hotmail.com	Telephone
Private investor	Mr Grewel	30th March 2020	+255754780201		Telephone
UNDP					
Sergio Valdini	Deputy Resident Rep.		sergio.valdini@undp.org.	sergio.valdini@undp.org	Zoom Meeting
Andrew Yohana	Finance Analyst		+255655305556/689131730	Andrew.yohana@undp.oorg	Zoom Meeting
Bazil James	Head of Procurement		+255 682330833	Bazil.james@undp.org	Zoom Meeting
Irene Kajuna	Procurement		+255685701031	Irene.kajuna@undp.org	Zoom Meeting
Gertrude/Tulalumba Bangu/Angwi Mbandi	Programme team		+255784622088	gertrude.lyatuu@undp.org	zoom meeting
International Technical Advisors					
Saskia Marijnissen	Ecosystems & Biodiversity Global Environmental Finance Unit UNDP Regional Service Centre for Africa		Cell: +251 (0)983 804 478 Phone: +251 (0)115 170 790 Skype: sas.mar Twitter: @saemarijn	saskia.marijnissen@undp.org	

Organization	Contact person(s)	Interview Date	Contact Details	Email address	Type of Interview
Mandy Cadman	RTA - Ecosystems & Biodiversity Global Environmental Finance Unit UNDP		Tel.: +27 41 379 4221 Mob.: +27 84 464 2559	mandy.cadman@undp.org Skype: mandycadman_1	Skype Meeting
Neil Burgess	Consultant – Project TA		Neil.Burgess@unep-wcmc.org	Neil.Burgess@unep-wcmc.org	
Mid-Term Review Consultants					
1. –International	Nyawira Muthui		nyawira.muthui@gmail.com	nyawira.muthui@gmail.com	N.A
2. National	Stephen Mariki	6th April 2020	stephenmariki49@gmail.com	stephenmariki49@gmail.com	Face to face

Appendix 3: Itinerary and Purpose of Field Visits

Date	Activity/Purpose	Responsible
Monday 16th March 2020	Mission team finalize contract arrangements	Irene/Severina & consultants
Tuesday 17th and 18th March 2020	Sharing documents with consultants	Project team
Wednesday 19th to 25th March 2020	In depth review of Project documents	Consultants
Thursday 27th to 29th March 2020	Preparation and submission of Inception report	Consultants
Monday 30th March 2020	Review and feedback on draft Inception Report – follow-up Skype call to discuss	Project Team and Consultants
Tuesday 31st March to 9th April 2020	National Consultant Conducts interviews with stakeholders where possible involving the International Consultant remotely	Consultants and Project Implementers
Friday 10th April to 13th April 2020	Easter Holiday	
Thursday 14th April to 23rd April 2020	Consultants to exchange notes and prepare initial draft report	Consultants
Friday 24th April 2020	Presentation of Initial Findings	Consultants, Project Implementers & Financiers
Monday 27th April to 4th May 2020	Consultants Develop Draft Final Report	Consultants
Tuesday 5th May 2020	Submission of Draft Final Report	Consultants
Wednesday 6th May to 13th May 2020	Client to review the draft final report and provide feedback to the consultants	Project Implementers and Financiers
Thursday 14th May to 20th May 2020	Consultants to incorporate Comments and Make final Submission	Consultants
Consultations Schedule for the National Consultant		
Tuesday 31st March 2020	Briefing at the Project Office at TFS (Mpingo house) PC & Project Director plus the UNDP Environment and Natural Resources Program specialist. Contact Mr Grewal then Travel to Lushoto	Consultants and Conservator
Wednesday 1st April	Visit Magamba Head Office Briefing on Construction works, Visit Grewal site -Proposed Concession (PPP) – Briefing on eco-tourism activities; Visit Manolo & Kwenangu ranger posts spend the night in Lushoto/Same.	Consultants plus project implementers
Thursday 2nd April 2020	Consultations at Same for Chome NFR - Briefing on Construction works - Head Office & Tourism Information centre- Briefing on eco-tourism activities; Visit to any of the Ranger post. Also Briefing on community activities - IGAs. Afternoon Travel to Morogoro	Consultants plus project implementers
Friday 3rd April 2020	Field visits Kwadoli/ Kibati/ Mkindo Ranger posts & Head Office at Mkindo: Briefing on construction works; & ecotourism promotion Time allowing visit any activity (sleep in Morogoro)	Consultants and Conservator

Date	Activity/Purpose	Responsible
Saturday 4th April 2020	Travel to Uzungwa: Briefing on construction works at Ilula and Idete. Briefing on ecotourism promotion activities. Sleep in Iringa	
Sunday 5th April 2020	Travel to Dodoma	
Monday 6th April 2020	Consultations with PSC members - PORALG, MoF, VPO, & MNRT.	
Tuesday 7th April 2020	Travel to Morogoro	
1st&2nd June 2020	Draft report Submitted to UNDP CO	consultants
3rd to 16 June 2020	Stakeholders commenting on the document	consulted stakeholders
17 June 2020	UNDP share comments with the consultant	UNDP co
18 to 27 June2020	Consultants to incorporate comments and submit final draft back to UNDP	consultants

Appendix 4: List of Document Reviewed

1. Project Identification Form (PIF) of 2012
2. Project Document (ProDoc) of 2015
3. Project Implementation Review Report of 2017 GEF/UNDP
4. Project Implementation Review Report of 2019 GEF/UNDP
5. Minutes of the First Project Steering Committee Meeting held in Tanga on 17th September 2015
6. Minutes of the 2nd project steering committee meeting 17th – 18th June 2016 at the Tanzania Forest Research Institute (TAFORI), Morogoro
7. Minutes of the Third Project Steering Committee Meeting held in Kagera from 11th to 12th January 2017
8. Minutes of the Fifth Project Steering Committee Meeting held in Mbeya on 21st June 2017
9. Minutes of the Seventh Project Steering Committee Meeting held in Masasi, Mtwara on 7th December 2017
10. Minutes of the 11th national project steering committee meeting held at Ifakara on 19th June 2019
11. Minutes of the 12th national project steering committee meeting held in Mbeya City on 17th February 2020
12. Tanga Mission (27 – 29 July 2015) back to office report by Gertrude Lyatuu
13. UNDP/GEF Management Response to Mid Term Evaluation report of 2018
14. Project Midterm Review Report of 2018
15. Terminal Report for Management Effectiveness and Financial Score Cards (FSC) for 17 Forest Nature Reserves of 2019 by Peter Sumbi and Isaac Malugu
16. Minutes of the Local Project Appraisal Committee (LPAC) meeting held on 4th July 2014
17. Micro Assessment Report, Ministry of Natural Resources and Tourism: A Path for Progress report prepared by Deloitte in 2013
18. Terms of Reference for the National Project Steering Committee of 2015
19. UNDP Micro Assessment of Tanzania Forest Services (TFS) report prepared by Moore Stephens LLP Chartered Accountants of London in January 2016
20. PIMS 5106 TFS Capacity Development Scorecard – baseline (Excel spreadsheet)
21. Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania Exit Strategy, March 2020
22. TZ Nature Reserves Database_09.03.20 (Excel spreadsheet)
23. Subsidiary Eco-tourism Development Plans for Tanzania Nature Forest Reserves, March 2017
24. Tanzania Nature Forest Reserves Profiles 2016
25. UNDP Country Programme Document for United Republic of Tanzania (2016 2021)
26. Tanzania National Biodiversity Strategy and Action Plan (NBSAP) 2015-2020
27. Monitoring and Evaluation Plan Enhancing the Forest Nature Reserves Network for Biodiversity Conservation in Tanzania 2016-2020
28. The Arc Journal Tanzania Forest Conservation Group, Special Issue Tanzania's Nature Reserves May 2017.

Appendix 5: Assessment Matrix for Evaluation

The table below provides questions that will be provide direction when hosting stakeholder Key Informant Interviews (KSI) and group discussions. Stakeholder consultations will follow ethical guidelines to ensure safe, non-discriminatory, respectful engagement of stakeholders following UNEG 'Ethical Guidelines for Evaluations'. Those who participate in the evaluation will be informed of the purpose of the evaluation, that their participation is voluntary and that all information is confidential. The engagement approach will go beyond simple questioning as it will attempt to include *self-reflection and action-oriented learning* among participating stakeholders. Evaluation findings will therefore be reinforced among participating stakeholders, contributing to the strengthening and sustainability of project outputs and impacts.

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
1. How successful has the project been at creating a network of nature reserves?	Success and sustainability of project activities Responses received from interviews	Project reports TFS & PCU staff NGO community NFR adjacent community members	Key stakeholder interviews (KSI) Focus Group Discussions Document review
2. Has the reserve network been able to develop a self-sustaining financial model?	TFS policies, workplans and budgets Commercial tourism development initiatives (PPP) Success of marketing strategies Responses received from interviews	Project reports TFS documents TFS & PCU staff PPP stakeholders	KSI Document review
3. Is the project relevant to TFS environmental protection policies?	Alignment with TFS policy Responses received from interviews	TFS documents TFS & PCU staff	KSI Document review
4. Is the project relevant to UNDP's objectives for the country?	Alignment with UNDP country and regional policies and plans Responses received from interviews	UNDP policy documents for Tanzania and the African region	KSI Document review
5. Is the project addressing the needs of beneficiaries in project NFR communities?	Success and sustainability of project activities Responses received from interviews	Project reports TFS & PCU staff NFR adjacent village governments NFR adjacent community members	KSI Group discussions Document review
6. Is the project complementary to the actions of other stakeholders active in the country/region?	Alignment with policies, strategies and activities of other stakeholders Responses received from interviews	NGO policy documents, strategies and actions plans NGO staff	KSI Group discussions Document review

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
7. Have all outcomes, objectives and indicators been achieved?	Successful completion of project activities Responses received from interviews	Project reports TFS & PCU staff NFR adjacent village governments NFR adjacent community members	KSI Group discussions Document review
8. Are the activities and outputs of the project consistent with the project's goals and objectives?	Alignment of successfully completed project activities with project LogFrame Responses received from interviews	Project reports TFS & PCU staff	KSI Document review
9. How was risk managed during the project?	Acknowledgement of risk and mitigation strategies in project work plans Responses received from interviews	Project documents TFS & PCU staff NFR adjacent community members	KSI Group discussions Document review
10. What are the lessons learnt from the project in terms of effectiveness?	Responses received from interviews	Project documents UNDP staff PCU & TFS staff NFR adjacent village governments & NGOs NFR adjacent community members	KSI Group discussions Document review
11. How could the project have been more effective in achieving results?	Problems identified in project reports Responses received from interviews	Project documents UNDP staff PCU & TFS staff NFR local governments & NGOs NFR adjacent community members	KSI Group discussions Document review
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
12. How well has the national and international staffing resource been deployed to deliver the project?	Role of national and international staff in successful completion of project activities Responses received from interviews	UNDP staff PCU & TFS staff National and International technical experts	KSI Group discussions
13. Were the accounting and financial systems in place adequate?	Completeness of financial accounting systems/reports Responses received from interviews	Project documents UNDP staff PCU Staff	KSI Document review
14. Were progress reports produced in a timely manner and in compliance with project reporting requirements?	Timing and completeness of project reports Responses received from interviews	Project documents UNDP staff PCU Staff	KSI Document review

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
15. Was project implementation as cost-effective as originally envisaged?	Alignment of budget with completion of project activities Responses received from interviews	Project documents UNDP staff PCU Staff	KSI Document review
16. Was the expected co-finance leveraged as initially expected?	Financial accounting systems/reports Responses received from interviews	Project documents UNDP staff PCU & TFS Staff	KSI Document review
17. Was adaptive management needed and used to ensure efficient use of resources?	Response of annual work plans in regard to adaptive management where needed Responses received from interviews	Project documents UNDP staff PCU & TFS Staff	KSI Document review
18. Were the reported lessons learnt shared among project stakeholders as part of an adaptive management strategy for improvement of project implementation?	Documentation of lessons learned Inclusion of lessons learned in presentation materials Responses received from interviews	Project documents UNDP staff PCU & TFS Staff	KSI Document review
19. Were partnerships and networking facilitated among stakeholders?	Documentation of agreements, MoU, joint activities, PPP Responses received from interviews and focus group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments & NGOs NFR adjacent community members	KSI Group discussions Document review
20. Was local capacity and know-how adequately mobilized?	Documentation, reporting on and utilization of local knowledge Responses received from interviews and focus group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Group discussions Document review
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
21. Is the available TFS funding and management able to sustain the network of 19 nature reserves?	TFS policies, workplans and budgets Responses received from interviews	TFS documents TFS & PCU staff NFR adjacent local governments	KSI Document review

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
22. Is the network of nature reserves able to prevent encroachment by surrounding poor populations?	Level of engagement of NFR communities Level of success of commercial tourism development initiatives (PPP) Success of marketing strategies Responses received from interviews and focus group discussions	Project reports TFS documents TFS & PCU staff PPP stakeholders NFR adjacent local governments NFR adjacent community members	KSI Group discussions Document review
23. Were relevant sustainability issues adequately addressed at project design?	Inclusion of measures to ensure sustainability of project results Responses received from interviews	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Document review
24. Is there evidence that project stakeholders will continue their activities beyond project termination?	Inclusion of project activities in future work plans and budgets Human and financial capacity to continue project activities Responses received from interviews	Project reports TFS documents TFS & PCU staff PPP stakeholders	KSI Document review
25. Which are the main risks to the continuation of actions initiated by the project (financial, institutional, socioeconomic, environmental)?	Lack of inclusion of project activities in future work plans and budgets Lack of human and financial capacity to continue project activities Responses received from interviews	Project reports TFS documents TFS & PCU staff PPP stakeholders	KSI Document review
26. Are project actions and results being scaled up or replicated?	Evidence of project activities taking place beyond project sites Responses received from interviews	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Group discussions Document review
27. Did the project adequately address institutional and financial sustainability issues?	Success of project capacity building Incorporation of project activities in government work plans and budgets Level of success of commercial tourism development initiatives (PPP) Responses received from interviews and focus group discussions	Project reports TFS documents TFS & PCU staff PPP stakeholders NFR adjacent local governments NFR adjacent community members	KSI Group discussions Document review

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
28. How is TFS planning to mainstream the lessons learned?	Alignment of sustainable project activities with TFS policies and activities Responses received from interviews	Project reports TFS documents TFS & PCU staff	KSI Document review
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
29. Are there changes in habitat cover and condition?	Changes in habitat cover amount and condition Responses received from interviews and group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Group discussions Document review
30. Are there changes in status of species?	Changes in the status of select species Responses received from interviews and group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Group discussions Document review
31. What is the impact of the project in terms of awareness about the value and importance of protecting Tanzania's forest and woodlands?	Level of understanding among NFR adjacent community members Changes in behaviour and activities among NFR adjacent community members communities to reduce environmental impacts on NFRs Responses received from interviews and group discussions	Project documents PCU & TFS staff NFR adjacent local governments NGOs NFR adjacent community members	KSI Group discussions Document review
Gender: Has gender been adequately considered throughout all aspects of the project?			
32. How has gender been incorporated into project design and implementation?	Inclusion of gender sensitive baseline analysis and project activities. Responses received from interviews and group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent community members	KSI Group discussions Document review
33. Has there been equal representation of women and men in project activities?	Project record keeping of meetings and activities Responses received from interviews and group discussions	Project documents PCU & TFS staff NFR adjacent community members	KSI Group discussions Document review

Evaluative Criteria / Questions	Indicators	Data Sources	Methodology
34. Has consideration of gender been included in project outputs, tools, policies, etc.?	Gender considerations included in project outputs and tools and TFS policies and activities. Responses received from interviews and group discussions	Project documents UNDP staff PCU & TFS staff NFR adjacent community members	KSI Group discussions Document review

Appendix 6: Indicative List of Evaluation Questions Provided in Terms of Reference

Evaluative Criteria Questions	Indicators	Sources	Methodology
Relevance: How does the project relate to the main objectives of the GEF focal area, and to the environment and development priorities at the local, regional and national levels?			
• How successful has the project been at creating a network of nature reserves	• Number and quality of NR management	• Project summary document	• Read and ask questions
• Has the reserve network been able to develop a self-sustaining financial model	• Number of tourists, income, and other means of sustainability	• Project summary document	• Read and ask questions
•	•	•	•
Effectiveness: To what extent have the expected outcomes and objectives of the project been achieved?			
• Have all outcomes, objectives and indicators been achieved	• Indicators in project log frame	• Project M&E scheme and PIR reports	•
•		•	•
Efficiency: Was the project implemented efficiently, in-line with international and national norms and standards?			
• How well has the national and international staffing resource been deployed to deliver the project	•	•	•
•	•	•	•
Sustainability: To what extent are there financial, institutional, social-economic, and/or environmental risks to sustaining long-term project results?			
• Is the available TFS funding and management able to sustain the network of 17 nature reserves?	•	•	•
• Is the network of nature reserves able to prevent encroachment by surrounding poor populations	•	•	•
•	•	•	•
Impact: Are there indications that the project has contributed to, or enabled progress toward, reduced environmental stress and/or improved ecological status?			
• Changes in habitat cover and condition?	•	•	•
• Changes in status of species	•	•	•

Appendix 7: Terminal Evaluation Ratings Scales

Ratings for Effectiveness, Efficiency, Overall Project Outcome Rating, M&E, IA & EA Execution	Sustainability ratings:	Relevance ratings
6. Highly Satisfactory (HS): no shortcomings 5. Satisfactory (S): minor shortcomings 4. Moderately Satisfactory (MS): moderate shortcomings 3. Moderately Unsatisfactory (MU): significant shortcomings 2. Unsatisfactory (U): major shortcomings 1. Highly Unsatisfactory (HU): severe shortcomings	4. Likely (L): negligible risks to sustainability 3. Moderately Likely (ML): moderate risks 2. Moderately Unlikely (MU): significant risks 1. Unlikely (U): severe risks	2. Relevant (R) 1. Not relevant (NR)
Additional ratings where relevant: Not Applicable (N/A) Unable to Assess (U/A)		

Appendix 8: Evaluation Consultant Code of Conduct and Agreement Form

Evaluators:

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

Evaluation Consultant Agreement Form[5]

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

Name of Consultant: __Brent Tegler__

Name of Consultancy Organization (where relevant)**: _____**

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

Signed at Fergus, Ontario, Canada

Signature: ___*Brent Tegler*_____

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[5]www.unevaluation.org/unegcodeofconduct

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Appendix 9: Evaluation Report Clearance Form

Evaluation Report Reviewed and Cleared by

UNDP Country Office

Name: _____

Signature: _____   Date: _____ _____

UNDP GEF RTA

Name: _____

Signature: _____   Date: _____