

UN-REDD
PROGRAMME



MINISTRY OF NATURAL RESOURCES AND TOURISM

Capacity Needs Assessment of Government Institutions at Central, Regional, District and Local Levels for the Establishment and Management of a REDD+ Scheme in Tanzania

Ref No RFP/UNDP/TZA/2011/005

Final Report and Capacity Development Plan Prepared by LTS International for the
Ministry of Natural Resources and Tourism (MNRT) and the UN-REDD National
Programme in Tanzania

5 September 2012

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Acronyms

CBO	Community Based Organisation
CNA	Capacity Needs Assessment
CSO	Civil Society Organisation
DALDO	District Agriculture and Livestock Officer
DED	District Executive Director
DFO	District Forest Officer
DLNRO	District Lands and Natural Resources Officer
DNFRR	Department of Forestry and Non-Renewable Resources (Zanzibar)
DOA	Department of Agriculture (Zanzibar)
DoE	Division of Environment
EAC	East African Council
FBD	Forest and Beekeeping Division
FBO	Faith Based Organisation
FPO	First Vice Presidents Office (Zanzibar)
JFM	Joint Forest Management
LUP	Land Use planning
PLUM	Participatory Land Use Management
VLUM	Village Land Use Management
MARNR	Ministry of Agriculture and Renewable Natural Resources (Zanzibar)
MCDGC	Ministry of Community Development, Gender and Children
MEM	Ministry of Energy and Minerals
MNRT	Ministry of Natural Resources and Tourism
MOA	Ministry of Agriculture and Food Security
MOF	Ministry of Finance
MOLH	Ministry of Land and Housing
MOLF	Ministry of Livestock and Fisheries (Zanzibar)
MOW	Ministry of Water
MRV	Measurement, Reporting and Verification
NAFORMA	National Forest Resources Monitoring and Assessment
NEMC	National Environment Management Council
NCCM	National Carbon Monitoring Centre
NGO	Non- Government Organisation
NRM	Natural Resource Management
PFM	Participatory Forest Management
PMO-RALG	The Prime Ministers' Office –Regional Administration and Local Government
REDD	Reducing Emissions for Deforestation and Forest Degradation
SADC	Southern African Development Corporation



TFF	Tanzania Forest Fund
TFS	Tanzania Forest Service
ToT	Training of Trainers
UNDP	United Nations Development Programme
UNFCCC	United Nations Framework on Convention for Climate Change
WDC	Ward Development Council
VA	Village Assembly
VNRC	Village Natural Resources Committee
VPO	Vice Presidents Office
WEO	Ward Executive Officer



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Executive Summary

Introduction

The purpose of this Capacity Needs Assessment was to identify the capacity needs of government institutions to establish and manage a REDD+ scheme, propose capacity development measures to address the identified needs, and, depending on the budget available, initiate appropriate capacity development interventions. The assignment was required to build on a number of related studies that have been published and learning and capacity building events on REDD+ in Tanzania.

A number of key principles currently provide the foundation for readiness of REDD+ at an international level including the assumption that payments will be performance based, independently verifiable and based on sites that can demonstrate additionality and permanence. REDD+ without doubt will need to be integrated within the existing policy frameworks in Tanzania that support sustainable land management. This is already captured in the Draft National REDD+ Strategy that recognises other initiatives such as Participatory Forest Management (PFM) and Land Use Planning (LUP) as a basis for REDD+.

To some extent there is already diversity in the national discourse of Tanzania about REDD+ and its scope. For some groups and institutions REDD+ is perceived as a financial payment system derived and designed from global climate negotiations as an effort to reduce emissions. Others would like to see it understood as a much wider set of practical field interventions that will contribute to reducing deforestation and degradation and improving livelihoods. For the purposes of this report and defining the desired capacities, the Capacity Needs Assessment (CNA) team assumed the earlier understanding, but

What is REDD+?

“Reducing Emissions from Deforestation and Forest Degradation or REDD is an effort to create a financial value for the carbon stored in forests, offering incentives for developing countries to reduce emissions from forested lands and invest in low carbon paths to sustainable development. ‘REDD+’ goes beyond deforestation and forest degradation, and includes the role of conservation, sustainable management of forests, and enhancement of forest carbon stocks.” (UN-REDD, 2011)

What is “Capacity for REDD+?”

The ability of individuals, institutions and societies in Tanzania to establish and manage a vision for REDD+, key policy objectives and field implementation whilst meeting challenges of REDD+ in a sustainable manner.

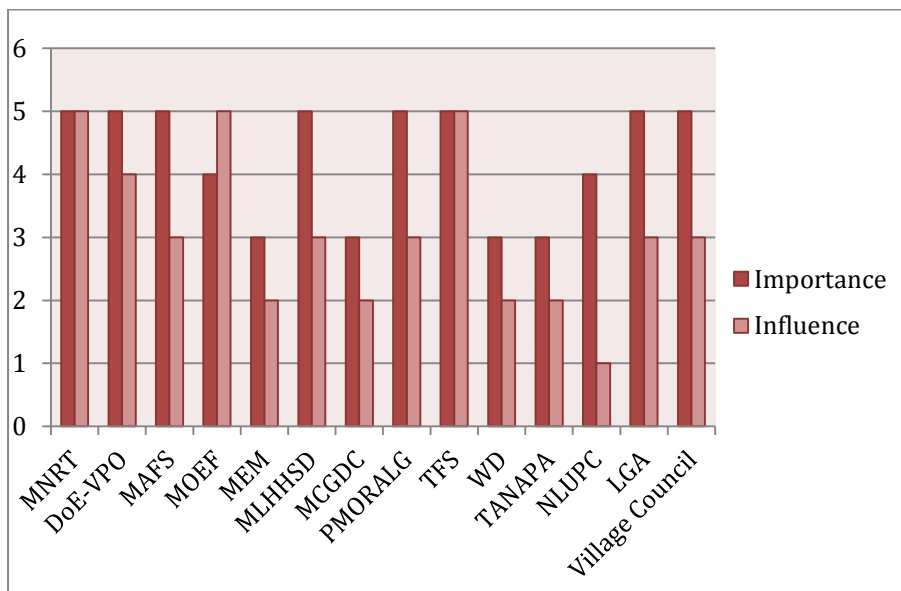


have considered REDD+ within the current Tanzania policy context and the current drivers of deforestation in Tanzania. This involves making sure the performance-based verified payment system (REDD+) is set institutionally within existing policies, based on lessons from other programs and mobilises existing capacity created for other initiatives such as Participatory Forest Management (PFM), Participatory Land Use Management (PLUM) and related interventions to improve productivity of agriculture.

The nature of REDD and the level of uncertainty of how it will evolve in the future calls for a flexible dynamic approach to learning and building capacity including institutional arrangements.

Who requires capacity to establish and implement REDD+?

REDD+ will require a behavioural change at different levels and needs institutional cooperation and collaboration across sectors and between stakeholders. The institutional landscape for REDD+ is still evolving. When examining the key mandates of government institutions and REDD+ the existing levels of importance and relative power can be assessed and related to their ability to influence others. Already REDD+ is prompting the emergence of new institutions such as NCMC and later a National REDD Fund. Institutions that have key mandates for REDD+ implementation need clear roles and responsibilities with mutual accountabilities to achieve the REDD+ goals. This is still evolving and some capacities that currently lie outside the key institutions are filled through the mandate of the temporary structures of the REDD+ Task Force and secretariat. The assessment identifies how these capacities could be institutionalised within existing government institutions.



Comparison of Importance and Influence of Tanzanian Government Institutions in relation to establishing and managing a national REDD+ scheme



What should be the focus of a capacity assessment?

Classically capacity assessments prioritise skills and knowledge gaps. Key interventions identified often solely focus on training or education. This is not sustainable as if training of individuals is not linked to the leadership and systems that the individual concerned is accountable within then the investment is unlikely to be fruitful. This assessment adapted the UNDP and National Tanzania Framework for capacity assessment that builds on a multi-dimensional approach and also provides the scope to assess institutional incentives, leadership issues, accountability and dialogue processes. Knowledge was only one element of the comprehensive assessment. Core focal issues were based on a participatory analysis of the current bottlenecks for REDD+ in Tanzania as perceived by the stakeholders. It was these core issues that became one of the foci for the assessment.

Functional capacities can be explained as those capacities that are required to make something happen and will be required across any theme, project or programme. UNDP has defined five different functional capacities; capacity to engage stakeholders, capacity to assess a situation and define a vision and mandate, capacity to formulate policies and strategies, capacity to manage, budget and implement, capacity to evaluate (UNDP 2008). All of these five functional capacities are relevant to government institutions with a functional role in making REDD+ happen in Tanzania. Technical skills, while important, are rarely enough alone. Individual and organisational learning through effective communication and joint reflection processes is much more likely to lead to sustainable capacity in the long term. It is therefore necessary to ensure a balanced approach that works with different types of capacity simultaneously.

What have previous assessments identified as priority needs?

There have been several different kinds of assessment already undertaken in relation to REDD+ some institutionally specific and some with a focused theme. Overall in the literature there has been agreement that there are needs for more emphasis and capacity in the following areas but no indication of priorities or sequence has been agreed:

- Building HR capacity with technical knowledge and skills on REDD+
- Monitoring and verification of carbon reference levels
- Public awareness and engagement
- Institutional arrangements and incentives
- Management and reporting functions supportive of REDD+ modalities

Many previous capacity assessments have identified the numbers of government staff as a limiting constraint during implementation. The approach taken by the CNA team during this assessment



was to identify interventions that mobilise existing capacity. A priority cannot be to expand numbers of staff in situations where existing capacity is not yet fully functional.

What are key capacity strengths and gaps for implementing REDD+ in Tanzania?

Based on a task and institutional analysis of REDD+ a capacity assessment framework was established. Capacities were defined specifically each with indicators and categorised as technical or functional. The CNA team based on their informed opinion of REDD+ internationally and the current situation in Tanzania set the desired level of capacity using a scoring system from 1-5¹. Individuals and core focus groups from the priority institutions of DoE, TFS, PMO-RALG, and 7 selected district executives, councillors and villages were interviewed or asked to assess themselves against the framework.

The process identified existing capacities and capacity gaps at the central, district and village level. The analysis was based on the perceptions and the scores of the focus group interviews and is a reflection of the patterns that emerged.

Summary of Perceived Existing Capacities at Different Levels based on Functional Tasks for REDD+²

Central Level	District Level	Village Level
1. Capacity to establish and manage a national carbon fund (I/F)	7. Capacity to interpret and adjust regulations and frameworks for local level improvements to manage drivers of deforestation and degradation (F/T/I)	16. Capacity to reach out and seek information on rights and new ideas (PE/F)
2. Capacity to identify clear roles & responsibilities within the REDD + strategy action plan and determine mechanisms for mutual accountability (A/F)	8. Capacity to engage in functional partnerships for improved service delivery (F/I)	17. Capacity to track, record and report use and/or distribution of REDD+ payments (K/T)
3. Capacity to negotiate at international level based on national position (L/T)**	9. Capacity to plan and scale out PFM (legal agreement level) as basis for REDD+ (F/I)	18. Capacity to collect and record data for carbon reference levels according to standards/protocol (K/T)
4. Capacity to establish and manage an information system for REDD+ (K/T/F)	10. Capacity to endorse timely approval of forestry and land use by laws (F/I)	19. Capacity to develop and update forest management plans (K/T)
5. Capacity to set protocols, guide and implement public consultation processes on REDD+ policies and issues (PE/F)	11. Capacity to self-monitor and meet obligations of collaborative partnerships (F/A)	20. Capacity to create a shared vision for sustainable land use management (L/F)
		21. Capacity to transparently approve land use plans (I/F)

¹ (1 = No evidence of relevant capacity, 2 = Anecdotal evidence of capacity, 3 = Partially developed capacity, 4 = Widespread, but not comprehensive, evidence of capacity, 5 = Fully developed capacity)

² Capacities are marked across functional (F) or technical (T) and core issues Institutional Arrangements (I), Leadership (L), Accountability (A), Dialogue (D), Knowledge (K) and Public Engagement (PE).

Central Level	District Level	Village Level
6. Capacity to develop relevant gender sensitive communication products and processes on REDD+ (PE/T)	12. Capacity to create a shared vision for sustainable land use management at district level (F/L) 13. Capacity to identify and prioritise areas suitable for REDD+ within the district (F/T/K) 14. Capacity to mobilise financial resources for PLUM (F/L) 15. Capacity to deliver technical expertise and accurate up to date information in PLUM process (T/K)	

A number of capacities were identified as existing at different levels and there were no clear patterns across core issues. Capacities that related to on-going tasks and experiences in other sectors or programs have generally been identified as existing. A number of observations were made during district consultations where many capacities were identified as existing or as secondary gaps. However, evidence of that existing capacity translating into results is not yet evident or widespread. This is a strong example of where technical knowledge is perceived to exist yet functional capacity is still weak at the organisational level for delivery of services in the field especially at the district level.

Summary of Perceived Primary Capacity Gaps³

Central Level	District Level	Village Level
<ul style="list-style-type: none"> Capacity to clarify and institutionalize carbon rights in relation to tenure (I/T/F) Capacity to establish clear and practical protocols for social safeguards (I/T) Capacity to create and guide a shared vision for REDD+ at national/and or institutional level (L/F) Capacity to express an institutional position and voice with strategic or powerful stakeholders (D/F) 	<ul style="list-style-type: none"> Capacity to influence through feedback national and district system linkages for carbon data management (F/I) Capacity to follow protocols to collect carbon data for collation at national level (F/A) Capacity to deliver reliable information and data at request of independent verifiers (to protocol and standards) (F/A) 	<ul style="list-style-type: none"> Capacity to institutionalize elements of good governance including gender equity (I/F) Capacity to enforce rights, land use and forest bylaws (I/F) Capacity to comply with land and forest bylaws (PE/T) Capacity to take a position as a village and negotiate with strategic players and/or more powerful stakeholders (D/F)

³ Secondary gaps were also identified based on the full set of the defined capacities these can be found listed in the full report. For abbreviations see footnote²



Central Level	District Level	Village Level
<ul style="list-style-type: none"> Capacity to monitor land use change to the sub-hectare level for the whole of Tanzania (K/T) Capacity to formulate protocols for carbon data collection and analysis across sectors (K/T) Capacity to provide evidence in an independent verification process (A/F) 	<ul style="list-style-type: none"> Capacity to inform stakeholders on benefits, risks and opportunity costs of REDD+ (F/T/K) Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (F/T/PE) 	<ul style="list-style-type: none"> Capacity to make transparent, democratic decisions about distributions and use of REDD+ payments (A/F)

Capacity Development Plan (2012-2017) Outcomes

1. By the end of 2013 appropriate high level institutional incentives and accountability mechanisms will be in place to ensure functioning and efficient institutional arrangements for REDD+ at the national level including improved stakeholder consultation protocol and processes;
2. By the end of 2013 REDD+ "practical" up to date training modules are streamlined and available at mainstream training institutes with at least 3 trained trainers, from different sectors available at regional and district level;
3. By the end of 2017 Tanzania as a nation will have established a functioning independently verifiable MRV system for forestry, land use and carbon reference levels including data protocol and incentives for delivery of data from districts;
4. By the end of 2017 at least 35% of forested districts in Tanzania will have developed and implemented a strategic NRM plan that integrates LUP, PFM and REDD+ in priority areas including a partnership strategy and institutional incentives that ensure service delivery to relevant communities;
5. By the end of 2015 selected priority communities in 35% of forested districts in Tanzania are aware of their rights in relation to land, forests and REDD+ and improved village governance monitoring.

It is unsurprising to note that overall the areas identified as primary gaps are related to the technical and institutional areas of REDD+ that are still technically and institutionally unfamiliar or unclear. As identified in previous reports and recent evaluations ownership and leadership around REDD+ at national level in Tanzania has been influenced by development partner decisions and funding flows and structures. This has led to a slow evolution of institutional arrangements for REDD+ and is a learning process. Despite this the most awareness and discourse on REDD+ exists at the national level although the primary gaps identified provide an indication of the areas in which less progress has been made. There is extremely limited knowledge and technical skills at the district and village level which is in fact the core sphere of REDD+ implementation.

At the district level it is evident that there are functional challenges particularly in planning and data monitoring that already hinder the widespread implementation of other policy frameworks that support sustainable land management such as PFM and PLUM. At village levels there are clear patterns in the primary gaps in relation to governance and power for enforcing their own rights.

What is the plan for capacity development for REDD+?

The capacity development plan for REDD+ in Tanzania has been designed based on the capacity gap analysis and issues emerging through the consultations with priority institutions. The plan has been developed over a five-year time frame considering both quick win and long-term strategic interventions.

A number of packages have been put together to address the issues emerging from the assessment based on key principles. As far as possible the packages try to combine the strengthening of functional and existing technical capacity and the creation of new capacity for maximum effectiveness. There are a number of packages identified at each level; central, district and village. Packages have been prioritised based on the gap size identified by stakeholders, issues revealed during consultation and logical sequence in relation to establishment and management of a REDD+ scheme. Each package covers a combination of suggested interventions that address mobilising or filling gaps to reach the desired capacity level. Specific indicators are related to each package to ensure that capacity development can be measured in relation to outcomes at a later stage.

Summary of Intervention Packages, Priority and Time Frame

Package Description/Priority	Specific Interventions	Intervention Type	Time-Frame
Package 1; Engaging High Level Decision Makers (Central) HIGH	Forest Academy to build social capital across sectors and society	Leadership/ Learning	Quick-Win
	Strategic engagement and policy briefing with Ministry of Finance	Institutional incentive	Quick-Win
	Principal Secretary REDD Forum	Institutional incentive/ accountability mechanism	Quick-Win
Package 2; Preparing for independent verification (Central) HIGH	Independent Forest Monitoring	Accountability mechanism/ learning	Quick-Win
	Establishment and management of REDD+ MIS system	Learning /Institutional incentive	Strategic



Package Description/Priority	Specific Interventions	Intervention Type	Time-Frame
	Technical Tailor Made Trainings on REDD+ MIS protocol	Training	Strategic
	Guidelines and criteria for district fund release (data clause)	Institutional incentive	Quick-win
Package 3; Improving carbon and land use data quality (Central) HIGH	Lessons learning documentation of carbon data management	Learning	Quick-win
	Development of protocol for establishing carbon reference levels	Learning/ institutional incentive	Strategic
	Technical training/coaching on remote sensing relating to protocol	Training	Strategic
Package 4; Improving consultation and stakeholder voice mechanisms (Central) MEDIUM	Formulation of Best Practice Consultation Protocol	Learning/ Accountability Mechanism	Quick-Win
	Tailor made training and coaching on consultation and facilitation	Training	Quick-Win
	Community of practice on consultation and facilitation for multi-stakeholder processes	Learning	Quick-Win
Package 5; Power relations, negotiation and dialogue (Central) HIGH	GoT Hosted Retreat for REDD+ Development Partners	Dialogue Mechanism	Quick-Win
	Tailor made negotiation skills training and coaching (link with Doha COP)	Training	Quick-Win
	High level training on power relations	Training	Quick-Win
Package 6; Partnership Learning Initiative (Central and District) MEDIUM	Guidelines on partnership opportunities for REDD+ and learning how to collaborate	Learning/ Institutional incentive	Quick-Win
	MDA to MDA; District to District Knowledge exchange on partnership and collaboration	Learning	Quick-Win
	REDD+ partnership award scheme	Institutional incentive	Quick-Win
	District to District COP on Partnership (including prospective partners or service providers)	Learning /Institutional incentive	Strategic
Package 7; Social Safeguards Learning and Improved Public Engagement (Central) HIGH	Communication Impact Assessment Training and Coaching	Training/ Learning	Quick-Win
	Targeted Information Guides on Social Safeguards	Learning	Quick-Win



Package Description/Priority	Specific Interventions	Intervention Type	Time-Frame
	Development of training modules and materials on social safeguards	Learning	Quick-Win
	Regular multi stakeholder learning forum on social safeguards	Learning	Strategic
Package 8; Basic REDD Awareness and Knowledge Generation Program (District) HIGH	Scaled out Training of Trainers (Multi-discipline district teams)	Training	Quick-Win
	Practitioner case study writing workshops	Learning	Quick-Win
	District to District Learning exchange visits	Learning	Quick-Win
	Basic extension materials package; design and dissemination via training	Learning	Strategic
Package 9; NRM and Land Use District Leadership Programme (District /team based) HIGH	Strategic spatial district NRM planning coaching programme	Learning/ Training	Strategic
	Leadership, Planning and Time Management Training and coaching	Learning/ Training	Strategic
	Lobbying and Advocacy for Land Use Learning Forum	Learning	Quick-Win
	Conflict management and power relations training	Training	Quick-Win
Package 10; Improving carbon and land use data management for independent verification (District)	Synthesis and documentation of lessons learned on carbon data protocol and management	Learning	Quick-win
	Develop and implement auditing system for data quality at district level	Learning/ Accountability	Strategic
	Share and test carbon data protocol and MIS at district level refine system	Institutional incentive/ Learning	Strategic
	Refresher technical training and coaching (as determined by protocol requirements)	Training	Strategic
Package 11; Land Use Planning Programme (also village level) HIGH	Revision of PLUM guidelines for inclusion of REDD+ and lessons from pilots	Learning	Quick -Win
	Digital/spatial data ready packages for LUP including support village level PLUM	Learning/ Accountability	Strategic
	PLUM technical training for district teams	Institutional incentive/ Training	Strategic
Package 12; Basic REDD+ Awareness (Village) HIGH	Targeted extension tools for village awareness raising	Learning	Quick-Win
	REDD+ community radio initiative	Learning	Quick-Win



Package Description/Priority	Specific Interventions	Intervention Type	Time-Frame
	Village to village learning and field days	Learning	Strategic
	VGS training on forest and law enforcement	Training	Strategic
Package 13; Participatory Carbon Monitoring and Data Management (Village) MEDIUM	Establishment of standard village level protocol for carbon data collection and management	Learning/ Accountability	Strategic
	Community data collection training and selection and coaching of data monitors	Training/ Accountability	Strategic
Package 14; Village Leadership and Governance Initiative (Village) HIGH	Governance and NRM leadership Villager ToT	Training	Strategic
	Basic Financial Management training	Training	Strategic
	Village level awards for Outstanding Land Use Management and REDD+ data reports	Accountability/ Institutional incentive	Strategic

Key Principles of Intervention Design Packages

- Mobilising existing capacity where possible
- Increasing diversity of interventions to include some training but also dialogue mechanisms, leadership programs, institutional incentives
- Minimising one –off training interventions and building in coaching and follow up performance tasks
- Offering competitive not incentive driven self-development and training opportunities
- Integrating capacity with clear strategic roll out of REDD+ alongside other NRM programs
- Keep learning up to date and real basing on lessons from the field.

A number of recommendations have been made to ensure that the capacity development packages are effective. Emphasis on building technical and functional capacities needs to be placed at the district level with a balance of investment between quick-wins and strategic long-term interventions. As far as possible links between field practice and protocol development and training need to be strengthened and professional service providers engaged for capacity building initiatives recognising that communication and learning services are a specialised field.



As REDD+ evolves capacity development will need to be responsive and flexible. If REDD+ is to be successful in Tanzania it needs to be framed within existing policy frameworks and practically linked to existing initiatives on sustainable land management. Initiatives such as this capacity development plan need to be approved and internalised at the highest levels of government to ensure commitment and follow up on REDD+ not as a recent global initiative but as part of an integrated vision of sustainable natural resource management in Tanzania. For these reasons although this report was commissioned by MNRT through support of UNDP it is strongly recommended that it is presented and considered as a REDD+ Task Force document for discussion with all levels of government and a wider range of development partners.



1. Introduction

LTS International Ltd (UK) was contracted by UNDP on 1 March 2012 to carry out a “Capacity Needs Assessment of Government Institutions for the Establishment and Management of a REDD+ Scheme in Tanzania” on behalf of the Ministry of Natural Resources and Tourism. This report details the methodology, key findings on capacity strengths and gaps emerging from the analysis. It also includes a Capacity Development Plan for REDD+.



2. Scope of Work

2.1 Objectives of the consultancy

The main objective of the assignment was to identify the capacity needs of government institutions to establish and manage a REDD+ scheme, propose capacity development measures to address the identified needs, and, depending on the budget available, initiate appropriate capacity development interventions. The assignment was also required to build on a number of related studies that have been published and learning and capacity building events on REDD+ in Tanzania.

During the inception period it was agreed that the specific objectives of the consultancy included the following:

- To agree on a shared framework for understanding and assessing capacity in the context of REDD+ in Tanzania;
- To identify key government institutions and core priority issues of capacity relevant to the establishment and management of a REDD+ scheme in Tanzania;
- To engage key stakeholders in identification of future desired capacities and timeframe that are appropriate to prioritised government institutions; and
- To identify through consultation and participation the gaps between existing capacity and future capacity needs for core issues in key institutions and recommend key capacity building strategies for further investment.

2.2 Deliverable schedule

The key deliverables and their timing as per the contract are outlined in Table 1.

Table 1. Key deliverables and time schedule

Deliverable	Deadline
1. Inception report including work plan and consultation plan (including workshop design)	20 March 2012
2. Draft Capacity Needs Assessment methodology including presentation at first national workshop	24/25 April 2012
3. Draft final report on Capacity Needs Assessment including presentation at second national workshop	29 June 2012
4. Final Report on Capacity Needs Assessment	20 July 2012
5. Summary for Policy Makers	31 July 2012



3. Context of the Assessment

3.1 Characteristics of REDD+ and implications for capacity assessment and development

Reducing Emissions from Deforestation and Forest Degradation (REDD+) is a global initiative designed to compensate groups or countries for reducing emissions of Greenhouse Gases, especially CO₂, by preventing deforestation and degradation. The “plus” element of REDD expanded the mechanism further to reward activities that increase a forest’s health such as better forest management, conservation, restoration and afforestation. Some also refer to the “plus” as the co-benefits that come as a result of sustainably managing forest lands such as improved biodiversity, ecosystem services such as water and more secure rights for communities.

Initially REDD+ was seen to be a new idea and the key element was that it was performance based and was anticipated to involve significant sums of money through market mechanisms. As REDD+ has evolved the challenges have arisen in the details (CIFOR 2012). CIFOR recently cited the key challenges as ranging from how to measure and monitor the carbon emissions avoided by leaving a forest standing, to deciding who should get the money generated by REDD+, to achieving coordination among local, regional, national and international levels of governance. Tanzania faces such challenges and requires a number of capacities to enable eligibility and credibility in establishing and managing a REDD+ scheme at national level.

In the current phase of REDD+ readiness Tanzania has positioned itself in the discourse through the development of a Draft National REDD+ Strategy and a number of key decisions with regards to roles and responsibilities in REDD+ including the establishment of an autonomous National Carbon Monitoring Centre (NCMC) and a National REDD+ Fund. Pilot projects funded by the Royal Norwegian Embassy (RNE) and facilitated by civil society organizations (CSOs) are generating field experience and documenting lessons on implementing REDD+ and addressing some of the challenges above.



To some extent there is already diversity in the national discourse of Tanzania about REDD+ and its scope. For some groups and institutions REDD+ is perceived as a financial payment system a system derived and designed from global climate negotiations. Others would like to define it as a much wider set of practical field interventions that will contribute to reducing deforestation and degradation. For the purposes of this report and defining the desired capacities the CNA team have assumed the earlier understanding but have considered REDD+ within the current Tanzania policy context especially for natural resource management. This involves making sure the performance-based verified payment system (REDD+) is set institutionally, based on lessons and mobilises existing capacity created for other national level programmes such as Participatory Forest Management (PFM), Participatory Land Use Management (PLUM) and related initiatives to improve productivity of agriculture.

The nature of REDD+ and the level of uncertainty of how it will evolve in the future calls for a flexible dynamic approach to learning and building capacity including institutional arrangements.

As with implementing the details of REDD+ there are also similar challenges in conducting a national capacity assessment for REDD+, as the details of some of the functions of REDD+ are not yet clear and still evolving. As field experience emerges and individuals and organisations gain more technical exposure discourse and decisions can change as the picture for Tanzania and its forests gets clearer. The international dialogue clearly identifies that a “one size fits all” will not be appropriate for REDD+ as countries have specific forest types, drivers of deforestation and political agendas in climate change.

Tanzania is still very much in the process of learning which size will “fit” it. A cost curve study considering opportunity, institutional, implementation and transaction costs recently conducted by LTSI has shifted perceptions on how far REDD+ payments will contribute to forest conservation. Some CSO’s engaged in pilot implementation are emphasizing the recognition of REDD+ as a performance based payment for reducing deforestation and degradation that may not be worthwhile in all forested areas of Tanzania. With the average opportunity cost of clearing a hectare of forest emerging at \$1,358, incentives for forest conservation and not clearing land need to be properly understood⁴. Such thinking is likely to influence how institutions, processes and priorities for REDD+ evolve in Tanzania further and it is critical in the context of capacity building that this is recognized as a dynamic process. However there are a number of features and characteristic of any REDD+ scheme that will make it credible internationally as required by the UNFCCC or any Voluntary Carbon Standard. It is unlikely that standards will be modified beyond the following principles:

⁴ TFCG 2012



- **Performance based**; whereby credible evidence and data for basis of payments will be required;
- **Independently verifiable by a third party**; this may be internal or external depending on the payment authority;
- **Built on the concept of additionality**; implying the need for a thorough baseline and selection of sites where additionality is viable which is not always the case;
- **Permanence taking into account leakage**; with implications for site selection in relation to current land use dynamics and scale of intervention area.

It is on the basis of these characteristics, international literature and the National REDD+ strategy that the methodology was designed.

3.2 Key assumptions as the basis for the assessment

Due to the nature and some uncertainty of how REDD+ evolves in Tanzania a number of assumptions related to institutional arrangements were made in order to conduct the capacity assessment effectively. To a large extent these assumptions reflected current thinking and key decisions already made but not yet fully operationalised. In brief for the purposes of understanding the revised framework in Annex A these included:

- **The Tanzania Forest Service in its role as an autonomous executive agency** and its mandate, proposed structure and decision-making authority will be fully operationalised by July 2012. Consequent changes are implied for a new institutional arrangement in MNRT for the function of forest policy and regulation implying that the Forest and Beekeeping Division as it is currently positioned will not be a significant player in REDD+ coordination or operations. There are specific assumptions behind the development of an executive agency for forestry that need to be recognised within the context of this assessment. An executive agency is designed to be performance driven with institutional incentives for delivery of programmes and more financial autonomy. To some extent this assessment anticipates that such incentives will be an opportunity for the acceleration for the capacity mobilisation for REDD+ and based on the 2012-2013 budget there will be space to mainstream some REDD+ capacity building activities. The TFS capacity building budget 2012-2013 represents 8% of their total TZS 26 billion budget and for TFF the



capacity building budget represents 12% of the TZS 5 billion TFF budget for the same year⁵. TFS planned capacity building activities for 2012-2013 is provided in Annex B.

- **Participatory Forest Management (PFM) which respects rights of communities to manage and benefit from forests in Tanzania will be the basis of REDD+.** This may be under an umbrella of Community Based Forest Management in Village Land Forest Reserves and/or Joint Forest Management in National Forest Reserves (Production and Catchment). This is highlighted in the most recent draft of the National REDD+ Strategy.
- **The National Carbon Monitoring Centre (NCCM) will be established as an autonomous institution** that reports to government and will be responsible for establishing and maintaining a carbon reference level system and report to international bodies and authorities. It is also assumed that it may become a possible independent verification agency but that other international verification processes via external third parties may also be required.
- **The main finance mechanism for REDD+ will be through the establishment and management of a National Fund.** It has yet to be established how this will operate in detail. Although the National REDD+ Strategy does not exclude linking to carbon markets currently the majority of players within government see this as the main financing route for REDD+. The institutional arrangements for this as yet are far from clear although a proposal has been made but not yet approved.
- **The current institutional arrangements for REDD+ readiness such as the REDD+ Task Force and Secretariat are seen as an interim measure** and as such not permanent features of the REDD+ scheme in Tanzania. As such the assessment assumes that its current functional capacities will need to be institutionalised.

⁵ TFS/TFF Work Plan and budget 2012-2012. An example of the capacity building activities included as part of the TFS budget are included in Annex B.



4. Capacity Assessment Concepts

Previous capacity assessments demonstrate that “capacity” has been perceived as just relevant skills and knowledge. Sometimes this has been expanded to include infrastructure. The definition of capacity used in this assessment as agreed with stakeholders:

Capacity is **“the ability of individuals, institutions and societies to perform functions, solve problems and set objectives in a sustainable manner”** UNDP 2006.

So in the context of this assessment capacity is seen as follows:

“The ability of individuals, institutions and societies in Tanzania to establish and manage a vision for REDD+, key policy objectives and field implementation whilst meeting challenges of REDD+ in a sustainable manner”.

Relevant literature on capacity development recognises that capacity development must go beyond training. Besides the recognition that other strategies can improve learning not just training, it is increasingly accepted that learning is also not a panacea for capacity development. Leadership, systems and institutional incentives contribute to development processes at different levels. A review of capacity development and technical assistance highlights that the array of responses can even include those beyond external help or support (Pearson 2011). Capacity development supported by external actors can only facilitate the emergence of the learning process not necessarily guarantee the changes required to make individuals, organisations and the institutional environment functional for the tasks required to establish and manage a REDD+ system.

The recent Mid Term Evaluation of the UN-REDD programme – Tanzania Quick Start Initiative identified that training interventions alone were unlikely to be sufficient to develop MNRT capacities to the level required to play an instrumental role in REDD+ (Lutz and Chamshama 2012). With reference to this and recent literature it is important to distinguish between identifying technical and functional capacities within the scope of a capacity assessment. Many capacity assessments by default become training needs assessments and often focus on assessment of technical capacities alone. It has been learned internationally and within Tanzania that often focusing on technical skills will not improve the functional capacity of institutions and their respective systems and incentives. This was also highlighted by a team of experienced consultants in May 2010 when exploring the potential for a capacity building initiative for PFM and REDD in Tanzania in association with The Centre for People and Forests (RECOFTC). The team highlighted



the lessons with respect to training for PFM where the ability of individuals to translate training into action is often constrained by wider structural, management and governance issues (Blomley et al 2010).

Functional capacities can be explained as those capacities that are required to make something happen and will be required across any theme, project or programme. UNDP has defined five different functional capacities; capacity to engage stakeholders, capacity to assess a situation and define a vision and mandate, capacity to formulate policies and strategies, capacity to manage, budget and implement, capacity to evaluate (UNDP 2008). All of these five functional capacities are relevant to government institutions with a functional role in making REDD+ happen in Tanzania. Technical skills, while important, are rarely enough alone. Individual and organisational learning through effective communication and joint reflection processes is much more likely to lead to sustainable capacity in the long term. It is therefore necessary to ensure a balanced approach that works with different types of capacity simultaneously.

When considering the need to develop functional as well as technical capacities a diverse best fit of “hard” and “soft” well-sequenced approaches need to be considered in a capacity development response. Increasingly strategies such as leadership programmes, and introduction to reflective learning practices are considered legitimate tools to increase capacity in combination with training and development of policies and procedures. Strategies need to be selected and packaged to address needs over realistic time frames with on-going support. Experience in Tanzania and elsewhere has demonstrated that one-off technical trainings are unlikely to address the capacity gaps in a sustainable way at the organisational and institutional levels (Blomley et al 2010).

A capacity development response will need to demonstrate priorities, sequence and a combination of best-fit measures at different levels to address both technical and functional capacity gaps. As REDD+ is about performance and verification of sustainable land management it is probable that a capacity assessment for REDD+ will identify and reveal institutional reform and leadership issues that are also influencing effectiveness of implementation of other NRM related issues such as LUP and climate change adaptation at the community level. It is for this reason that the team suggests that capacity interventions suggested in this report are just as relevant for other development partners and sustainable land management initiatives and a capacity response needs to uphold an integrated approach to such issues rather than isolating REDD+ per se.



5. Methodology

The methodology followed during the assessment was adapted from UNDP and modified using the key parameters agreed in the Stakeholder Methodology Workshop⁶. The methodology adapted is a multi-dimensional methodology that focuses on capacity and can be adapted to specific conditions and priorities. It covers three dimensions that include points of entry, core issues and functional and technical capacities. This methodology has also been adapted and mainstreamed by the United Framework of Tanzania in its National Framework for Capacity Development.

5.1 Points of Entry

There are three points of entry that can be considered in relation to assessing capacity; institutional, organisational and individual. In the case of this assessment it was decided with stakeholders that the most appropriate level was organisational and institutional for a number of priority institutions and levels in government. The choice of institutional priorities was based on the initial stakeholder analysis conducted with stakeholders in the first stakeholder and methodology workshop. Priority institutions for assessment were identified as DoE (VPO), TFS (MNRT), PMO-RALG at the enabling environment level, and District Government and Village Government institutions at the organisational level. It was noted by the workshop that it was not deemed useful to examine capacity at the individual level at this stage in the development of REDD+ and that organisational and institutional capacity assessment would provide greater insight at this stage in the REDD+ process.

5.2 Core Issues

The second dimension that determines the focus and scope of the assessment are the core issues identified by stakeholders during the methodology workshop. These were then categorised into a number of core issues for further exploration during the assessment as explained in Table 2.

⁶ A stakeholder methodology workshop was held 24-25 April 2012 in Morogoro. A separate report for this event is available.



Table 2. Strengths and bottlenecks effecting establishment and management of REDD+ in Tanzania from stakeholder discussions during workshop

What is going well in the establishment and management of a REDD+ scheme?	What are the key bottlenecks in establishing and managing REDD+ scheme?
<p>1) A draft REDD+ strategy has been formulated and is a key strategic guidance document. This sets out the vision and framework for a number of specific on-going activities.</p>	<p>6) "Ownership" of the REDD+ process and scheme is not yet fully with government stakeholders. This relates to perceptions of lack of trust, leadership and governance.</p>
<p>2) The basis of an MRV system has been established using the leverage of a national forest inventory process (supported by NAFORMA).</p>	<p>7) Coordination of REDD+ at the national level is facing challenges. There is a lack of differentiation between roles and responsibilities associated with coordination and implementation between stakeholders. This effects national positioning during international negotiations.</p>
<p>3) The government has endorsed a REDD+ scheme as a key strategy for future sustainable land management in Tanzania.</p>	<p>8) Due to tensions over institutional and strategic power the REDD+ taskforce is not yet institutionalised or "progressively redundant".</p>
<p>4) Field experience and lessons from implementing REDD+ at the site level exists through pilot projects in several districts and communities.</p>	<p>9) Low awareness about REDD+ at all levels with key stakeholders.</p>
<p>5) Some REDD+ technical working groups functionally performing.</p>	<p>10) Institutional reform processes required are slow such as operationalisation of Trust Fund and National Carbon Monitoring Centre.</p>
	<p>11) Land use planning at village and district level is not yet implemented in a majority of locations. The process is still seen as a low priority and financial resources are very limited. To some extent vested interests in preventing the development of land use plans are evident.</p>
	<p>12) Strategies to address drivers of deforestation are not yet evident. There is need for a capacity to adjust policies and procedures to provide incentives and penalties to address drivers of deforestation.</p>
	<p>13) Knowledge gaps on different technical aspects of REDD+ at all levels.</p>



5.2.1 Institutional arrangements

This relates to inter-coordination between Ministries, existing coordination structures, roles and responsibilities, institutional incentives and implementation of rule of law. It includes bottlenecks identified such as weak coordination and slow institutional reform processes necessary for REDD+ and others. It will also cover and explore incentives and/or disincentives for rolling out processes already defined in the national policy and legal frameworks such as land use planning and/or participatory forest management plans as examples.

5.2.2 Leadership

This relates to the ability to influence, inspire and motivate people, organisations, and societies to achieve the goal of REDD+. It is not necessarily relevant at just individual level as it can be linked with movements for change away from business as usual and the creation of a clear vision for REDD+ within government priorities for specific actions across Ministries and relevant implementation agencies. Leadership can also be related to government ownership of the REDD+ process at different levels and within different institutions.

5.2.3 Accountability

This is based on a mutual understanding of each other's roles and exists when two or more parties adhere to rules that govern interactions. Accountability should allow organisations to monitor, learn, self-regulate and adjust behaviour with those to whom they are accountable. In the context of REDD+ and the existing bottlenecks it can be closely linked to the issues of coordination and power as elaborated earlier.

5.2.4 Dialogue mechanisms

This refers to ways of enabling different stakeholder groups and/or their representatives to raise their voice or concerns constructively during the process and be listened to. This can help to address power imbalance in certain situations and ensure all stakeholders regardless of levels and strategic positions are in a position to engage constructively throughout the process.



5.2.5 Knowledge and information

This can be referred to as creation, absorption and diffusion of information and expertise towards a solution; in this case for system and capacity requirements for REDD+. Expertise may not just be at the individual level but also the organisational level. In the context of REDD+ as discussed by stakeholders in the workshop this refers to several areas including formulating effective management of drivers of deforestation and degradation but also managing knowledge in a system which allows lessons from field demonstration projects such as those currently piloted feed into national policy and implementation frameworks. This will also include specific technical gaps in expertise. Knowledge can be addressed at different levels and through different means (formal education, technical training, knowledge networks, and informal learning).

5.2.6 Public engagement and awareness

This relates to access to information, development knowledge and technology, inclusion, participation, equity and empowerment. The lack of awareness of stakeholders about REDD+ was identified as a key bottleneck and channels of communication and mechanisms to ensure engagement will be explored further in the assessment.

It was agreed that the capacity assessment team would focus on these core issues when carrying out the capacity assessment. Many of the core issues are inter-related and some may be more relevant than others at different levels (national, district and village). Using these core issues as a focus for the assessment will ensure that the assessment focuses beyond technical skills as a capacity gap and address key bottlenecks in the existing system with training in technical skills included as a partial but well integrated solution.

5.3 Functional and Technical Capacities

A number of functional and technical desired capacities for REDD+ were based on a task analysis table generated from the "REDD+ production chain". The main objective was to differentiate the "additional" tasks that would need doing over and above the existing systems to enable the establishment and management of an effective REDD+ scheme in Tanzania as shown in Table 3.

Using the task analysis table a number of desired capacities at each level (central, district and village) were identified and the desired level of capacity required for minimum effectiveness discussed and set through informed opinion of the CNA team. The final capacity assessment framework including the desired levels can be found in Annex A. Capacities were also differentiated as functional and technical. The framework was then used to consult with a number of institutions and districts.



Table 3. Additional Tasks/Systems to be accomplished and/or in place for REDD+ over and above those existing for Sustainable Forest/Land Use Management at all levels in Government

Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
Central Government	Maintain carbon baseline reference level/ MRV system in place and functional	National Forest Inventory system that is regularly updated with reliable data storage	TFS/NCMC
(Including delegated tasks to region)	Monitor land use change, vegetation cover change at sub-hectare scale for the whole of Tanzania – "wall to wall"		NCMC
	Spatial mapping system of tenure of forests in relation to carbon baseline reference levels	National Land Data Base and spatial information integrated with forest information	MNRT/TFS
	Collation, management and maintenance of the carbon stock expansions factors for each land use/vegetation type of interest. Research to refine these factors in line with government priorities		Research institutions; NCMC
	Maintaining information systems for statistical analysis and interpretation of data in a transparent manner	Forest data base and other national information systems	TFS/NCMC
	Identifying and supporting institutions or platforms ensuring public accessibility to data pertaining to REDD+ and information for transparency and required capacity to run and maintain it	Linkages to national database and information management systems and public information legal framework	TFS/NCMC/MOLH



Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
	Governance and management of Carbon Trust Fund including reporting	National financial management protocols	TBD; autonomous board
	Tracking system for payments from carbon trust fund that is performance-based for emissions avoided or removals from the atmosphere.		TBD; Carbon Trust Fund in collaboration with NCMC
	Coordination of Ministries for coherent development and implementation of policies for REDD (based on impact assessment and feedback loops with stakeholders)	Functional coordination mechanisms for climate change and NRM management at national level	VPO/DoE/MNRT
	Formulation of an effective policy and legal framework for REDD+ (adaptive)	Effective, transparent, evidence based policy formulation processes based on clear national position and institutional mandates	DoE
	Engagement of stakeholders at multiple level to ensure multi-directional information flows and public engagement on REDD+ (including formal procedures for consultation on REDD+)	Functional communication units and clear focused national communication strategy on forests and land including formal procedures for stakeholder consultation	DoE/MNRT
	Clarification of carbon rights in relation to tenure	Clear tenure and legal framework for village land in relation to forests	MNRT/MOLH



Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
	Set clear protocols and systems for social safeguards and inform relevant stakeholders at all levels		
	Continue to enforce forest law and regulation effectively as per SFM (no additional task required)	Clear legal framework for forestry; Effective forest law enforcement and regulation of movement of wood and wood-based products including transparent and accountable record keeping system	Regional Forester
	Use of an independent verification system	Relevant information management and data systems in place; mechanisms for sourcing, tracking and sharing relevant data with outside players for verification	TBD; NCMC
District	Prioritisation of areas within district suitable for REDD+ according to drivers	Strategic landscape level planning including spatial data systems; PFM management plans and agreements with local communities legally agreed (JFM/PFM); data on existing land use change and drivers available Data can come from the national monitoring system, which should contain all the information necessary	District Executive (DFO, DALDO, DLO)



Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
	Interpretation and provision of regular baseline reference data for national level	District level forest inventory system and database	District executive (DFO)
	Identification and understanding of key social, political, economic and environmental risks of REDD+ strategy options at district/local level	Knowledge management system within TFS, communication strategy	TFS in collaboration with external research institutes
	Facilitate and integrate REDD+ into land use plans for areas that are prioritized for REDD+ (every five years)	Village land certificates in place (clear tenure in relation to forest areas); Land use planning systems, procedures in place that focus on opportunities for forestry as well as agriculture; existing land use plans	District Executive (DFO, DALDO, DLO)
	Monitoring of drivers of deforestation and improving response where necessary	Law enforcement and regulation of forest products/agriculture extension strategy being effectively implemented	DFO/DALDO and extension workers
	Monitoring of social safeguard compliance (FPIC) at local level	Dialogue and tracking mechanism with local communities	DFO/Community Development
	Management of REDD+ payment system and distribution of payments to village level	Sound and transparent accounting systems and procedures in place vetted by district councilors; accounts open at village level	District Finance and accountants



Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
	Engagement of stakeholders to the forest user level (men and women)	Local level communication channels functional via district and ward councilors; clear accountability mechanisms between district and communities	District and ward councilors
	Formation and functional engagement in partnerships with CSO/Private sector to implement REDD+	District collaborative strategic plan with clear roles and responsibilities, accountability mechanisms for implementing partners and district executive	District executive approved by councilors
	Setting of protocols, procedures and management for local tasks in relation to REDD+ (village activities)	N/A	District executive approved by councilors
	Management and coordination of independent verification visits	Spatial information data, forest inventory data, knowledge management system in place	District executive
Village	Develop and update land use plans (every 5 years) including areas for PFM and REDD+	Village land certificates in place; basic understanding about land rights and forest/carbon rights clear	Village government/VLUM
	Enforcement of land use by laws particularly in relation to relevant drivers (charcoal, change of land use)	Village government/VNRC/VLUM functional and active	VNRC/VLUM/community members



Level	Responsible additional Task/System that needs to be in place for REDD+	Assumed Task/System in place to be built on further (Foundation)	Which institution is currently deemed responsible for "additional" task?
	Monitoring and recording of forest carbon at site level	Management plan and monitoring system for PFM in place	VNRC and community members
	Engagement of community members to household level (men and women) in terms of informing and decision making	Village assembly mechanisms for transparent decision making functional	Village government and VNRC
	Enforcement of forest rules and regulation of management in relation to village level rights	Forest boundary and management plan in place and updated	VNRC
	Transparent distribution of payments at village level or transparent use of funds for development (considering gender)	Village accounts transparently managed; village assembly and decision making functional and effective	Village government



5.4 Consultation Process

The CNA team focused consultation on three institutions at national level (TFS (MNRT), DoE (VPO) and PMO-RALG. Other national level ministries were consulted but in relation to specific issues rather than their own overall role and capacity for establishment and management of REDD+. All ministries who are members of the REDD+ Task Force were contacted and given the opportunity to complete the self-assessment for central level. Only a few ministries responded. The relevant Ministries in Zanzibar were also consulted. TFCG as a non-government partner from a pilot project and member of the REDD+ Task Force representing CSO opinion was also consulted at different levels.

The CAN team visited 7 districts including Zanzibar. This was reduced from those ten proposed in the methodology workshop for the reasons given earlier and time and resource constraints for travelling. The criteria used to identify the districts were agreed in the methodology workshop is outlined in Table 4.

Table 4. Criteria selection of sampled districts

	Forest cover	PFM established	Different levels of REDD experience	Pilot REDD project	Facilitated by Government (REDD) or others	Range of drivers/pressure	Geographical spread
Liwale	*	*	Medium		*	Agriculture, fire	South
Kilosa	*	*	High	*		Charcoal, Cattle, Agriculture	Central east
Kondoa	*	*	High	*		Tobacco production	Central
Kilolo	*	*	Low				Southern highlands
South District (Zanzibar)	*	*	Medium	*			Zanzibar
Handeni	*	*	Low		*	Charcoal	East
Kilombero	*	*	Low		*	Agribusiness, pastoralists	Central east



5.5 Challenges and Experiences in Using the Methodology

The methodology designed was based on participatory consultation and self-assessment. Although a normative logical framework for nominating and scoring desired capacities was provided in some instances those consulted struggled to rationalise their score with clear reasons or reasons provided did not reflect the value of the score from the perspective of the CNA team. It was also noted that as many of the concepts presented for discussions were relatively new sometimes stakeholders confused or misinterpreted the desired level of capacity or focused on the part they did understand leading to some bias in the scoring. The tendency to self-score between 3-5 rather than 1-5 was noted at all levels. This may also be attributed, despite clear explanation otherwise, to previous experiences where districts with lower scores have been eliminated from a program for support.

Despite this the methodology allowed those consulted to consider their functional and technical capacities systematically in relation to REDD+ and understand the linkages between the two categories. It has also allowed the CNA team to look at relative patterns in strengths and gaps rather than actual scores. From this perspective the methodology yielded significant results.

It is worth noting that where possible with the priority institutions the team tried as far as possible to have more than one member in the focus group discussions. At central level this proved challenging due to timing and workload of some of the staff in the relevant ministries.



6. Building on Previous Capacity Assessments

A number of key studies have already been undertaken in relation to REDD+. Some of those studies specifically have reviewed capacity needs and knowledge gaps for REDD+, others have focused specifically on institutional capacity and in depth exploration of issues⁷. A summary of literature reviewed on previous capacity assessments is provided for below.

Several capacity issues and gaps can be distilled from these previous yet recent reports. Some of them have been identified on more than one occasion although framed and articulated from a different perspective. In some instances issues have been captured as knowledge or institutional gaps in REDD+ implementation but these can still be deemed relevant and already recognised by others in the context of this capacity assessment as an issue that needs further analysis and response.

Table 5 has summarised the key capacity issues and gaps that emerge from those key reports and links with past and on-going capacity development initiatives supported by different development partners and the government itself. In all of the literature there was no indication of priority relating to such gaps.

These can be summarised under the following headings whilst more details explored in the table. These are tabulated against existing capacity development initiatives and activities currently being implemented and supported by a number of institutions and partners.

- Building HR capacity with technical knowledge and skills on REDD+
- Monitoring and verification of carbon reference levels
- Public awareness and engagement
- Institutional arrangements and incentives
- Management and reporting functions supportive of REDD+ modalities

⁷ A number of recent reports were identified as relevant by the CNA team. This included Institutional Arrangements and Capacity Building Needs of MNRT and FBD/TFS for successful REDD+ implementation in Tanzania CAMCO (2011); REDD Information Needs, Communication and Knowledge Management in Tanzania REGALIA Media (2011); Other specific in-depth studies (5) commissioned by REDD Task Force 2011; UN-REDD Mid Term Evaluation Report Lutz et al 2012; Institutional Assessment of the Division of Environment UNIVERSALIA 2009.



Through learning by doing pilot projects are also uncovering a number of capacity issues including the need for a national REDD+ policy and local level REDD+ bylaws, availability of data and digitised village boundaries and issues relating to payments at village level (TFCG 2011).

The list of the existing capacity building initiatives is based on reports and interviews with stakeholders as the CNA team was unable to access a comprehensive list of capacity building initiatives from the REDD+ secretariat.

A recent regional policy brief for Asia Pacific published by UN-REDD and RECOFTC highlights capacity strengths and gaps in relation to REDD+ across four countries in Asia and identifies similar categories of needs that have been raised in the literature in Tanzania. It was observed that the picture of REDD+ countries has seen change mainly due to a focus on awareness raising although still only at national levels as opposed to local or community level (RECOFTC 2012). It appears that there is a similar situation in Tanzania. Building awareness at all levels is an issue raised frequently in existing literature. Other issues that are strongly featured consistently across literature in Tanzania include the capacity to work across sectors to address drivers of deforestation in relation to governance and other institutional arrangements and incentives. This relates to later comments in Section 5 on concepts of capacity assessment where it is often easier to just address technical rather than functional capacities and Section 8 that highlight the relative importance and influence of key institutions that are currently demonstrating functional gaps in their own mandate for REDD+ especially in relation to others. It is important to recognise that in the context of building capacity of government institutions it is expensive and time consuming to ignore functional capacity gaps but it is a long-term and crosscutting investment that will address them.



Table 5. A summary of capacity issues identified in recent literature and on-going capacity building initiatives

	Capacity Issue/Gap Identified	CAMCO Inst arrangements & capacity needs MNRT (2011)	REGALIA Comms and Info needs (in depth study) (2011)	Other In-depth studies (2011)	MTR UN-REDD (2012)	DoE Inst assessment (2009)	Past/ on-going Capacity Building Initiatives to address gaps identified
Building HR capacity with Technical Knowledge and Skills on REDD+							
1	Ensuring critical mass of qualified HR at central and field levels (Particularly refers to ensuring positions are filled/appropriate in terms of numbers in relation to workload and forest areas)	✓			✓	✓	<ul style="list-style-type: none"> • Being considered in relation to re-structuring of TFS not specifically in relation to REDD+ • Some links to existing government performance systems that are in place (PIM)/District Assessment
2	Technical awareness of REDD+ among forest managers	✓	✓	✓	✓		<ul style="list-style-type: none"> • CAMCO “strategic advice” and REDD training (UN-REDD) • TOT on Climate Change and REDD facilitated by REGALIA targeted at DFO team in all districts (supported by UN-REDD) • Resource manual from REGALIA, CAMCO, and TFCG/RECOFTC available if districts want to conduct their own trainings • Proposal for PFM/REDD Capacity Building Initiative with RECOFTC in pipeline
3	Ensuring community participation in REDD+ decisions and process and social safeguards in place and operational	✓	✓		✓		<ul style="list-style-type: none"> • Social safeguard exposure training workshops (supported by CCI and UN-REDD) • On-going efforts by REDD+ taskforce and technical working group to develop procedures for Social Safeguards



	Capacity Issue/Gap Identified	CAMCO Inst arrangements & capacity needs MNRT (2011)	REGALIA Comms and Info needs (in depth study) (2011)	Other In-depth studies (2011)	MTR UN-REDD (2012)	DoE Inst assessment (2009)	Past/ on-going Capacity Building Initiatives to address gaps identified
4	Analysis and knowledge of opportunity costs and need to quantify co-benefits	✓	✓	✓	✓		<ul style="list-style-type: none"> • Cost curve study and training workshop (UN-REDD)
5	Incorporating Climate Change and REDD+ into mainstream curricula particularly for forestry training institutes	✓	✓				<ul style="list-style-type: none"> • RECOFTC/FTI initiative in pipeline (being considered by RNE) • TOT on Climate Change and REDD facilitated by REGALIA includes trainers from FTI/FITI⁸ (supported by UN-REDD) • Training materials developed by CAMCO, Regalia and RECOFTC made available to FTI (Olmonotonyi) and FITI and potentially for any interested educational institute
Monitoring and verification							
6	Systems and skills for robust forest and land use assessment; GIS and MRV	✓	✓		✓		<ul style="list-style-type: none"> • NAFORMA project (FAO-FIN) not yet explicitly linked to MARV • Initiative to review and link NAFORBEDA and REDD information (UN-REDD) • GIS lap re-equipped at TFS (UN-REDD) • Remote sensing and MARV training (2) (UN-REDD) • GIS LIDAR Training (UN-REDD) • Forest Area Change Analysis Training (FAO Rome/UN-REDD)

⁸ FTI Olmotonyi not yet participated in TOT as clarified by Regalia Media during interview



Capacity Issue/Gap Identified	CAMCO Inst arrangements & capacity needs MNRT (2011)	REGALIA Comms and Info needs (in depth study) (2011)	Other In-depth studies (2011)	MTR UN-REDD (2012)	DoE Inst assessment (2009)	Past/ on-going Capacity Building Initiatives to address gaps identified
7	Community capacity to participate in carbon monitoring	✓				<ul style="list-style-type: none"> Pilot project initiatives which engage communities in community monitoring (RNE; University of Helsinki and SUA)
Awareness and Public Engagement						
8	Improving national awareness on opportunities, risks and costs of REDD+ (including improving accuracy of journalism and media products)	✓	✓		✓	<ul style="list-style-type: none"> Zonal workshops "REDD awareness building including strategy (supported by UN-REDD) Journalism workshops; radio spots and films facilitated by REGALIA (supported by UN-REDD)
9	Ensuring consultation and participation of all stakeholders in key policy and strategy formulation processes including national position for negotiation	✓	✓			<ul style="list-style-type: none"> Zonal consultation workshops on REDD+ strategy providing experience and learning on consultation protocol (supported by REDD Secretariat RNE)
10	Improving awareness of members of parliament and local councillors on climate change and REDD+ issues	✓	✓		✓	<ul style="list-style-type: none"> REDD+ Task Force member sessions with Parliamentary Committees (UN-REDD)



	Capacity Issue/Gap Identified	CAMCO Inst arrangements & capacity needs MNRT (2011)	REGALIA Comms and Info needs (in depth study) (2011)	Other In-depth studies (2011)	MTR UN-REDD (2012)	DoE Inst assessment (2009)	Past/ on-going Capacity Building Initiatives to address gaps identified
11	Ensuring issues relation to REDD+ are mainstreamed into sectoral policies and legal frameworks adjusted where necessary	✓	✓	✓		✓	
12	Improving coordination to ensure cross sectoral engagement, improved governance and collaboration to deal with drivers of deforestation (need identified to improve knowledge of other sectors outside forestry on REDD particularly district level)	✓	✓	✓	✓	✓	<ul style="list-style-type: none"> • Reviewing membership composition of REDD+ taskforce and current IA (supported by REDD Secretariat RNE) • Supporting functioning technical working groups and interaction of TWGs with REDD+ taskforce ((1) Legal, governance, and safeguards; (2) MRV; (3) financial mechanisms (REDD Fund); (4) Energy drivers; and (5) Agriculture drivers • Pilot project collaboration with district sectoral officers enhancing on the job learning (RNE)
13	Ensuring linkages between REDD and existing sustainable land management and conservation initiatives	✓	✓		✓		<ul style="list-style-type: none"> • Pilot projects are integrating several approaches through field learning and producing revised guidelines e.g. TFCG and PLUM/CBFM; MCDI and PFM • Some existing training materials e.g., TFCG/RECOFTC District and Village Training Manuals linking PFM, Climate change and REDD+ (RNE)



	Capacity Issue/Gap Identified	CAMCO Inst arrangements & capacity needs MNRT (2011)	REGALIA Comms and Info needs (in depth study) (2011)	Other In-depth studies (2011)	MTR UN-REDD (2012)	DoE Inst assessment (2009)	Past/ on-going Capacity Building Initiatives to address gaps identified
14	Lack of incentives and capacity to roll out land use plans and PFM harvesting plans	✓	✓				<ul style="list-style-type: none"> Pilot projects field learning and sharing of lessons where relevant (RNE) e.g. revised PLUM guidelines TFCG
15	Dissemination and exchange of up to date information and lessons among all actors in the REDD+ chain in Tanzania including training materials and resource manuals	✓	✓		✓		<ul style="list-style-type: none"> Programme or project workshops where key information and lessons are shared (RNE/UNDP/FAO) REDD website with REDD materials and information Knowledge management advisory group proposed in RECOFTC/FTI initiative¹
Management and reporting functions supportive of REDD modalities							
16	Setting management priorities and regular reporting flow still not respected or effective	✓	✓		✓	✓	<ul style="list-style-type: none"> Previous efforts with NAFORBEDA but not specifically linked to REDD Performance assessment where relevant or implemented
17	Lack of experience/skills/ incentives in managing performance based systems that can be rigorously and independently verified	✓	✓	✓		✓	<ul style="list-style-type: none"> Pilot projects experience in setting carbon reference levels and payment basis and systems on a sub-national level (RNE)



7. Institutional Analysis for REDD+

Several other reports have already carried out an institutional analysis for REDD+ including CAMCO (2010) and LTSI (2012). To add value in terms of analysis this report seeks to link an analysis of mandates for REDD+, importance and influence with the capacity gaps that later emerge in the report. Functional capacity to achieve the objectives of establishing and managing a REDD+ scheme are highly related to governance and power relations. Assessing institutions from a power analysis perspective also provides a new lens to view capacity strengths and gaps and may provide insights into relative priorities and institutional foci.

The two terms, institutional importance and influence underlie the concept of power. Dugan (2003) defined power as the capacity to influence others' behaviours, to get others to do what challengers want, rather than what the initial parties themselves want. Power is a social construct that only materialises in the interaction of people. Therefore, power is relative; it characterises relationships between individuals or groups. It is not a fixed characteristic of a person (or an institution), thus it cannot be said that one actor (individual or institution) has certain absolute "amount" of power. Therefore power that is a manifestation of importance and influence in this report has been assessed by finding out how strong or weak a certain actor is in relation to others with respect to the achievement of REDD+ objectives.

The findings in this section (Figure 1 and Table 6) are drawn from a stakeholder analysis that was generated and documented from the methodology workshop and the informed opinion of the CNA team.

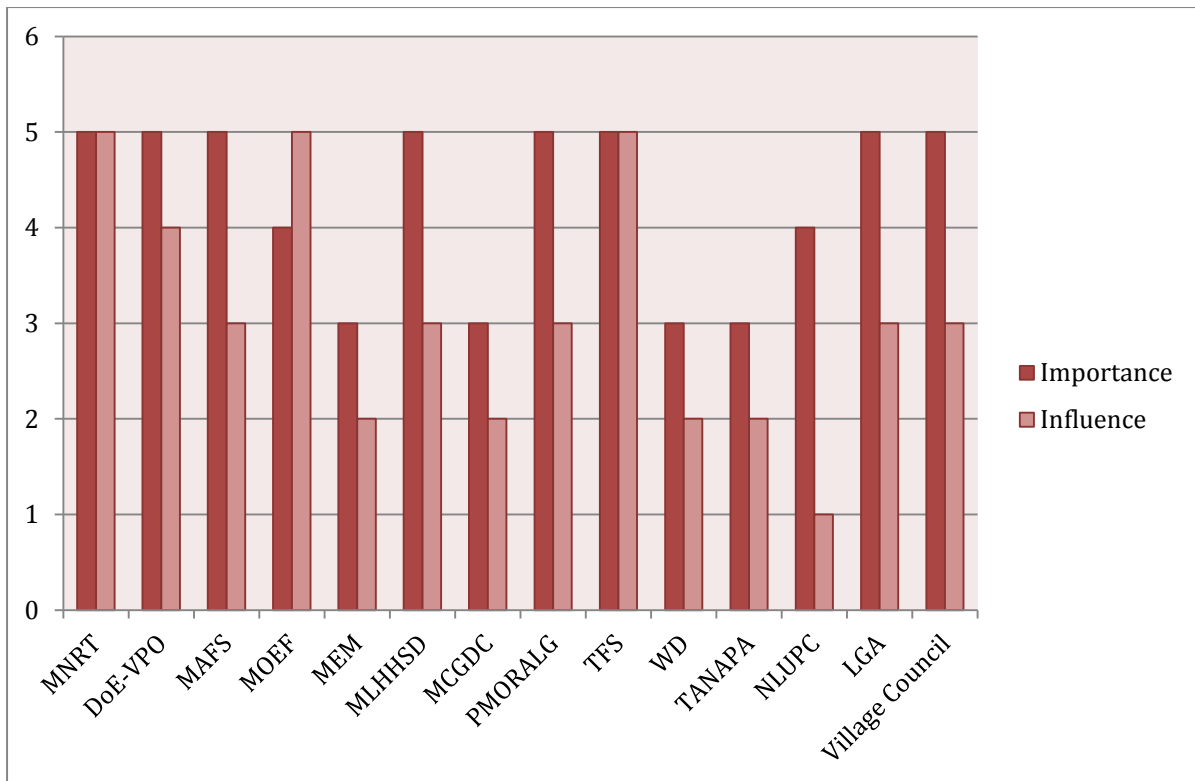


Figure 1. Comparison of Importance and Influence of Tanzanian Government Institutions in relation to establishing and managing a national REDD+ scheme



Table 6. Institutional Analysis for REDD+ Tanzania

Institution	Official Mandate	Role in REDD+	Imp ⁹	Infl ¹⁰	Notes explaining links between importance & influence in relation to REDD+
Ministry of Natural Resources and Tourism – including FBD (MNRT)	Manages natural and cultural resources and develops tourism through formulating policies, drafting laws and regulations and undertaking training, extension and promotions.	<ul style="list-style-type: none"> Responsible for developing and monitoring implementation of forest policies and legislation. Benefits with regards to forest carbon will be enshrined in forest legislation. TAFORI, the government’s forestry research institute to undertake and disseminate findings on REDD. 	5	5	
Division of Environment (DoE - VPO)	Formulation of environmental policy and government environmental management including overall government responsibility for climate change matters; designated focal point for UNFCCC.	<ul style="list-style-type: none"> Coordinate across relevant sectors the formulation and revision of REDD+ policies. Streamline sectoral policies to reflect aspects of REDD+ at national level. Facilitate the formulation of a national position in international negotiations. 	5	4	<ul style="list-style-type: none"> Lack manpower Lack expected level of leadership
Ministry of Agriculture, Food Security and Cooperatives (MAFS)	Formulating policies in the agricultural sector and monitoring crop regulatory institutions, delivery of technical services in research, extension, irrigation, land use and cooperative development.	<ul style="list-style-type: none"> Administer fertilizer voucher programme that compliments REDD activities to improve production. Agricultural research stations throughout the country. Possess much data on crops and soils countrywide. 	5	3	<ul style="list-style-type: none"> Influential when they have entitlements Large and amorphous to be responsive to new needs and interventions

⁹ (1= Not important in terms of achieving REDD+; 2 = Optional; 3=Useful but still optional; 4 = Important as engagement will facilitate the process; 5 = Critically important)

¹⁰ (1= Not influential; 2 = Minimum influence; 3 = Partially influential; 4 = Influential; 5 = very influential)



Institution	Official Mandate	Role in REDD+	Imp ⁹	Infl ¹⁰	Notes explaining links between importance & influence in relation to REDD+
Ministry of Finance and Economic Affairs (MoEF)	Manages the overall revenue, expenditure and financing of the Government of Tanzania, and provides the Government with advice on the broad financial and economic affairs.	<ul style="list-style-type: none"> Responsible for fiscal policy, tax policy and management of public finances. A national REDD Fund will need to adhere to these policies. 	4	5	<ul style="list-style-type: none"> Deal breaker and power broker at national level
Ministry of Energy and Minerals (MEM)	Sets policies and laws and facilitates development of energy and mineral resources through participation of various stakeholders including private, local communities, NGOs and civil society.	<ul style="list-style-type: none"> Energy policy can have an influence over price of charcoal and firewood, two major drivers of deforestation. 	3	2	<ul style="list-style-type: none"> Economic situation dictates fuel use more than policy
Ministry of Lands, Housing and Human Settlement Development (MLHSD)	Facilitate effective management of lands and human settlements development services for the good of society.	<ul style="list-style-type: none"> Responsible for land administration hence land titles and certificates. The Department of Surveys and Mapping possesses data and information that is critical to mapping forest tenure. 	5	3	<ul style="list-style-type: none"> Influence not felt External agendas clouding issues
Ministry of Community Development, Gender and Children (MCDGC)	Promotes community development, gender equality, equity and children rights through formulation of policies, strategies and guidelines in collaboration with stakeholders. Mandate of coordinating and monitoring NGOs' activities.	<ul style="list-style-type: none"> No clearly defined role in REDD 	3	2	



Institution	Official Mandate	Role in REDD+	Imp ⁹	Infl ¹⁰	Notes explaining links between importance & influence in relation to REDD+
Prime Minister's Office - Regional Admin and Local Government – incl. RAS (PMORALG)	Ministry responsible for local government will coordinate implementation of programmes at Regional and District level. It will also be responsible for capacity building measures at the local government levels. The ministry will lead in collection and dissemination of data from grassroots level to the national level and vice versa.	<ul style="list-style-type: none"> To ensure consistent and uniform implementation of guidelines and standards at local government level. Any sector ministry must communicate with LGAs through this ministry. District reports compiled through Regions under this ministry. 	5	3	<ul style="list-style-type: none"> Limited manpower
Tanzania Forest Services Agency, (TFS)	Overall responsible for the day to day management of national forest and bee reserves and forest and bee resources on general lands.	<ul style="list-style-type: none"> To provide technical backstopping services to stakeholders engaged in the REDD+ process and manage and update national forest inventory data. 	5	5	<ul style="list-style-type: none"> Revenue Gate keepers on benefit sharing Control of data
Wildlife Division (WD)	Overall responsibility for management of Wildlife outside National Parks, regulation of WMAs and coordination of Ramsar Wetlands Convention	<ul style="list-style-type: none"> Responsible for implementing REDD for forest resources in Game Reserves. Responsible for developing wetlands management guidelines. 	3	2	<ul style="list-style-type: none"> Currently no demonstrated interest in REDD+ as have other revenue streams
Tanzania National Parks Authority (TANAPA)	Overall responsibility for management of 15 national parks and income generated from nature tourism in these areas.	<ul style="list-style-type: none"> Responsible for implementing REDD for forest resources in National Parks. 	3	2	<ul style="list-style-type: none"> Currently no demonstrated interest in REDD+ as have other revenue streams
National Land Use Planning Commission (NLUPC)	Coordinates all land use related policies and legal framework and promotes sustainable utilisation of land inc PLUM	<ul style="list-style-type: none"> Responsible for monitoring implementation of Land Use Act. Responsible for reviewing land use planning guidelines 	4	1	<ul style="list-style-type: none"> Limited sharing of info with other institutions Slim budget to fulfill mandate



Institution	Official Mandate	Role in REDD+	Imp ⁹	Infl ¹⁰	Notes explaining links between importance & influence in relation to REDD+
Local Government Authorities (LGA)	At the district level, LGAs (district/town/municipal/city councils, village/ plan and implement programmes within their areas of jurisdiction, in collaboration with other actors, including communities and households through participatory process	<ul style="list-style-type: none"> Deliver technical and administrative services to local communities engaged in PFM/REDD+ and approve bylaws. Government's extension officers are deployed at this level and in the Wards. 	5	3	<ul style="list-style-type: none"> Weak leadership and prioritisation on Natural Resource Management Lack manpower Limited influence over national policies
Village Council incl. VEC/VNRC	Village Councils are elected by the communities they serve. Communities participate in planning, implementation and monitoring community activities supported by Village Councils and standing committees, including VEC/VNRC.	<ul style="list-style-type: none"> Ensure sustainable management of forests on village lands through good governance and gender equity and formulate and approve village land use plans. In the case of adjacent forest reserves through an agreed partnership with government take the same role based on clear terms and conditions. 	5	3	<ul style="list-style-type: none"> Limited ability to outreach Limited ability to articulate a shared vision



8. Analysis of Existing Capacity for REDD+

Capacity strengths and gaps have been analysed at central, district and village levels based on the self-assessments and participatory consultations. Comparing the size of gaps¹¹ allowed the CNA team to identify patterns highlighted below. It is important to emphasise that the purpose of this analysis is not to produce rigorous statistics but to allow the team and the stakeholders that participated in the process to share the patterns in perceptions and identify the implications for capacity building in the future.

¹¹ Gap size was calculated by subtracting existing score from desired score set in initial framework Annex A. These were then compared relative to one another across capacities within the level



8.1 Capacity Strengths and Gaps at Central Level¹²

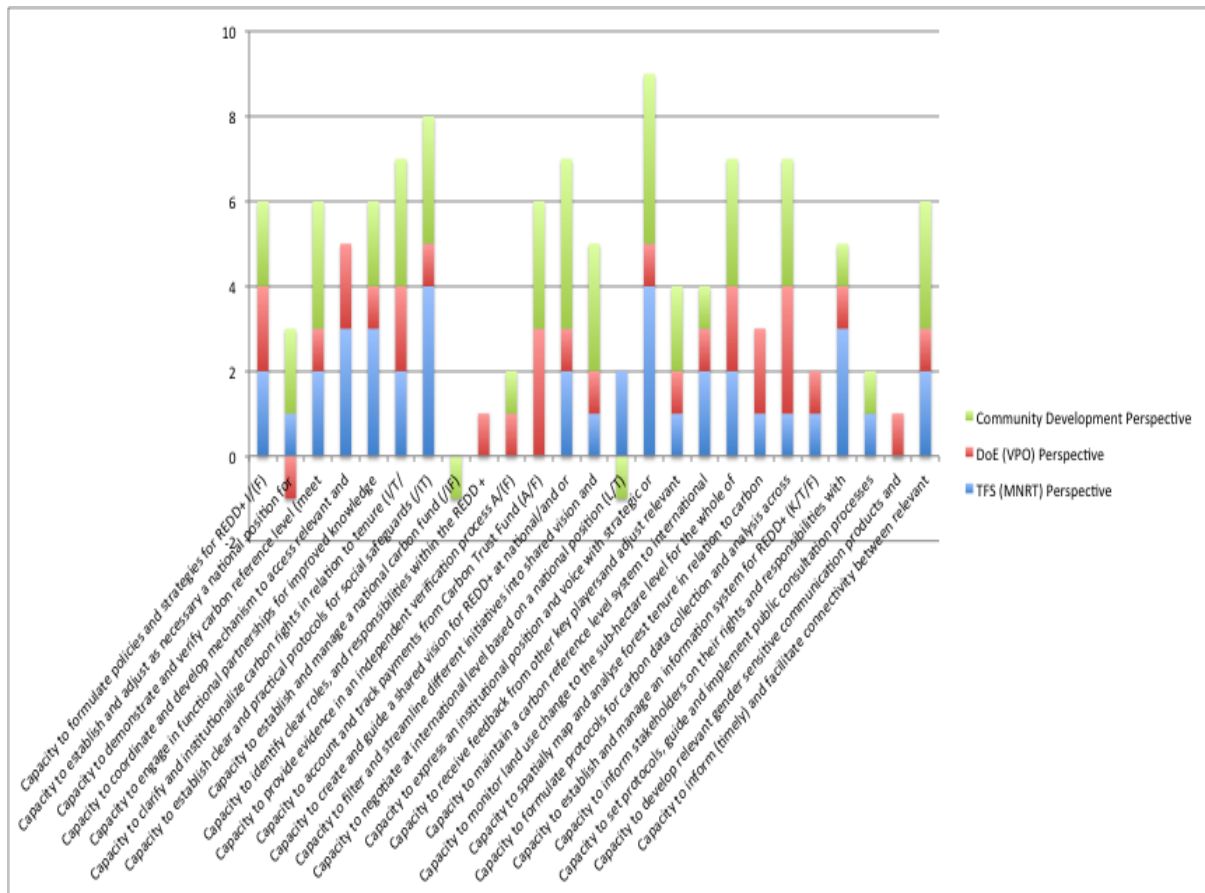


Figure 2. Stacked Histogram of Perceived Size of Capacity Gap across Key Institutions at Central Level¹³

¹² Capacities are marked across functional (F) or technical (T) and core issues Institutional Arrangements (I), Leadership (L), Accountability (A), Dialogue (D), Knowledge (K) and Public Engagement (PE).

¹³ Please note all institutions were requested to complete self-assessment only some returned. A focus group was conducted with TFS and DoE although in DoE only one individual was available.

Table 7. Key Capacity Gaps Central Level Government

Existing Capacity ¹⁴	Primary Gaps ¹⁵	Secondary Gaps
<ul style="list-style-type: none"> Capacity to establish and manage a national carbon fund (I/F) Capacity to identify clear roles & responsibilities within the REDD + strategy action plan and determine mechanisms for mutual accountability (A/F) Capacity to negotiate at international level based on national position (L/T) Capacity to establish and manage an information system for REDD+ (K/T/F) Capacity to set protocols, guide and implement public consultation processes on REDD+ policies and issues (PE/F) Capacity to develop relevant gender sensitive communication products and processes on REDD+ (PE/T) 	<ul style="list-style-type: none"> Capacity to clarify and institutionalize carbon rights in relation to tenure (I/T/F) Capacity to establish clear and practical protocols for social safeguards (I/T) Capacity to create and guide a shared vision for REDD+ at national/and or institutional level (L/F) Capacity to express an institutional position and voice with strategic or powerful stakeholders (D/F) Capacity to monitor land use change to the sub-hectare level for the whole of Tanzania (K/T) Capacity to formulate protocols for carbon data collection and analysis across sectors (K/T) Capacity to provide evidence in an independent verification process (A/F) 	<ul style="list-style-type: none"> Capacity to formulate policies and strategies for REDD+ I/(F) Capacity to demonstrate and verify carbon reference level (meet international standards) (I/K/T/F) Capacity to coordinate and develop mechanism to access relevant and accurate data from different sectors (I/F) Capacity to engage in functional partnerships for improved knowledge generation on REDD+ (I/F) Capacity to filter and streamline different initiatives into shared vision and goals at national level (L/F) Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (K/T/F) <p>Tertiary level</p> <ul style="list-style-type: none"> Capacity to receive feedback from other key players and adjust relevant systems or procedures for REDD+ (D/F) Capacity to establish and adjust as necessary a national position for negotiation purposes (I/F) Capacity to spatially map and analyse forest tenure in relation to carbon data (K/T)

From this analysis it appears that there are no real clear patterns across the core issues. Gaps exist across all the core issues explored although at the central level the majority of the issues raised

¹⁴ Existing capacities are based on those desired capacities where the gap was perceived to be the smallest between existing and desired for effective implementation of REDD+

¹⁵ Capacities that showed the biggest gap size between existing and desired



prominently by stakeholders during consultations were those relating to institutional arrangements. This is not so surprising as this relates to the main core role of institutions at the central level and there is a challenge to ensure that there is cross-sectoral engagement and development of relevant policies through a consultative process. It is also apparent that roles are still evolving with the recent reconstitution of the National REDD+ Task Force.

The analysis demonstrates that there are a number of areas of capacity that stakeholders feel are stronger than others at the national level. This reflects the existing initiatives and progress in REDD+ discourse at national level including the development of a national strategy and action plan, communication and awareness campaigns and the management of basic information based on the current status of REDD+. However to some extent where capacities have been identified as existing already such as with the capacity to establish and manage an information system for REDD+ a diversity in levels of understanding of what will be required was apparent also influencing this analysis.

Figure 2 illustrates that there are different perspectives on gap size across those institutions that were available for the self-assessment process. In particular this affects the analysis of the existing capacities as for some capacities, such as the capacity to negotiate at international level based on a national position. There was disagreement between institutions. This also relates to some extent to the institutional analysis in section 8 where power relations also influence the scoring that was provided. Another example is in relation to carbon fund establishment and management where existing capacity was scored higher than for other capacities despite the reality that there is not yet a mechanism in place.

It is unsurprising to note that overall the areas identified as primary gaps are related to the technical and institutional areas of REDD+ that are still technically and institutionally unfamiliar or unclear. As identified in previous reports and recent evaluations ownership and leadership around REDD+ in Tanzania has been influenced by development partner decisions and funding flows and structures.



8.2 Capacity Strengths and Gaps at District Level

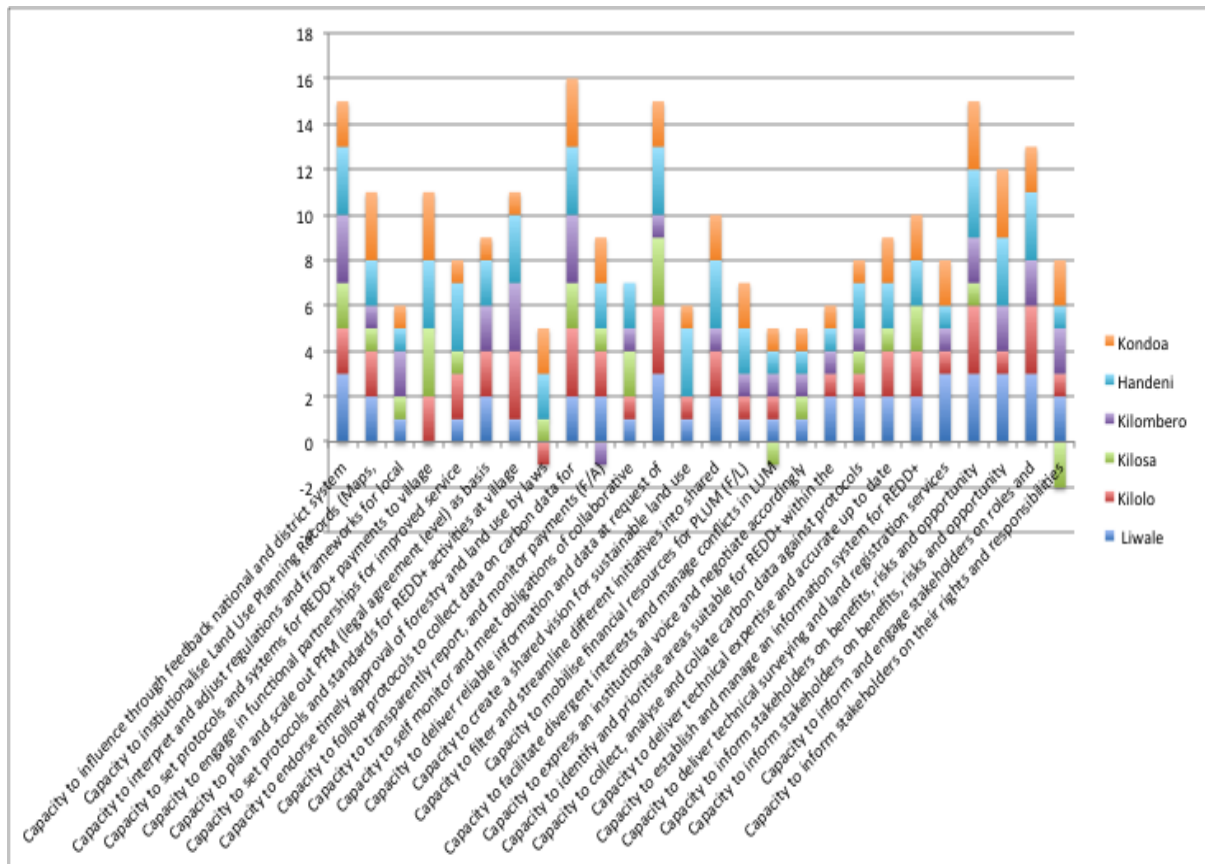


Figure 3. Stacked Histogram of Perceived Size of Capacity Gaps at District Level¹⁶

It is worth noting in the district level analysis that the selected districts have had a differential exposure to REDD+. For example Kilosa district currently has a REDD+ pilot project facilitated by TFCG and in Liwale district the University of Helsinki has been collaborating with the SUA in a participatory carbon monitoring initiative. This becomes evident when comparing the gap size of some capacities across districts particularly those that relate to land use planning, carbon data and fund payments which are key elements being tested under the pilot project framework in such sites. Although there are increased levels of awareness on REDD+ and higher levels of specific technical skills in the pilot there are still questions about functional capacities that would enable a national REDD+ system to be sustainable in the long run. These are capacities that will influence the success of interventions from participatory land use planning, participatory forest

¹⁶ These gaps were identified through a focus group discussion with different sectors from the district executive and triangulated with interviews of the representatives of the district council.



management and improved agricultural technologies reaching communities. They are also capacities that would let down the system of independent verification such as quality data management, accountable reporting and transparent payment management.

Table 8. Key capacity gaps at District Level

Existing Capacity ¹⁷	Primary Gaps ¹⁸	Secondary Gaps
<ul style="list-style-type: none"> Capacity to interpret and adjust regulations and frameworks for local level improvements to manage drivers of deforestation and degradation (F/T/I) Capacity to engage in functional partnerships for improved service delivery (F/I) Capacity to plan and scale out PFM (legal agreement level) as basis for REDD+ (F/I) Capacity to endorse timely approval of forestry and land use by laws (F/I) Capacity to self-monitor and meet obligations of collaborative partnerships (F/A) Capacity to create a shared vision for sustainable land use management at district level (F/L) Capacity to identify and prioritise areas suitable for REDD+ within the district (F/T/K) Capacity to mobilise financial resources for PLUM (F/L) Capacity to deliver technical expertise and accurate up to date information in PLUM process (T/K) 	<ul style="list-style-type: none"> Capacity to influence through feedback national and district system linkages for carbon data management (F/I) Capacity to follow protocols to collect data on carbon data for collation at national level (F/A) Capacity to deliver reliable information and data at request of independent verifiers (to protocol and standards) (F/A) Capacity to inform stakeholders on benefits, risks and opportunity costs of REDD+ (F/T/K) Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (F/T/PE) 	<ul style="list-style-type: none"> Capacity to institutionalize Land Use Planning Records (Maps, Approved By Laws, Plan Copies) (F/T/I) Capacity to guide on implementation of protocols and standards for REDD+ activities at village level (data recording and others) (F/I) Capacity to transparently report, and monitor payments (F/A) Capacity to filter and streamline different initiatives into shared vision and goals at district level (e.g.) PFM, REDD+, Conservation Agriculture)(F/L) Capacity to establish and manage an information system for REDD+ (T/K) Capacity to inform and engage stakeholders on roles and responsibilities in relation to forest management and utilization (F/T/PE)

¹⁷ Existing capacities are based on those desired capacities where the gap was perceived to be the smallest between existing and desired for effective implementation of REDD+

¹⁸ Capacities that showed the biggest gap size between existing and desired



From this perspective it is worth emphasising that actually the capacity gaps identified at district level are much more widespread and significant that can be seen from this sample. Pilot projects are very few in relation to the total number of districts in the country and although they have provided valuable exposure at specific sites the capacity identified in these sites is by far not widespread across the country. The level of awareness and knowledge of REDD+ at district level was very limited and there is a risk that if not presented as an integrated element of sustainable land use management and properly framed in the context of agriculture and forestry it will become just another “project”.

A number of observations were made during district consultations with regards to the challenges of using the methodology that were already noted. This now reflects in the analysis where many capacities have been identified as existing or secondary yet evidence of that capacity translating into results is not evident or widespread. This also relates to technical and functional capacity where there may be experience for example in facilitating PFM or land-use planning (LUP) in the district team yet the PFM and LUP itself is still perceived as a project that needs external funding rather than a policy priority for sustainable natural resource management that needs to be mainstreamed and rolled out across all the villages in the district.

Other issues emerged included perceptions around partnerships. It becomes evident that district staff, especially in the forestry sector, face manpower limited specific technical skills and therefore outreach constraints. Although focus groups revealed an awareness of the need for partnership it was rarely discussed in terms of mutual accountability from the district perspective or recognising value in contributions of a service provider through outsourcing it was all considered from the perspective of local government “regulating” service providers in the name of partnership. Partnerships have not yet been recognised as a key mechanism to upscale capacity and deliver REDD+ objectives and planning is focused on maximising flow of financial resources without considering manpower requirements and mutual accountability. There are few districts where private sector has yet emerged as a recognised partner with the exception of Kilombero that is positioned in the SAGKOT corridor. If REDD+ is to be effective there needs to greater openness to consider different ways of working with others and accountability mechanisms put in place. A willingness to consider such modes did not emerge during consultations.

There appears to be very minimal strategic leadership and planning around natural resource management at district level. Although scorings may have indicated that capacity gaps were minimal evidence suggests that functional planning in relation to delivering on commitments to partners is weak. Policy implementation in the field is ad hoc based on funding flow and preferred interests of those financing the initiative not a strategic plan or vision of the district itself. It was recognised by some district officials that often quarterly reports were not based on plans but on activities that happened that were not in the plan. The CNA team deliberately met with district councillors separately from the district executive. In districts where councillors have been exposed



to concepts of LUP to address land conflicts, and PFM/REDD+ to generate income for villagers, there appeared to be a stronger demand and accountability for sustainable NRM. There are very distinct and different levels of capacity across the country within councillors and villagers on land tenure and rights awareness.

8.3 Capacity Strengths and Gaps at Village Level

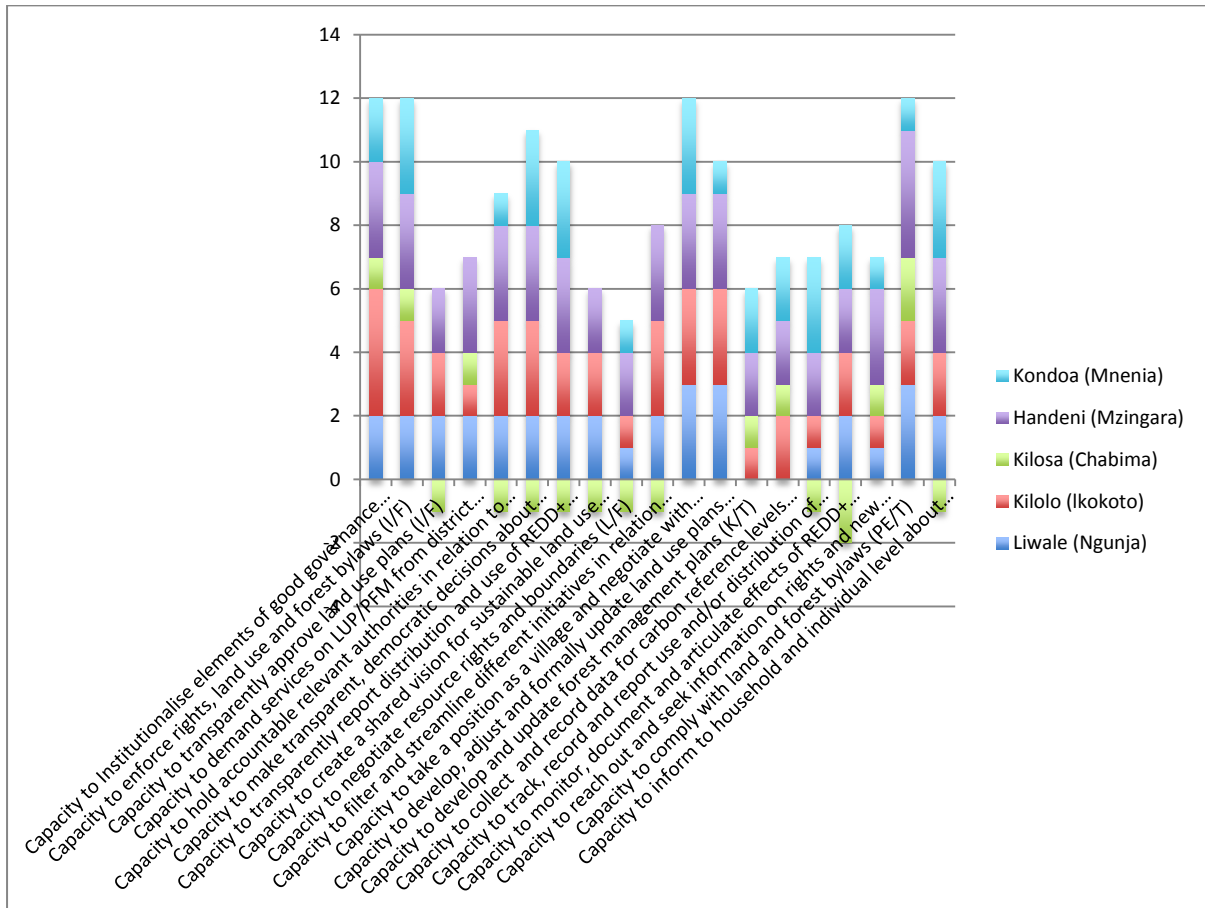


Figure 4. Stacked histogram of perceived gap size at village level



Table 9. Key capacity gaps at village level

Existing Capacity ¹⁹	Primary Gaps ²⁰	Secondary Gaps
<ul style="list-style-type: none"> • Capacity to reach out and seek information on rights and new ideas (PE/F) • Capacity to track, record and report use and/or distribution of REDD+ payments (K/T) • Capacity to collect and record data for carbon reference levels according to standards/protocol (K/T) • Capacity to develop and update forest management plans (K/T) • Capacity to create a shared vision for sustainable land use management (L/F) • Capacity to transparently approve land use plans (I/F) 	<ul style="list-style-type: none"> • Capacity to institutionalise elements of good governance including gender equity (I/F) • Capacity to enforce rights, land use and forest bylaws (I/F) • Capacity to comply with land and forest bylaws (PE/T) • Capacity to take a position as a village and negotiate with strategic players and/or more powerful stakeholders (D/F) • Capacity to make transparent, democratic decisions about distributions and use of REDD+ payments (A/F) 	<ul style="list-style-type: none"> • Capacity to inform to household and individual level about REDD+ risks and benefits (PE/T) • Capacity to develop, adjust and formally update land use plans (K/T) • Capacity to transparently report distribution and use of REDD+ payments (A/F) • Capacity to hold accountable relevant authorities in relation to sustainable land use management (A/F)

At village level the analysis reveals that Chabima the village engaged in the TFCG pilot project in Kilosa district more confidently expressed their capacity in specific areas than the CNA team identified as the desired levels. This is a reflection of recent and intensive engagement with the village by a project even to the level of trial payment revealing a more sophisticated understanding of what REDD+ is about and more realistic expectations among the villagers.

Otherwise a majority of the primary gaps identified at village level relate to functional capacities and specifically to governance; village governance and power relations with other institutions in relation to enforcing their own rights or views. Village level governance and participatory decision making often depends on the incidence of village assembly meetings and transparent agenda setting and reporting. There was evidence from consultation that assemblies are not widely conducted in the non-pilot project villages. This becomes a challenge when many existing decision making processes in land use and forest management at village level are conducted through the assembly. Indirectly this finding does raise issues about the importance of social and environmental safeguard processes for REDD+. It is likely that significant investment will need to be made to ensure that local people, both men and women understand their rights in relation to

¹⁹ Existing capacities are based on those desired capacities where the gap was perceived to be the smallest between existing and desired for effective implementation of REDD+

²⁰ Capacities that showed the biggest gap size between existing and desired



REDD+ and are in a position to demand discussion at the assembly level within themselves and with outsiders.

The fact that the communities themselves highlighted these gaps is revealing and needs considering seriously in relation to capacity building priorities and initiatives. If REDD+ is to work at the village level there has to be trust within villages and village governments to ensure that the incentives behind the REDD+ mechanism are driving the right behaviours. There also needs to be a confidence and understanding of their own rights and support in enforcing those rights as otherwise other policy frameworks such as PLUM and PFM become useless if not respected from within the village and by outsiders.

In villages where there has been no exposure to REDD+ and/or limited engagement with PFM processes awareness is almost zero. Even in villages where REDD+ has already become part of the discourse expectations are high but knowledge of how REDD links with an overall land management strategy is weak. Where PFM and LUP have been established technical skills are stronger and capacity gaps smaller as a basis for REDD+. However, based on the district level analysis it needs to be recognised that both LUP and PFM are still not widespread across all villages in a district. In districts and villages where there have been serious land conflicts, interest from private investors in out growers or a bilateral PFM project these initiatives exist but are in some cases stalled. In villages where such an interest or conflict has not occurred, neither LUP nor PFM is in place. In areas such as Liwale district where as yet there has been no significant land transactions or conflicts awareness on benefits of sustainable land management and land use plans is extremely limited and currently perceived as a low priority by district and village leadership. These are important factors to consider when thinking about framing REDD+ at the village, ward and district level. REDD+ cannot be successful practically at the field level without sustainable land management strategies and frameworks in place including good governance and needs to be presented as such. This may not be possible to be considered at the individual level but it is currently unclear how far this is understood at the district planning level.

8.4 Capacity Strengths and Gaps in Zanzibar

Zanzibar was also included as part of the terms of reference for the CNA team. This was a challenging task considering that Zanzibar's government structure and mandates different from that of the mainland. Although the generic capacities for REDD+ apply both to the mainland and Zanzibar the framing of the capacities such may differ slightly. Visits were made to Division of Environment and Division of Forestry as the representative priority institutions in Zanzibar. Self-assessments and consultations were facilitated at the village level although some capacities not deemed clear in the methodology framework were not analysed. It was decided to include a separate section on Zanzibar in this report to illustrate that the findings need to be analysed



separately because of the different institutional environment. There is a pilot REDD+ project in Zanzibar that aims to build capacity in REDD+ at all levels facilitated by Care International.

8.4.1 Institutional setting of Zanzibar for REDD+

Zanzibar is divided into of 5 administrative Regions, which are, in turn, divided into 2 Districts each, for a total of 10 Districts. Within those Districts, there are multiple Shehias with a total of 236 Shehias for Zanzibar as a whole. The mandates of the different structures of the local government system in Zanzibar are defined under the Regional Administration Authority Act No. 1 of 1998 in which the position of Regional and District Commissioners are described as well as Regional and District Administrative Officers. Planning and budgeting within their areas of jurisdiction is the responsibility of these appointed officers. Coordination of Regional Authorities and Local Government is the mandate of the President's Office in Zanzibar.

According to the Act, every District is sub-divided into Shehias based on administrative convenience, population distribution, management and delivery of services or areas with common facilities and historical ties. The Shehia is the lowest administrative level in the Revolutionary Government of Zanzibar system and may be equated to the Village Council on Mainland Tanzania. Each Shehia has a head administrator, called the sheha, who is appointed by the Regional Commissioner. The Sheha is responsible for a variety of tasks, including keeping records of marriages, divorce, births, deaths and ngoma permits and charcoal permits, settling social and family disputes among residents of the Shehia, and implementing government laws, as well as convening public meetings. In each Shehia there is a Shehia Advisory Council which advises the Sheha on matters related the maintenance of law and order. The Shehia Advisory Council is composed of 12 residents of the Shehia, one third of whom are elders with more than 60 years of age. Advisory Council members are appointed by the Sheha in consultation with the District Commissioner. Unlike the Village Council, the Shehia is not an elected body and it neither does it possess planning, budgeting or legislative powers²¹.

The Land Tenure Act defines the formal land tenure system in Zanzibar that all land is owned by the government and that any private rights are only rights to use the land (Right of Occupancy) and any transfers are transfers of rights and the improvements on the land rather than the land itself. The Rights of Occupancy can only be granted to Zanzibari citizens and it only has legal effect when registered under the Registered Land Act. However, due to the absence of the Registrar of Lands and without a registration system in place no rights of land had been registered

²¹ Revolutionary Government of Zanzibar. 1998. The Regional Administration Authority Act No. 1.



until 2009²². There is no provision for land administration through local government structures in Zanzibar.

8.4.2 Capacity gap analysis

The capacity gaps identified at central level for Zanzibar differed between the Division of Environment and Division of Forestry. The Division of Environment perceived the gaps to be larger than the team in forestry.

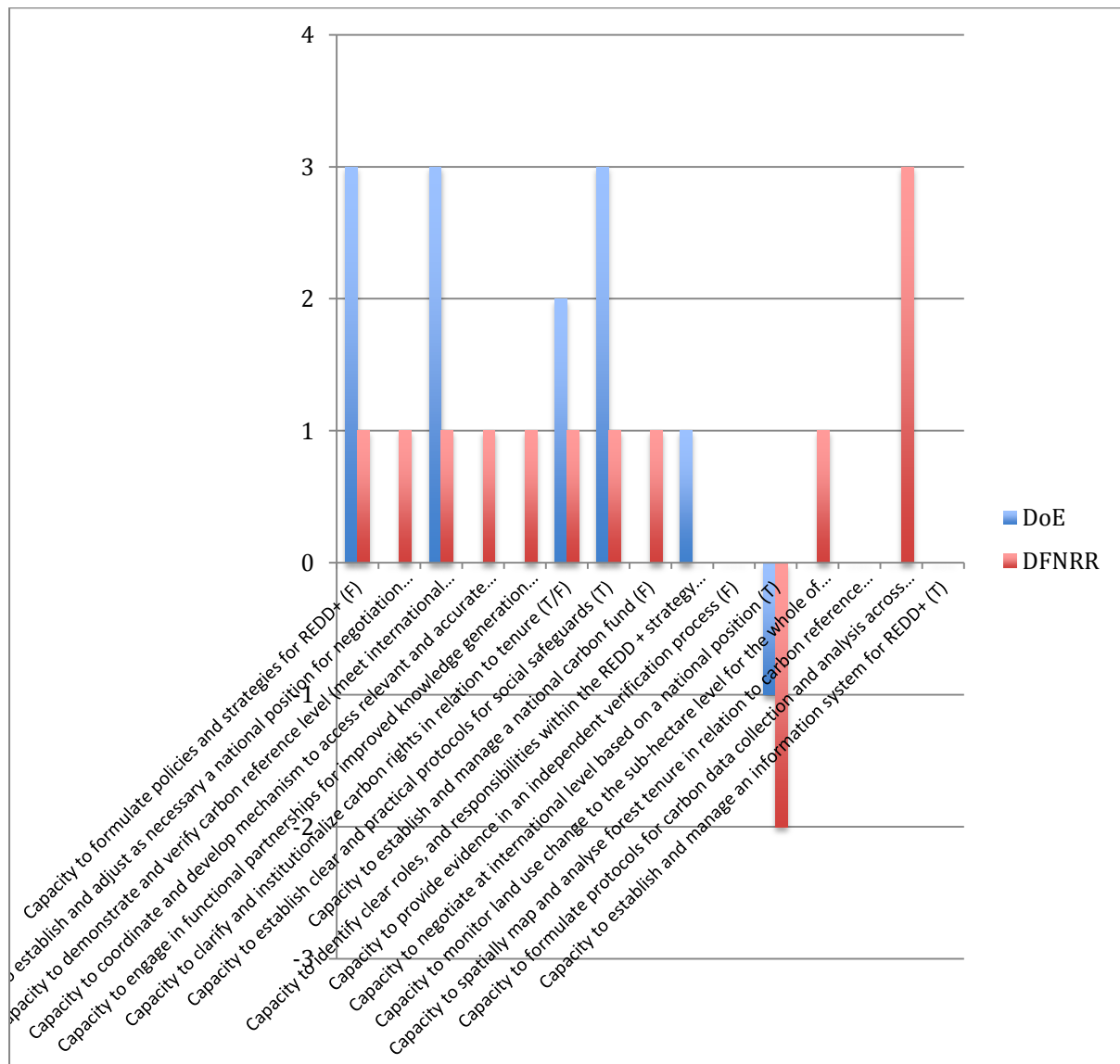


Figure 5. Capacity Gaps of Central Institutions, Zanzibar

²² ONKALO, Pertti Juhani. 2011. Zanzibar: Sustaining the Environment at the Confluence of Cultures. FIG Working Week 2011 Bridging the Gap between Cultures Marrakech, Morocco, 18-22 May 2011

The primary gaps perceived by the DoE relate to policy development for REDD+, capacity to establish a national position on negotiations for REDD+ and capacity to set protocol for social safeguards. It appears that from a DFNRR perspective the biggest gap exists in relation to formulating carbon data collection and analysis across sectors. These findings probably reflect the existing position of Zanzibar in relation to the institutional arrangements for REDD+ and mainland Tanzania. It would appear that this is something that needs addressing at the highest level.

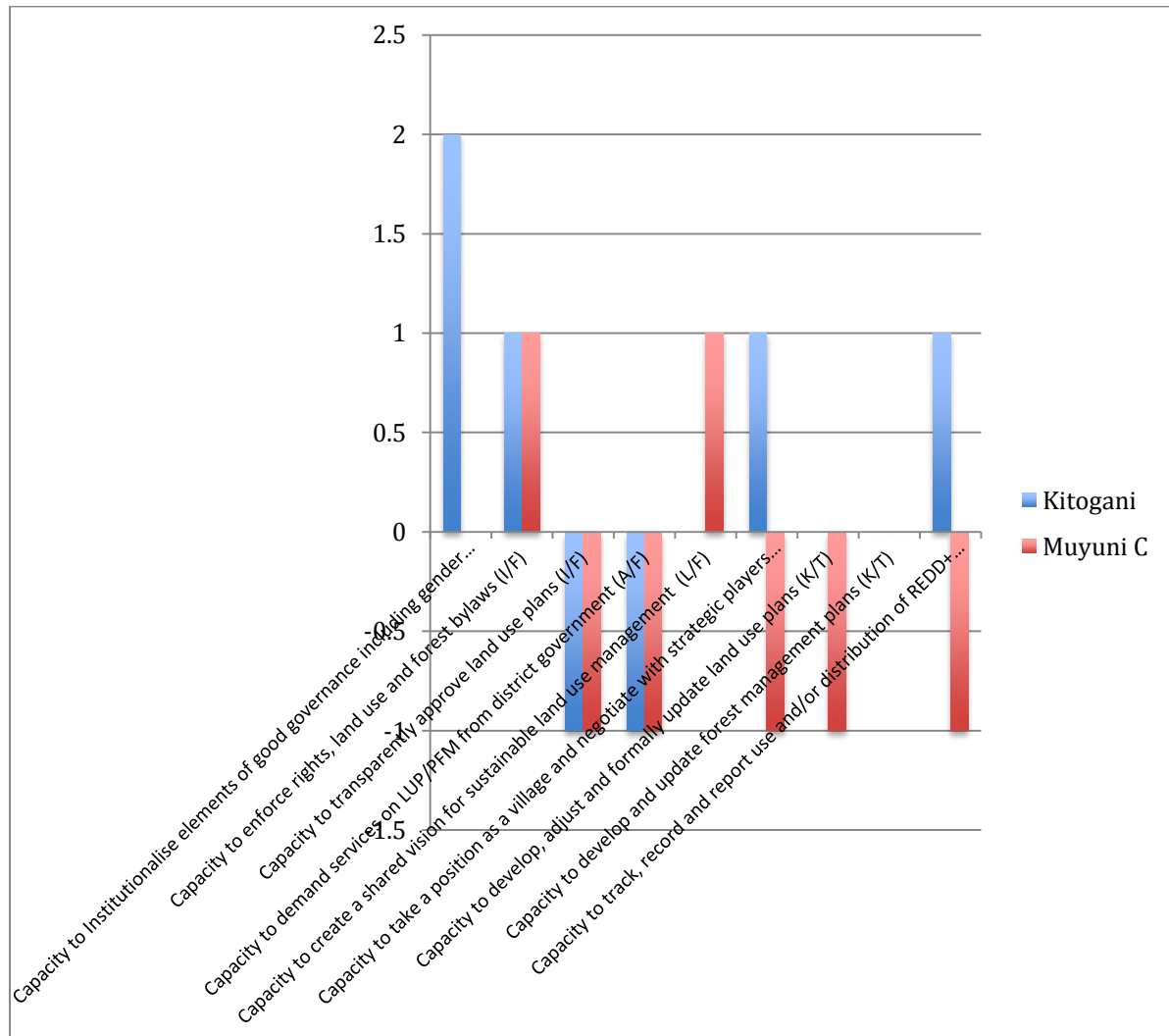


Figure 6. Capacity Gaps at Village Level, Zanzibar

Two village sites were visited both formed part of the REDD+ pilot project areas facilitated by CARE (HIMA). Similar gaps from the mainland were identified linking primarily to village level governance and transparency. As the sites had been exposed to REDD+ and land use planning relevant capacities were seen as existing by the villagers. Carbon data and REDD+ payment protocol are being developed and tested as part of the pilot project process.



Villages encountered delays when demanding services or accountability from authorities with regards to land use planning and management. Villagers complained about bureaucracy in relation to receiving permits and licenses for access to forest resources. One village had resorted to using the media in order to pressure a response from the authorities responsible for land. In Zanzibar expectations are that ministries and departments are the institutions with the ability to solve local problems and not necessarily village or district level institutions. The villages visited on Zanzibar were in the process of developing systems for payments in connection with the HIMA REDD project. Neither village had completed the process of developing guidelines for making payments. However, a consultative process had been followed for determining the allocation formula for payments to community members.

Villages in Zanzibar have different thematic committees in addition to the village advisory committee that is the supreme coordinating body at this level. These committees are organized around development issues in the village such as education and environment. In both villages visited in Zanzibar the creation of a shared vision was credited not to the village advisory committee but to forest conservation committees. This probably reflects the fact that conservation committees in southern Unguja were being facilitated by the HIMA project to develop strategies and work plans. There is little expectation by villagers that village advisory committees are able to develop a shared vision on behalf of communities.

The issue of land grabbing has caused great concern amongst villages in coastal areas of Zanzibar. Investors who sometimes collaborate with local officials have sometimes secured land under questionable circumstances. In both villages in Zanzibar the threat of land acquisition resulted in villagers coming together to confront investors and the authorities who were supporting them. Villages had received training from the HIMA project on record keeping in connection with forest conservation and payments. Nonetheless, the villages lacked confidence in their ability to update land use plans and to monitor and track payments on their own. Similarly, villages were not confident of their abilities to reach out and seek information on rights and new ideas.

In Zanzibar village level institutions are advisory and are not elected bodies. Villagers have limited expectations of village leadership ability to create shared visions and to plan or revise plans. Villagers do have confidence in their own ability to engage with authorities and to create a shared village commitment, especially around unscrupulous land acquisitions.

Some of the capacity interventions in the capacity development plan will be relevant to Zanzibar but careful thought needs to be considered in relation to tailor made programs so that trainings reflect the institutional structures and priorities of Zanzibar.



9. Capacity Development Plan

9.1 Overall Goal and Specific Outcomes

The goal for the overall capacity development plan deliberately focuses on mobilising and strengthening existing capacities as well as creating new capacity. It has been established that there are cases in which capacity exists but that institutional incentives and accountability is weak which implies that capacity is not functional in achieving the objectives it could. The overall goal of the capacity development plan is:

“To mobilise technical and strengthen functional existing capacity and develop new capacities where necessary to establish and manage a national vision for REDD+, key policy objectives and field implementation whilst meeting challenges of REDD+ in a sustainable manner”.

Specific outcomes have been formulated in relation to the goal and the gap analysis. They are deliberately SMART²³ and are articulated so that it is clear that capacity development is a means not an end.

1. By the end of 2013 appropriate high level institutional incentives and accountability mechanisms will be in place to ensure functioning and efficient institutional arrangements for REDD+ at the national level including improved stakeholder consultation protocol and processes;
2. By the end of 2013 REDD+ “practical” up to date training modules are streamlined and available at mainstream training institutes with at least 3 trained trainers, from different sectors available at regional and district level;
3. By the end of 2017 Tanzania as a nation will have established a functioning independently verifiable MRV system for forestry, land use and carbon reference levels including data protocol and incentives for delivery of data from districts;
4. By the end of 2017 at least 35% of forested districts in Tanzania will have developed and implemented a strategic NRM plan that integrates LUP, PFM and REDD+ in priority areas including a partnership strategy and institutional incentives that ensure service delivery to relevant communities;

²³ Specific, Measurable, Attainable, Realistic and Time Based (SMART)



5. By the end of 2015 selected priority communities²⁴ in 35% of forested districts in Tanzania are aware of their rights in relation to land, forests and REDD+²⁵ and improved village governance monitoring.

9.2 Intervention Packages

A number of packages have been designed to address multiple capacities for different engagement groups. As far as possible the packages try to combine the strengthening of functional and existing technical capacity and the creation of new capacity for maximum effectiveness. There are a number of packages identified at each level; central, district and village. Packages have been prioritised based on the gap size identified by stakeholders, issues revealed during consultation and logical sequence in relation to establishment and management of a REDD+ scheme. The rationale for the specific interventions within the packages is detailed in section 10.4, 10.5, and 10.6 in relation to the overall goal and timing of the plan. Each package can be measured in terms of achieving its objectives in relation to key indicators selected from the original methodology framework.

9.3 Key Principles

A number of principles were the basis for the design of the proposed capacity development interventions and are based on experience and best practice in capacity building.

9.3.1 Strengthening and mobilising existing capacity further as a catalyst

In institutions and at levels where some capacity exists it is critical to acknowledge that capacity and identify mechanisms and incentives that will allow the mobilisation or more efficient use of the capacity in building sustainable processes for REDD+ implementation. For this reason this plan does not just propose interventions that create new capacity to fill the gaps that were perceived as the greatest during consultation but tries to leverage the creation of new capacities in combination with the strengthening of existing capacity. It is more often than not capacity is not mobilised due to issues surrounding accountability and leadership.

²⁴ It is envisaged that districts would identify specific villages within an NRM strategic plan to ensure cohesion between reference areas and neighbouring communities rather than ad hoc

²⁵ In relation to national social safeguard protocol



9.3.2 Diversity and balance of interventions

Within packages interventions have been diversified to address the key bottleneck based on the core issues and focus during the assessment. Interventions fall into different categories such as education and training, learning, accountability mechanisms, leadership capacities and dialogue mechanisms. Interventions have been strategically designed to combine such categories. For example if new capacity is created through training and coaching on development of an MIS system at district level what accountability mechanism will be in place to ensure the use and quality deliverables of outputs from that system. In other words the development of “soft” and “hard” capacity is combined to address both issues of functional and technical capacity gaps.

9.3.3 Minimise one-off isolated interventions

Although occasionally one off interventions particularly training can be successful it is rare without a clear strategy for the application of new skills within an institutional system that the training is effective beyond the individual level. For this reason the interventions proposed as packages in this plan seek to ensure that there are follow up interventions and where possible any training should be followed up by coaching relating to delivery of practical tasks. For example if providing training on negotiation skills to NRTF this could be linked to establishing a national position and taking that position at a specific COP and include a feedback process from independent observers.

9.3.4 Offer competitive not incentive driven opportunities where appropriate

The current allowance based system that supports individuals to attend trainings and other capacity building events is perceived by some to influence selection and drive participation and emphasis towards trainings and workshops that are not necessarily the most effective channel for mobilising capacity. For this reason in some intervention packages it is proposed that competitive opportunities are offered where district teams or individuals have to compete for a place to be trained and coached through a transparent and accountable selection process.



9.3.5 Base capacity building on a strategic roll-out plan with clear justified priorities

At all levels priorities need to be set for rolling out implementation of REDD+. This also applies to thinking and interventions for capacity development. It is much more efficient and effective to have clear priorities at district and village level and focus capacity building in those areas rather than trying to reach all areas and or/all staff at one time. There will always be a political reluctance to focus on specific areas rather than spread resources evenly across an area but in terms of capacity development it is more effective to focus on priority areas with an integrated staged approach with follow up than to try and reach all areas at once. It is for this reason that the district leadership that focuses on strategic NRM planning has been included and is emphasised as a pivotal package for district level improving both functional planning capacity but also ensuring effective use of resources.

9.3.6 Keeping learning dynamic and real

As already identified a number of important capacity building initiatives particularly training have been initiated through different players and development partner support. As highlighted in section 4.1 the evolution of the concept of REDD+ internationally is dynamic and the challenges of the field implementation of REDD+ are becoming more realistic by the day. It is critical that lessons and field experiences from REDD implementation in Tanzania are regularly shared at all levels and integrated into dynamic practical training materials. Any case studies used in trainings should be real and ensuring that trainings are linked with other participatory processes that are conducted at field level in Tanzania is critical.



9.4 Interventions, Priorities and Indicators - Central Level

9.4.1 Package 1: Engaging Support and Vision of High Level Decision Makers

Relevance of package to overall goal	This package is designed to create institutional incentives and accountability mechanisms for the vision and implementation of REDD+ at the highest levels across all relevant sectors. Although recently the revision of membership of the NRTF has taken place there appears to be lack of clarity and agreement over specific roles and responsibilities in relation to REDD+ particularly between TFS and DoE. There is considerable discourse about the practical coordination role of DoE and its differentiation from implementation. Currently there is a temporary institutional structure as the REDD Secretariat at IRA that is supporting the NRTF and DoE in their coordination role. Eventually functional capacities currently held by the secretariat will need to be present within DoE and other relevant institutions and this will require clear lines of authority and accountability including a high level vision for REDD beyond individual ministries. Although roles are clearer now than in the past power relations at lower levels are influencing progress and movement on mechanisms for REDD+ that can become a bottleneck in the process such as the establishment of a national REDD fund. Engaging high level decision makers through this package aims to secure a higher level of understanding and commitment of REDD+ mobilising functional capacity at lower levels within VPO and MNRT specifically based on an improved understanding of roles and responsibilities. This package also sets out to continue what has been established through the diversification of taskforce membership and frame REDD+ in a wider development context in higher levels of government.
Contribution to specific outcomes (1,2,3,4,5)	1, 3
Priority	High
Specific capacities addressed	<ul style="list-style-type: none"> Capacity to create and guide a shared vision for REDD+ at national/and or institutional level (L/ F)²⁶ (1)²⁷ Capacity to establish and adjust as necessary a national position for negotiation purposes²⁸ (I/F); (3) Capacity to filter and streamline different initiatives into shared vision and

²⁶ All capacities are differentiated in methodology according to core issue (I= Institutional, L=Leadership, A=Accountability, K=Knowledge and D=Dialogue. They are also distinguished as Functional (F) or Technical (T)

²⁷ Gaps are also coded according to perceptions on size of gap **1**=Primary/largest **2**=Secondary, **3**=Tertiary * remaining * refers to existing capacity where a gap was not identified or exceeded the desired level set by the CNA team.

²⁸ See footnote ³



	<p>goals at national level (L/F); (2)</p> <ul style="list-style-type: none"> • Capacity to identify clear roles, and responsibilities within the REDD + strategy action plan and determine mechanisms for mutual accountability (A/F) * • Capacity to establish and manage a national carbon fund (/IF); * • Capacity to coordinate and develop mechanism to access relevant and accurate data from different sectors (/IF); (2) • Capacity to engage in functional partnerships for improved knowledge generation on REDD+ (/IF); (2) • Capacity to receive feedback from other key players and adjust relevant systems or procedures for REDD+ (3) 	
Key indicators of capacity developed	<ul style="list-style-type: none"> ✓ Evidence of clear vision for REDD+ frequently articulated at all levels including Ministry of Finance ✓ Evidence that REDD+ is mainstreamed in national sectoral planning ✓ Evidence of minimum conflict of interest between sectors and other stakeholders ✓ Official negotiators knowledgeable on national position ✓ Systems and protocol for cross sector data collection are functional ✓ Number of partnerships between government sectors and other players for REDD+ implementation ✓ National Carbon Trust Fund in place and functional 	
Priority Engagement Groups	Permanent Secretaries, Ministers with priority focus on MNRT, VPO and MoF	
Related on-going capacity initiatives	<ul style="list-style-type: none"> • Restructuring of NTRF membership and awareness activities • Policy Briefs on REDD+ (TNRF/GoT) • Consultation workshops on National REDD+ strategy • TWG on MRV under REDD-TF 	
Specific Interventions suggested for this package		
	Category	
Forest Academy	<p>The Forest Academy communication concept and programme was designed and pioneered by the Finnish Forest Association (FFA) and has recently been initiated in Tanzania. It is based on the concept of improving social capital of the forest sector in relation to other sectors. Often, the limited role of the forest sector in the national economy of a country is regarded as an obstacle to building effective cross-sectoral influence. However, the social capital of a sector can be high, even though the national economic importance of the sector is low. Social capital in this sense refers to trust, networks and shared views that exist between the forest sector and the rest of society.</p> <p>The methods used in the Forest Academy approach differ from the usual seminar and workshop approaches and are designed to ensure effective information input, innovative group work results, and a relaxing atmosphere for network building. Each Forest Academy forum engages 30 societal decision-makers and opinion-leaders. One third of the</p>	<p>Learning; Leadership capacities/ Quick-Win</p>



	<p>participants represent the forest sector, whereas two thirds represent other sectors of society. The participation of both groups is important because of the need for two-way communication, and for creating cross-sectoral contacts. Each forum involves different people and follows a different theme.</p> <p>The participants include but are not limited to leading politicians, top-level administrators and executives, representatives of interest groups, leaders of non-governmental organisations, representatives of sciences and arts, the media, and other influential opinion leaders. People participate as individuals instead of representatives of organisations, which helps to reduce social pressure. This setting is very fruitful for open discussion, because it helps the participants to open up their minds for new ideas, and be involved in productive strategic discussions.</p> <p>Currently, this initiative is facilitated by Uongozi Institute in Tanzania as part of the Green Growth Platform, with support for a limited number of fora from MFA Finland. If provided further support and strategic engagement thematically this approach could improve cross- sectoral engagement and development of social capital for REDD+ across Tanzania and influence key decision makers from other sectors including Ministry of Finance.</p>	
<p>Strategic engagement and policy briefings with Ministry of Finance</p>	<p>In order to raise the profile of REDD+ and ensure strategic attention at high level it is necessary to engage with Ministry of Finance to ensure a regular, active information and feedback flow. Although Ministry of Finance has a position on NRTF is has not yet been operationalised. In order to create institutional incentives for further engagement specific thematic policy briefings need to be offered to Ministry of Finance framed from an interest based social marketing perspective. This can be combined with engagement via the Forest Academy. Policy briefs and briefings need to be framed and prepared and facilitated by professional communicators to ensure maximum effectiveness.</p>	<p>Institutional Incentives/ Quick-win</p>
<p>Permanent Secretaries REDD+ Forum</p>	<p>The facilitation of a high level platform among Permanent Secretaries specifically to clarify and monitor implementation roles and responsibilities of DoE and TFS/MNRT in relation to REDD+. This should include specific agendas that require high-level resolutions such as data sharing protocol, national REDD fund and should be a responsive focused mechanism. It may be necessary to employ a neutral facilitator for such a platform.</p>	<p>Institutional incentives; accountability mechanisms/ Quick -Win</p>



9.4.2 Package 2: Preparing for Independent Verification and Improved MIS

Relevance of package to overall goal	This package is designed to build systems and processes that can build recognition of the implications of "independent verification" and meeting international standards for transparent data sourcing, accuracy and management. Although there is already some existing capacity for data management it is not necessarily verifiable, systematic or subject to specific standards. Of particular importance is building experience and lessons in 3rd party verification and transparent reporting and a wider and more detailed awareness of the key data parameters that will be required nationally for a national REDD+ system. To some extent it is assumed that NCMC will eventually play a pivotal role as a data hub but this assumes that other key institutions such as TFS will be in a position to source and manage that data to the standards required by a 3rd party. Consultations revealed that priority institutions are concerned at the current state of institutional incentives and accountability in terms of sourcing reliable data and managing it transparently. This package aims to stimulate and drive awareness not only on independent verification but also an understanding of systems required for a functioning MIS. This package is linked to Package 1 especially in relation to functioning sharing protocol.
Contribution to specific outcomes (1,2,3,4,5)	3,4
Priority	High
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to provide evidence in an independent verification process A/(F) (2*) • Capacity to establish and manage an information system for REDD+ (K/T/F) * • Capacity to demonstrate and verify carbon reference level (meet international standards) (I/K/T/E) (2) • Capacity to coordinate and develop mechanism to access relevant and accurate data from different sectors (/IF); (2)
Key indicators of capacity developed²⁹	<ul style="list-style-type: none"> ✓ Ability to mobilise and explain sources of data for independent verification ✓ Systems and protocol for cross sector data collection are functional ✓ Evidence of technical skills and systems for maintaining carbon reference level (MRV); ✓ Availability of ICT skills and accessibility to appropriate hardware and software for ICT systems
Priority Engagement Groups	Technical officers from TFS, DoE, MAFS, MLHSD and relevant private sector partners
Related on-going capacity initiatives	<ul style="list-style-type: none"> • NAFORMA (on going forest inventory data analysis and systems) • Support to link NAFORBEDA with REDD+ information



Specific Interventions suggested for this package		Category
Independent Forest Monitoring System	<p>Independent Forest Monitoring (IFM), more accurately known as Independent Monitoring of Forest Law Enforcement and Governance (IM-FLEG)¹, centres on the establishment of a contractual relationship between an official “host institution” responsible for regulation in the forest sector and an independent monitoring organization (“the Monitor”), and the use of a Reading Committee for peer review. By providing robust evidence of where forest management and control systems, specifically forest law enforcement and governance, are failing, IM-FLEG encourages government agencies to find solutions to the issues raised by the Monitor. By complimenting official forest law enforcement with the objectivity and public credibility of an independent third party, IM-FLEG can quickly improve transparency whilst at the same time contributing to improvements in the legislative and regulatory regime (HTSPE/REM 2009). Discussions and interest on the need for IM-FLEG in Tanzania have been ongoing for some time. This intervention is proposed as is something that the government of Tanzania has already expressed an interest in and its objectives will definitely contribute towards achieving the goal of REDD+ and it will build confidence and capacity in dealing with 3rd party assessment and feedback which is one of the major gaps that have been assessed in relation to meeting standards of REDD+. It can be seen as one of the pivotal stepping stones in meeting standards and being accountable in terms of information and practice. Further details can be found in references given in the annex to this report.</p>	<p>Accountability Mechanism; Learning/ Quick-Win</p>
Establishment and Management of REDD + MIS system	<p>This is included as a specific intervention as it appears that currently there are a number of initiatives generating information but no cohesive system to collate and manage the data and information. MIS has been considered in its widest scope to include data and spatial information not just information on REDD+. The NAFORMA project in MNRT has data and products that could be integrated into a system and so does NAFORBEDA. Experience has shown that NAFORBEDA has not been successful when linking to the district level and faces technical constraints and lack of incentives for its regular update and use by district staff. Any initiative on MIS for REDD+ needs to be well integrated with developments in the establishment and management of NCMC. Lessons from the weaknesses of NAFORBEDA and the institutionalisation of NAFORMA must be critically considered when examining any new developments for MIS for REDD+. It will also need to be critically linked to institutional reform within TFS and performance measures of</p>	<p>Learning; Institutional Incentives/ Strategic Long-Term</p>



	<p>staff engaged in managing the MIS. Job description revisions proposed as part of new developments in TFS need to consider the key tasks that will be required to ensure this MIS system is institutionalised rather than “projectised”. As part of this intervention integrating from other countries who have made significant progress on REDD+ MIS in a similar institutional environment may be useful as a scoping initiative but external help will be required to ensure MIS parameters will meet international standards. Partnerships with external private and non-government agencies for screening and management of data and systems may also be a critical factor to consider ensuring delivery.</p>	
<p>Technical Tailor Made Trainings on REDD+ MIS protocols and use</p>	<p>Sequentially this intervention is proposed to go alongside the development of the MIS system. This would involve technical trainings for relevant staff and should be tailor made in relation to the system established. It is unlikely generic technical trainings will be useful. Practical tasks and coaching as a follow up to the technical trainings will be essential. Recommendations on training will only be possible after the establishment of the system.</p>	<p>Training and education/ Strategic Long-Term</p>
<p>Guidelines and criteria for district level funds release (data clause)</p>	<p>A critical component of this package is ensuring there are accountability mechanisms and institutional incentives in place to ensure accurate data flow into the system. This intervention assumes that some data will be required from district level that will either have to be sourced or reported. The NAFORBEDA experience clearly illustrates that current accountability and or incentives are not in place to ensure data flow from district level. There is currently discussion that a proportion of revenue funds collected through TFS will be diverted to district level it is strongly recommended that accountability clauses relating to data supply and reporting are included as a pre-condition for funds release. In other words revenue contributions should not just be conditional on revenue collected but also fulfilling other conditions required at the central level in relation to quality data and reporting on key parameters for REDD+. This element of the package can be initiated as quickly as possible so that learning is ongoing as the MIS system develops.</p>	<p>Institutional incentives/ Quick Win</p>



9.4.3 Package 3: Improving Carbon and Land Use Data Quality

Relevance of package to overall goal	The focus of this package is to create capacity to ensure carbon and land use change data quality. It is distinct from package 2 that aims to ensure there is capacity for the management of all REDD+ data not just carbon reference level data. This package focuses on enabling the capacity to allow a national system to establish credible and verifiable carbon reference levels. It focused on a capacity gap that was identified as one of the largest and is considered a high priority. Investment in this area is likely to be a long-term strategic initiative and will build on several existing initiatives already in place.	
Contribution to specific outcomes (1,2,3,4,5)	1,3	
Priority	High	
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to monitor land use change to the sub-hectare level for the whole of Tanzania K/(T) (1) • Capacity to demonstrate and verify carbon reference level (meet international standards) (I/K/T/F) (2) • Capacity to formulate protocols for carbon data collection and analysis across sectors (K/T) (1) 	
Key indicators of capacity developedⁱ	<ul style="list-style-type: none"> ✓ Evidence of clear and verified carbon reference level ✓ Evidence that verification processes meet international standards ✓ Evidence of technical skills and systems for maintaining carbon reference level (MRV); ICT ✓ Evidence of technical skills and systems for monitoring land use change (Spatial data management; land use change expertise) 	
Priority Engagement Groups	MNRT, NCMC	
Related on-going capacity initiatives	<ul style="list-style-type: none"> • NAFORMA • CCIAM • Training and testing of GIS/LiDAR (SUA/Norway) • Training on Remote Sensing & MRV (UNREDD) • Establishment of NCMC (current project) 	
Specific Interventions suggested for this package		Category
Documentation of lessons learned through existing initiatives on carbon data analysis	This intervention focuses on drawing together the practical lessons and parameters that are required for setting carbon reference levels. It will need to draw on multi-institutional lessons including technical experience from REDD+ pilot projects, CCIAM, NAFORMA and others. It may require external expertise to collate and facilitate interaction around a proposed protocol. It is important to document and summarise the results of this process and to share it to increase awareness on implications for meeting international standards. It will be important to refer to real examples in such documentation that can also be adapted for training materials in the future.	Learning/ Quick-Win



<p>Development of carbon data protocol for establishing reference levels</p>	<p>Lessons can feed into a proposed protocol for testing in other areas and will provide inputs for protocol development by NCMC. Depending on timing NCMC may be an appropriate institution to lead on this.</p>	<p>Learning/ Institutional incentive/ Long-term strategic</p>
<p>Tailor made training on carbon reference level protocols including practical tasks</p>	<p>Technical trainings to increase the pool of officers who can understand and explain the requirements to set carbon reference levels will be required. Until the lessons and protocol emerge it is challenging to determine the training requirements. It may also link to other capacity building packages such as 10.4.6 whereby one mechanism to increase technical skills is through partnership and/or outsourcing technical service provision.</p>	<p>Training/ Long-term strategic</p>
<p>Technical training and practical coaching on remote sensing in relation to carbon reference level protocols</p>	<p>Same as above</p>	<p>Training/ Long-term strategic</p>



9.4.4 Package 4: Improving Consultation and Stakeholder Voice Mechanisms

<p>Relevance of package to overall goal</p>	<p>This package seeks to strengthen existing capacity and widen the recognition and improve the quality of consultation in REDD+ policy and protocol processes. Evidence of consultation and stakeholder participation is demanded by international standards for REDD+ and is increasingly recognised as best practice. Voluntary Carbon Standards require evidence of wide stakeholder engagement as will social safeguard protocol if recognised at international level. Consultation and building sustainable stakeholder voice mechanisms is a professional field that requires specific competencies in planning and designing processes, facilitation and integrating consultation feedback into a consensual document and/or national position. Such processes are time consuming but essential. Institutionally the role of consultation fits the niche of the overall coordination role of DoE and is a competency required in terms of reaching a national position for negotiation. Although not perceived as a primary gap by DoE or TFS itself other parties have noted that this needs to be strengthened and the human resources to assist with this are limited. Some consultation roles are currently been taken up by the NRTF who have been engaged in regional consultations on the National REDD+ strategy. The NTRF is a temporary structure and this capacity needs to be strengthened and institutionalised within government agencies and beyond through a pool of consultation and participatory facilitation practitioners within and external to government. It is envisaged that improving the quality and efficiency of consultation processes and widening the pool of consultation practitioners and service providers will accelerate key policy processes and institutional arrangements for REDD+. It is suggested that for this specific intervention non-government and private sector service providers are trained and engaged alongside the relevant government players. This will facilitate trust and building of a critical mass of experienced practitioners.</p>
<p>Contribution to specific outcomes (1,2,3,4,5)</p>	<p>1</p>
<p>Priority</p>	<p>Medium</p>
<p>Specific capacities addressed</p>	<ul style="list-style-type: none"> • Capacity to formulate policies and strategies for REDD+ (I/F) (2) • Capacity to set protocols, guide and implement public consultation processes on REDD+ policies and issues (PE/F) * • Capacity to establish and adjust as necessary a national position for negotiation purposesⁱⁱ (I/F) (3) • Capacity to inform (timely) and facilitate connectivity between relevant stakeholder nodes about REDD+ related protocols and issues (F)
<p>Key indicators of capacity developedⁱⁱⁱ</p>	<ul style="list-style-type: none"> ✓ Protocols for public consultation established and accessible ✓ Evidence that public consultation processes are implemented according to protocol ✓ Evidence of stakeholder consensus in negotiation positions ✓ Timely existence of relevant policies ✓ Policies internalized and implemented by all core sectors



Priority Engagement Groups	TFS, DoE. And other selected partners	
Related on-going capacity initiatives	<ul style="list-style-type: none"> None identified within this CNA assessment 	
Specific Interventions suggested for this package		Category
Formulation of Best Practice Consultation Protocol	<p>Consultation has been practiced for a number of key issues and documents already. Lessons learned from such consultation processes and feedback from relevant stakeholders could be the basis of establishing consultation protocol and a selection of appropriate consultative tools. As a publicly disseminated protocol this would enable stakeholders to monitor and feedback on quality of consultation processes. Lessons can also be drawn from other sectors within and outside of Tanzania.</p>	<p>Learning; Accountability mechanism/ Quick-Win</p>
Tailor made consultation and facilitation training and coaching programme	<p>Tailor-made training and coaching pertaining to consultation and facilitation best practice would be relevant specifically for DoE staff. It is not necessarily the case that they themselves would be engaged directly in designing or facilitating consultation as this can be arranged through outsourced partnerships. However it is important to be in a position to assess and monitor quality of such processes whilst recognising that this is a specific professional field. This training could also look at differentiating roles of coordination, facilitation and consultation institutionally.</p>	<p>Training/ Quick-Win</p>
Establishment of community of best practice on consultation and facilitation for multi-stakeholder processes	<p>Communities of practice are groups of people who engage in collective learning around a specific theme or agenda with the goal of improving their own personal performance and learn how to do it better as a result of regularly interacting with one another. This is not an exclusive membership and could strive to ensure that there are individuals from different sectors and different types of organisations. With the increasing focus on public accountability and participatory stakeholder engagement there may already be enough interested parties to make this work. This can be established when documenting lessons from existing practice. The main aim of this intervention would be to have some continuity and knowledge connectivity between institutions on consultation and facilitation of multi-stakeholder processes and also increase an accessible pool of recognised consultation practitioners with professional experience. This type of initiative is usually of individual voluntary nature as the incentive is self-learning and improved performance. However, it may be appropriate to establishing regular facilitation and collaborative space in the initial stages.</p>	<p>Learning/ Quick-Win</p>



9.4.5 Package 5: Power Relations, Negotiation and Dialogue Initiative

Relevance of package to overall goal	REDD+ requires multiple government and non-government institutions to collaborate and become mutually accountable. Currently, REDD+ is supported by development partners with externally sourced financial resources and is of course related to negotiations at the global level. Power relations between and within institutions and development partners influences effectiveness of institutional arrangements and institutional incentives to actively engage in establishing and managing a REDD+ system. This package seeks to unpack and provide mechanisms to address a number of power related issues that have influenced the uptake and commitment to REDD+ in Tanzania. REDD+ is only likely to proceed with commitment and vision if the institutional arrangements in place are appropriate for the stakeholders concerned. Formal dialogue mechanisms may be necessary to ensure that voices are expressed and heard. This will involve initiative on the part of the government agencies to articulate and express their needs and views in a reasonable way at both national and international level.
Contribution to specific outcomes (1,2,3,4,5)	1,4
Priority	High
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to express an institutional position and voice with strategic or powerful stakeholders (D/F) (1) • Capacity to negotiate at international level based on a national position (K/T) (3)
Key indicators of capacity developed^{iv}	<ul style="list-style-type: none"> ✓ Evidence that a consistent institutional position on REDD+ can be articulated and justified; ✓ Functional mechanism for exchanging dialogue exists ✓ Evidence of critical mass of negotiators with relevant skills and integrity; ✓ Negotiators selected based on skill competence and knowledge of national position on REDD+
Priority Engagement Groups	VPO/MNRT/ NRTF members
Related on-going capacity initiatives	<ul style="list-style-type: none"> • DPG-E retreat • Policy briefs by GoT and donors • GBS and Poverty Monitoring Reviews



Specific Interventions suggested for this package		Category
Government of Tanzania Hosted Development Partner Retreat	It has been noted that some government institutions feel disempowered and hence lack of ownership due to financial resource negotiations for REDD+. It is proposed that in such situations retreats hosted and financed by the GoT for relevant REDD+ development partners where views and proposals can be proposed is appropriate. In the past retreats have been hosted by DPG-E and government representatives invited. Success of such events is likely to be based on the preparation of government institutions to express and articulate priorities at the same time practically responding to concerns of development partners on accountability.	Dialogue mechanism/ Quick Win
Tailor-Made Negotiation Skills training and coaching	A critical mass of skilled negotiators is required for international meetings and selection of negotiators needs to be based on skills levels and knowledge of the national position. With a new composition of ministries engaged in the NRTF and a need for cross-sectoral knowledge when formulating and negotiating the national position this intervention would expand and upgrade the pool of technically skilled negotiators for REDD+. A tailor made training conducted at national level would allow outreach to a larger group and would enable a linkage with a specific negotiation process that could be supported through further coaching such as the COP to take place in Doha. This intervention needs to be carefully linked in relation to improved consultation around a national position (10.4.3)	Training/ Quick-Win
High Level Training and Dialogue on Power Relations	This intervention is proposed as a tailor made training to target high-level decision makers in the analysis of power relations and respective impacts in relation to REDD+. It is envisaged that such a learning process may unlock dialogue potential between key powerful players and facilitate openness and mutual accountability. This would need to be closely linked to 10.4.1. It would need to go beyond a one off event to be effective and should link with the clarification of roles, responsibilities and mutual accountability.	Training/ Quick-Win



9.4.6 Package 6: Partnership Learning Initiative

Relevance of package to overall goal	Ultimately achieving the goals of a national REDD+ scheme will not be possible with the commitment and implementation of government institutions alone. There will always be constraints of human resources for the foreseeable future during the timeframe that Tanzania intends to establish and manage a national REDD+ scheme. There will need to be different forms of partnership at different levels. The motivations inducing individuals and organisations to work together are diverse and it is well recognised from experience in other sectors that trust is a pivotal factor in collaboration and partnership. Experience and openness to partnerships is limited in the natural resource management sector as compared to other sectors such as health. In other sectors the benefits of partnership to increase access to limited resources, expand outreach and enhance collaborative learning are well recognised. However, partnership and collaboration and its best practice are something that needs to be learned. This package seeks to initiate discourse at national level in REDD+ arenas on the value and best practice of partnership to enable increased openness and thinking on opportunities for partnership in relation to accelerating implementation of REDD+. This package is also suggested as extremely relevant for the district level where partnership becomes increasingly important.
Contribution to specific outcomes (1,2,3,4,5)	1,2,3,4,5
Priority	Medium
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to engage in functional partnerships for improved knowledge generation on REDD+ (F) (2) • Capacity to identify clear roles, and responsibilities within the REDD + strategy action plan and determine mechanisms for mutual accountability (F) (4) • Capacity to inform (timely) and facilitate connectivity between relevant stakeholder nodes about REDD+ related protocols and issues (F) • Capacity to engage in functional partnerships for improved service delivery (F/I) (3) (district level) • Capacity to plan and scale out PFM (legal agreement level) as basis for REDD+ (F/I) (3) (district level) • Capacity to self-monitor and meet obligations of collaborative partnerships (F/A) (3) (district level)
Key indicators of capacity developed^v	<ul style="list-style-type: none"> ✓ Evidence of functional information and knowledge networks based on added value with up to date information; ✓ Stakeholder openness to learn and listen to each other ✓ Number of partnerships between government sectors and other players
Priority Engagement Groups	DoE; TFS; PMO-RALG
Related on-going capacity initiatives	<ul style="list-style-type: none"> • REDD+ Pilot projects • CCIAM partnerships between Research Institutes & TMA, LGAs



Specific Interventions suggested for this package		Category
Guidelines on partnership opportunities for REDD+ and lessons in learning to collaborate	This intervention would involve the review of experience and development of guidelines for exploring opportunities for partnership development. It would also need to build on existing lessons and profile existing examples from both forestry and other sectors. It should be framed and explored from the perspective of costs and benefits of partnership and highlight the required institutional conditions in which it can be successful. This should include a section on outsourcing services and technical functions and include references to district as well as national level	Learning; Institutional Incentive/ Quick Win
MDA to MDA partnership knowledge exchange workshop	This intervention aims to create a peer-to-peer knowledge exchange on types of partnerships and experience of collaboration between public sector agencies. It would require careful planning to source relevant experience and case studies. It could also be done across districts and if in demand a community of practice not exclusive to government alone but also including prospective partners for REDD+ service provision could be initiated.	Learning/ Quick-Win
REDD+ partnership award scheme	Profiling and rewarding outstanding examples of partnership nationwide for different aspects of REDD+ implementation will highlight the benefits and progress in encouraging collaboration. This would need to be on a competitive basis and be high enough profile for it to matter to both government institutions and a diverse range of partners including private sector. It may be linked with 9.4.1	Institutional Incentive/ Quick-Win



9.4.7 Package 7: Social Safeguards Learning and Improved Public Engagement Initiative

Relevance of package to overall goal	Social safeguards and their respective standards are now becoming an international requirement to qualify for REDD+ payments. Protocol and standards are required to be in place to ensure that REDD+ projects minimise social conflict and respect rights of local communities. Some capacity building initiatives on social safeguards have already been initiated and it remains for Tanzania to develop and consolidate its own framework based on its own safeguards already in place and other standards that have been introduced. This package assumes that in the period that this plan is being prepared an initiative to develop such a framework and protocol has been commissioned by the REDD+ secretariat on behalf of the NRTF. The latest REDD+ Strategy (2 nd draft) published in June 2012 refers to the use of SESA as the main tool for assessing environmental and social impact; however not yet been commented on by wider stakeholder groups. With reference to this assessment the most urgent gap is to create further awareness and learning on the issue of social safeguards through targeted information and integrating it into training manuals on REDD+.
Contribution to specific outcomes (1,2,3,4,5)	2,4,5
Priority	High
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to develop relevant gender sensitive communication products and processes on REDD+ (PE/T) • Capacity to establish clear and practical protocols for social safeguards (K/T) (2) • Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (K/PE/T/F) (2)
Key indicators of capacity developed^{vi}	<ul style="list-style-type: none"> ✓ Clear and practical social safeguard protocols in place and being used; ✓ Social safeguard protocols are internationally acceptable ✓ Evidence of awareness among stakeholders of rights and responsibilities on social safeguards
Priority Engagement Groups	TFS, DoE, FTI
Related on-going capacity initiatives	<ul style="list-style-type: none"> • TWG on Safeguards • Stakeholder workshops on International Safeguard standards • REDD+ communication strategy and associated products (Regalia Media) • Basic REDD awareness ToT (Regalia Media) • FTI/Mjumita/RECOFTC REDD and PFM Training Initiative



Specific Interventions suggested for this package		Category
Impact assessment training (public engagement and communication products)	A key intervention already identified to build capacity at national level for REDD+ is communication. Several non-government service providers are already actively engaged in producing information products based on the communication and information strategy. Each government ministry also has a publicity and information unit that produces communication products and campaigns when there is a budget available. Existing capacity in the form of equipment and staff does not necessarily guarantee impact of communication. An impact assessment process that provides feedback and integrates further learning on communication processes such as social marketing on for new awareness products could improve public engagement processes on REDD+.	Learning; Training/ Quick Win
Targeted Information Guides on Social Safeguards	Basic information on the “what” and “why” of social safeguards needs to be produced once the protocol for Tanzania is clear. Currently there are a lot of misperceptions about the concept of social safeguards and basic REDD+ awareness information needs to integrate these concepts immediately. These can be developed and integrated as part of the communication and information strategy	Learning/ Quick-Win
Training Modules and Materials on Social Safeguards	There are several initiatives at the national level to build capacity on basic REDD awareness and a new training initiative between FTI, Mjumita and RECOFTC is about to be initiated. Training materials that practically help community level facilitators establish social safeguard processes. These need to be streamlined between institutions to ensure that the protocol introduced is similar and consistent. Modules and practical training materials need to be developed and introduced urgently as an integral part of REDD+ awareness. This may already have been highlighted and supported through FTI.	Learning/ Quick-Win
Regular multi-stakeholder learning forum on social safeguards	It is suggested that a regular multi-stakeholder fora including government institutions is established at national level to share wider experience in using social safeguards. This can be linked to the TWG and should involve regular documentation and sharing of experiences that can feed into the TWG.	Learning/ Long-term strategic



9.5 Interventions, Priorities and Indicators - District Level

9.5.1 Package 8: Basic REDD+ Awareness and Knowledge Generation Programme

<p>Relevance of package to overall goal</p>	<p>This package builds on existing initiatives to build awareness and understanding of REDD+ at the district level. Currently although there has been several initiatives to engage awareness of the forestry teams at district level but apart from the pilot project districts there is very little basic knowledge about REDD+, or at least very little confidence for officers to express their ideas with regards to REDD+ and how it links with other programs at the district level. This was articulated as a primary gap during consultations. It is important to build a critical mass of government field staff at district level that can be available to explain to communities the benefits and costs of REDD+ as well as their rights and responsibilities in relation to social safeguards. Currently there is a "Training of Trainers" Initiative to train selected district staff from the forestry teams supported by UNREDD through Regalia Media. Materials are available and this includes a module on how to train others. However, resources are limited for follow up and strategic selection of other staff or communities to be trained by such trainers is not yet clear. District staff need to be made clear that communities trained will need to be supported beyond the training to avoid raising expectations³⁰. Another initiative to be coordinated through FTI in collaboration with Mjumita will also aim to strengthen training services related to PFM and REDD+. It is critical than any efforts to build awareness and knowledge at district levels are streamlined and continually updated. District staff need to be able to frame REDD+ in relation to the other activities they are implementing with communities including LUP, PFM and improved agriculture. If possible REDD+ should not be presented in isolation of existing interventions that also contribute to reducing deforestation. One of the strengths at district level is that sectors are already familiar in working together in multi-disciplinary teams. In order to reach communities effectively through the ward level and due to the crosscutting nature of REDD+ it is strongly recommended that the training strategy target agricultural, lands and community development officers. However this also will require a re-framing of the training to incorporate relevant experience of these sectors and practical examples from the pilot field projects. Up to date case study materials will be the most effective way of making REDD+ real plus visits to sites that have field examples.</p>
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³⁰a need for better strategic planning in relation to REDD+ is later identified in 10.5.2.



Contribution to specific outcomes (1,2,3,4,5)	2, 3, 4, 5	
Priority	High	
Specific capacities addressed	<ul style="list-style-type: none"> - Capacity to inform stakeholders on benefits, risks and opportunity costs of REDD+ (F/T/K) (1) - Capacity to interpret and adjust regulations and frameworks for local level improvements to manage drivers of deforestation and degradation (F/T/I) (3) - Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (F/T/PE) (1) 	
Key indicators of capacity developed^{vii}	<ul style="list-style-type: none"> ✓ Evidence of basic technical knowledge on REDD+ among district executive ✓ Evidence of knowledge on social safeguards among district executive ✓ Evidence of awareness among stakeholders of rights and responsibilities on social safeguards ✓ Evidence of local level initiative (alternative energy projects, conservation agriculture, sustainable charcoal to manage and control drivers of deforestation and degradation) 	
Priority Engagement Groups	FTI, District Extension Staff (Forestry, Agriculture, Lands and Community Development), District Councillors	
Related on-going capacity initiatives	<ul style="list-style-type: none"> - FTI/Mjumita/RECOFTC Training Initiative - ToT Basic REDD (Regalia) - Regional awareness and consultation workshops (UNREDD and REDD Secretariat) 	
Specific Interventions suggested for this package		Category
Scaled out ToT (multi-discipline district teams)	<p>The current ToT format facilitated by Regalia needs to be scaled out to include staff from other sectors at the district level and updated to include modules on social safeguards and real experiences from pilot projects. As far as possible any new trainings should try to frame REDD+ within existing initiatives at the district level such as LUP, PFM and alike. There could be benefit in sharing materials between the current ToT provider and FTI/Mjumita as both have manuals that could be adapted for scaling out³¹. If resources allow it is likely to be more effective to have block trainings with clear practical field tasks to complete in between in order to qualify for the following training as district teams. A pilot initiative to test this approach out with a few districts is suggested and close linked to the FTI initiative. Staff from FTI may also need to be involved in any further ToT training to ensure that capacity development is also mainstreamed into appropriate vocational training curricula and institutes.</p>	Training/ Quick-Win

³¹ See recommendation on Training Partner Coordination Forum



<p>Practitioner Case Study Writing workshops</p>	<p>In order to link district level training to practical field experience and optimise learning from field level REDD+ projects it is possible to facilitate learning among existing experienced REDD field practitioners for development of case studies that can be used for action learning and during training courses. Generic processes for such workshops are available and tested. This would allow a more conscious approach to documenting learning among all the field projects and link it to national level learning.</p>	<p>Learning/ Quick-Win</p>
<p>District to District Learning exchange visits</p>	<p>If used strategically and combined with a training program district to district visits can be very effective. As discussed in section 10.3 this could be made competitive and related to performance or specific actions after training. Engaging district councillors in such visits could also be strategic as if they are made aware of issues relating to REDD+ performance they are in a position as leaders of the district to shift priorities and demand accountable action.</p>	<p>Learning/ Quick-win</p>
<p>Extension Materials Package (for use with communities or other groups)</p>	<p>This could relate to the above intervention for “writers workshops”. Extension materials that can be used by trained district level officials in explaining REDD+ could be a useful additional tool. It is well recognised at the district level that the main mode of public engagement is extension through community meetings. Developing a set of basic quality extension tools for explaining REDD+ in relation to sustainable land management could be useful. This also needs to be linked to the FTI/Mjumita initiative.</p>	<p>Learning/ Long-term strategic</p>



9.5.2 Package 9: NRM and Land Use District Leadership Programme (Team Based)

<p>Relevance of package to overall goal</p>	<p>Implementation of REDD+ will be at the district level. Currently Natural Resource Management is rarely a priority at the district level unless in the form of addressing land conflicts or revenue collection. Within the district council strategic focus is primarily on health and education. Consequently there is also very little strategic planning in relation to natural resources and land use at the district level spatially and in terms of priorities. Interventions are usually based on external agendas and funds available. Although there is a district development plan priorities are not necessarily based on a thorough analysis of resources and therefore drivers of deforestation remain addressed in an ad hoc way which is not very compatible with the objectives of REDD+ and ensuring permanence and avoiding leakage. Developing a district level land use management plan in relation to programmatic interventions is not required by the current policy framework and capacity for spatial planning and strategic thinking in terms of human resource planning is limited. For REDD+ to work at district level there will need to be a shift in vision towards a more strategic way of thinking and rolling out interventions such as PFM, LUP and improved agricultural techniques within a REDD framework at a specific scale. This should also have a roll out strategy in terms of targeting villages that could be engaged for REDD+. A leadership program for combined teams from districts including councillors could be tailor designed to address some of these issues and address multiple capacities as listed below. This package is deliberately not framed as an intervention specifically for REDD+ but aims to consciously highlight that REDD+ will be a challenge without the other interventions strategically rolled out and linked with outsourcing and relevant partnerships. It is suggested that such a program could be piloted in a few districts on the basis of a competition and that team composition would be an element of the strategic nature of the intervention. One of the key drivers for putting LUP in place now is level of conflict over land. Addressing such conflicts and developing LUP are also compatible with REDD+ objectives but power relations are a challenge for the district level. This package also aims to address this as far as possible. It is worth noting that a scoping mission for a district level climate partnership (2010) for RNE identified a similar intervention as a possibility illustrating the wider applicability for other agendas at district level.</p>
<p>Contribution to specific outcomes (1,2,3,4,5)</p>	<p>2, 4,5</p>
<p>Priority</p>	<p>High</p>
<p>Specific capacities addressed</p>	<ul style="list-style-type: none"> • Capacity to filter and streamline different initiatives into shared vision and goals at district level (e.g.) PFM, REDD+, Conservation Agriculture)(F/L) (2) • Capacity to interpret and adjust regulations and frameworks for local level improvements to manage drivers of deforestation and degradation (F/T/I) (3) • Capacity to engage in functional partnerships for improved service delivery (F/I) (3)



	<ul style="list-style-type: none"> • Capacity to plan and scale out PFM (legal agreement level) as basis for REDD+ (F/I) (3) • Capacity to endorse timely approval of forestry and land use by laws (F/I) (3) • Capacity to self-monitor and meet obligations of collaborative partnerships (F/A)(3) • Capacity to create a shared vision for sustainable land use management at district level (F/L)(3) • Capacity to identify and prioritise areas suitable for REDD+ within the district (F/T/K) (3) • Capacity to mobilise financial resources for PLUM (F/L) (3) • Capacity to express an institutional voice and negotiate accordingly with strategic players/and or more powerful stakeholders (F/D)* 	
Key indicators of capacity developed^{viii}	<ul style="list-style-type: none"> ✓ District executive and councillors can articulate clear vision and road map for REDD+ ✓ District executive and councillors can articulate relationships between different development initiatives in relation to REDD+ ✓ Existence of maps indicating different land use areas and priority areas for REDD+ ✓ Evidence that REDD+ is mainstreamed in district development planning ✓ Evidence of PLUM budget line in district budget ✓ Evidence that regulations have been translated and interpreted for local relevance ✓ Institutional incentives for scaling out PFM in place ✓ Evidence of joint reporting of collaborative initiatives in partnerships 	
Priority Engagement Groups	District Head of Departments (related disciplines) and selected district councillors	
Related on-going capacity initiatives	<ul style="list-style-type: none"> • PFM programme • REDD+ pilot projects 	
Specific Interventions suggested for this package		Category
Strategic Spatial District Planning (Land use) coaching program	In order to prioritise effectively districts will require support in the form of coaching to produce a district level strategic land use and management plan. This would require GIS capacity and coaching on strategic decisions and parameters. It is unlikely this would be achieved through a generic training program and no follow up. This needs to be tailor made with practical hands on GIS practice and real data pertaining to that specific district so that plan is created as part of the coaching process. The aim would be to plan interventions to address "hot spot" issues including PFM, LUP etc. including the human resourcing ad outsourcing. It can build on the experience of the current pilot projects in selecting reference areas in relation to payment incentives etc. It is essential that leaders include district councillors. Lessons have already been documented on selection of areas for REDD+ and districts	Training/ Learning/ Long-term strategic



	need to be aware of such parameters before selecting strategic areas for REDD+ ³² . It can also involve team-to-team exchange visits with peer feedback mechanisms to ensure learning across sites and providing an incentive for action.	
Leadership and management training and mentoring	Very few district level heads of departments have a qualified management background particularly those in the natural resources sector. Functional planning and reporting skills are self-taught based on existing institutional incentives that are weak. A tailor made program to build management confidence at district level linked to performance incentives or a reward system could be piloted. This should be an initiative designed by a service provider experienced long-term practical mentoring of managers.	Learning/ Long-term strategic
Lobbying and advocacy and Land Use Learning Forum	This intervention would allow district-to-district communication on land use issues and conflicts. Currently no such forum exists and districts are challenged by many similar problems. Many of them very much relate to REDD+ as conflicts stall roll out of other interventions and drive deforestation in some cases. It is critical that leaders discuss REDD+ in relation to land. In order to facilitate evidence based discussion advocacy workshops can be used to introduce specific tools such as participatory video to raise the issues further in the learning forum. This would also involve the synthesis of conflict cases relation to REDD+ and forest management as a specific theme.	Learning/ Dialogue Mechanism/ Long-term strategic
Conflict management and power relations training	Few district leaders have been exposed to basic concepts of conflict management. One of the largest gaps identified in consultation related to positioning the district in relation to powerful players. A short training to contextualise REDD+ in relation to natural resource conflicts and power relations could be made available to interested districts. It would need to be related to other capacity building initiatives such as the Tot or FTI initiative so that any materials are then mainstreamed.	Training/ Quick-Win

³² TFCG Policy Brief Why Individual Payments are the best option for REDD+ 2012



9.5.3 Package 10: Improving Carbon and Land Use Data Management for Independent Verification

Relevance of package to overall goal	As at the central level one of the primary gaps in capacity is to generate and manage accurate data for reporting from the field level. In addition there is no experience at all in managing data to standards as current reporting mechanisms do not have quality standards and as such there are no consequences for not providing data. This is likely to be a particularly vulnerable area in relation to data collection and management for REDD+ if the district level is to be engaged in any kind of data management or field verification. Computer hardware management is very weak and computer literacy is low but of course variable across districts. Any capacity interventions at district level need to be linked to national level progress on systems and protocols. However, it needs to be recognised that capacity building will need to advance simultaneously with national level otherwise there will be a time lag between national and district readiness. As already identified at national level accountability of dataflow from the districts to the national level is currently very weak this will need to be incentivised through an appropriate institutional arrangement such as the criteria and guidelines for release of TFS revenue to districts. Such an arrangement to build awareness of the need for more accountability could be initiated with basic forest management data that is required now.	
Contribution to specific outcomes (1,2,3,4,5)	3,4	
Priority	High	
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to deliver reliable information and data at request of independent verifiers (to protocol and standards) (F/A) (1) • Clear reporting protocols established in agreement with national level; District officers complying to obligations of carbon reporting • Capacity to institutionalize Land Use Planning Records (Maps, Approved By Laws, Plan Copies) (F/T/I) (2) • Capacity to collect, analyse and collate carbon data against protocols for national level (T/K; F/A) (1) • Capacity to influence through feedback national and district system linkages for carbon data management (F/I) (1) 	
Key indicators of capacity developed^{ix}	<ul style="list-style-type: none"> ✓ Existence of critical mass of expertise with relevant skills in carbon data collection and ICT ✓ Evidence of institutional incentives for effective management of LUP records ✓ Evidence of functional clear systems and protocols for keeping LUP records 	
Priority Engagement Groups	District NLRO Team and other relevant ICT/planning officers	
Related on-going capacity initiatives	<ul style="list-style-type: none"> • Pilot projects data collection processes in collaboration with district team • SUA/Helsinki experience in collecting data with district teams on carbon monitoring • NAFORBEDA application and training at district level • Local government training for MIS (PLANREP) 	
Specific Interventions suggested for this package		Category



<p>Documentation of lessons learned on carbon data protocol and management</p>	<p>Pilot projects have experience in data protocol and management. Although they have not necessarily directly involved the district it will be possible to generate some lessons from experience so far. This could be collated and generated as initial guidelines.</p>	<p>Learning/ Quick-Win</p>
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9.5.4 Package 11: Land Use Planning Programme

<p>Relevance of package to overall goal</p>	<p>Currently there is no National Land-Use Planning Program. NLUPC was identified as a very important institution in relation to REDD+ but currently with minimal influence (Section 8). Support for land use planning among development partners and private sector is interest based and to some extent ad hoc. The PLUM guidelines have been tested and revised but there is still very little focus on sustainable forestry and the guidelines do not yet accurately represent the forest policy particularly the PFM components and discourages communities to put larger areas of existing forest under a PFM arrangement. Concepts of REDD+ are not yet streamlined in these guidelines yet these guidelines are now being practically been implemented in different districts in Tanzania. REDD+ is extremely linked to land use planning and management especially with regards to the relationship between agriculture and forestry. Land use bylaws provide a local mechanism to address drivers of deforestation at the lowest level authority where power relations allow. Roll out of land use plans is slow and it has not been prioritised as a government priority. If REDD+ is to be successfully implemented in Tanzania it needs to be linked to participatory land use planning and any learning about achieving REDD+ objectives needs to go hand in hand with learning around land use planning. This is currently not the case and land use planning is only a priority in districts with existing conflicts or interests from the private sector for out growers or a similar scheme. This package is closely linked to building leadership capacity in NRM (10.5.3) but is deliberately separated to emphasise its importance and recognition at the national level. It is positioned in relation to district level capacity as this is the implementation level but of course needs to be focused at village level. Rolling out land use plans at village level needs to be strategically designed at district level in relation to a strategic NRM plan (10.5.2)</p>
<p>Contribution to specific outcomes (1,2,3,4,5)</p>	<p>1,3,4</p>
<p>Priority</p>	<p>High</p>



Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to identify and prioritise areas suitable for REDD+ within the district (F/T/K) (3) • Capacity to facilitate divergent interests and manage conflicts in LUM (F) • Capacity to mobilise financial resources for PLUM (F/L) (3) • Capacity to deliver technical expertise and accurate up to date information in PLUM process (T/K) (3) • Capacity to plan and scale out PFM (legal agreement level) as basis for REDD+ (F/I) (3) • Capacity to develop, adjust and formally update land use plans (K/T) (3)(village level) • Capacity to transparently approve land use plans (I/F) (3) (village level) • Capacity to enforce rights, land use and forest bylaws (I/F) (1) (village level) 	
Key indicators of capacity developed^x	<ul style="list-style-type: none"> ✓ Incidence of land use conflicts at district level ✓ Evidence of institutional incentives for effective management of LUP records ✓ Evidence of functional clear systems and protocols for keeping LUP records ✓ Evidence of PLUM budget line in district budget ✓ Accurate up to date, spatial technical data available and managed 	
Priority Engagement Groups	District NLRO team and district councillors	
Related on-going capacity initiatives	- Specific field based projects (WWF, LIMAS, TFCG)	
Specific Interventions suggested for this package		Category
Documentation of lessons and lobbying for revision of PLUM guidelines	There is already enough field experience from PFM and REDD+ projects to provide lessons and concrete recommendations for a new version of the National Land Use Planning Guidelines. This would be an intervention at national level but with required district experience and involvement.	Learning/ Quick-Win
National level scale up of digital data packages for land use planning/Support for village level land use planning	The availability of quality digitised data assists to accelerate the process of LUP and enables the district to focus on the participatory process and analysis with villagers. If high-resolution satellite data and any other available data could be made available at district level this would support improved and informed decision-making by the technical professionals.	Learning/ Accountability mechanism/ Long-term strategic
LUP training and coaching	A long –term training and coaching plan for support to priority villages in districts needs to be in place. This should involve the development of a specific number of plans for each district and be linked to national targets. Lobbying for such a program requires a commitment from high level decision makers at national level (see 9.4.1)	Institutional incentive/ Learning/ Long-term strategic



9.6 Interventions, Priorities and Indicators - Village Level

9.6.1 Package 12: Basic REDD+ Awareness

Relevance of package to overall goal	Awareness and knowledge of REDD+ at village level is only present if there is a project or REDD+ research in the area. This is far from a surprise, as village awareness will depend on interaction with field staff or mass media campaigns. As with district authorities it is critical for villagers that REDD+ is not articulated as a "new project" but linked with existing initiatives on sustainable land use and drivers of deforestation in their areas. It is strongly suggested that any village level awareness building and training is clearly linked to strategic selection of areas by the district (10.5.2) and a follow up action plan. Initiating REDD+ at village level without follow up could have unintended impacts and drive deforestation further when expectations are not fulfilled. Awareness on REDD+ needs to be linked to awareness on rights based natural resource governance in general. This relates to the primary capacity gap identified at the village level in relation to enforcing rights in relation to other villagers but also outsiders. Any extension materials to raise awareness at village level need to cover rights in relation to forest management and benefits, land and good governance of natural resources. It must also make local people not only aware of the benefits or REDD+ but also the risks and their rights to refuse as well as agree to a REDD+ program in their area.
Contribution to specific outcomes (1,2,3,4,5)	4,5
Priority	High
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to inform to household and individual level about REDD+ risks and benefits (PE/T) (2) • Capacity to comply with land and forest bylaws (PE/T) (1) • Capacity to reach out and seek information on rights and new ideas (PE/F)*
Key indicators of capacity developed^{xi}	<ul style="list-style-type: none"> ✓ Evidence that land use enforcement decisions at local level are respected and follow rule of law ✓ Evidence that community members are aware of rights and bylaws ✓ Evidence of basic technical knowledge on REDD+ among village executive ✓ Evidence of awareness of community members of REDD+ (men and women)
Priority Engagement Groups	Village Assemblies, Village game scouts (VGS)
Related on-going capacity initiatives	<ul style="list-style-type: none"> - REDD+ pilot projects - PFM program and other related initiatives - Village level training materials TFCG/Mjumita/RECOFTC - Mama Msitu communication campaign - Mjumita network events - National REDD+ communication and information strategy



Specific Interventions suggested for this package		Category
Targeted Extension Tools and Process for raising awareness at village level (including schools package)	See 10.5.1. This would need to be developed by national level with district level input and linked to training material coordination so that it can be introduced when implementing ToT. REDD+ needs to be demystified at village level and related in terms of sustainable land use management. Lessons can be learned from current REDD+ pilot projects on this and built into such extension materials. Investing in this area and equipping a wider group of district staff with such materials would complement the scaling out of the ToT recommended at the district level. There are already some village level training materials developed by TFCG and RECOFTC available. Such materials need to be made visual and in local language. Extension tools could include animations on REDD+ with a local language sound track. There are existing animations concepts of REDD+ that could be tested for use at village level. Visualisation will also be an effective tool for building awareness if carefully designed and messaged within the Tanzanian context. This package could also be simply adapted for use by teachers in local schools.	Learning/ Quick-Win
REDD+ community radio initiative	During consultations villagers scored themselves highly on the capacity to seek outside ideas. They tended to base this on their radio listening habits and interactions with other surrounding villages. Such capacity can be mobilised further to support REDD+ at the village level using local level community radio stations. This may already be an element of the communication strategy but needs to be intensified to highlight community to community learning on REDD+. A school learning program could also be linked to the REDD+ community radio program.	Learning/ Quick-Win
Village to village learning and Land Use Management Field Days	Especially in areas where there are nearby REDD+ sites village to village learning could be encouraged through field days. This can be arranged by district staff that already has strong capacity for coordinating agricultural field days. It will only be valuable when practical field examples of REDD+ and related initiatives are wide spread.	Learning/ Long-term strategic
Training to Village Game Scouts as paraprofessionals in forest law enforcement	In some villages that identify a need (demand driven) providing training to VGS to help communities enforce their rights will also contribute to REDD+ objectives. It is likely that this will not be a priority in all villages but where villages face challenges from outsiders training in forest law enforcement has proven to be effective. It is critical that this training is not coordinated by district government teams as otherwise it can be perceived that the VGS work for local government district level. This needs to be identified at incentivised at village government level. This intervention must be linked with PFM sites.	Training/ Long-term strategic



<p>Related on-going Internal data auditing system for REDD+ data</p>	<p>It is suggested that in the very early stages for setting REDD data protocol required from district levels standards are clearly set and implications for non-accountability linked to standards. This would provide a learning and accountability mechanism to identify patterns of non-compliance and internal learning to improve the quality of data management. This will be a critical element of developing an operational system and will assist in identifying parameters that are reliably collected from district level and those that are not.</p>	<p>Learning/ Accountability mechanism/ Long-term strategic</p>
<p>Design and testing of appropriate carbon and land use change data protocols (relevant to district level)</p>	<p>This is related to the similar intervention under the district level. It should be based on lessons learned from NAFORBEDA and experiences of NAFORMA and needs to practically relate to realistic capacities at district level.</p>	<p>Institutional incentive/ Learning/ Long-term strategic</p>
<p>Refresher technical training and coaching</p>	<p>Technical refresher trainings and provision of relevant hardware will need to be designed after the design of the system and protocol. This should be a long-term training, monitoring and coaching initiative and will not be possible through a one off training. Managers will need to have skills to supervise the standards of data and technical officers skills to collect, input and manage data. All data collection will need to be linked to the formal agreement on data collection as part of the TFS revenue agreement.</p>	<p>Training/ Learning/ Long-term strategic</p>



9.6.2 Package 13: Participatory Carbon Monitoring and Data Management

Relevance of package to overall goal	It is likely that participatory monitoring and verification processes for carbon protocol will be required at village level. It is also assumed that such measurements will improve understanding of communities on the basis of payments and the implications of reducing pressures and drivers on the forest. Most importantly as rights holders to the village lands and forests it is the role of the community and village government to also collect and manage data for the REDD+ initiative. This is already in progress in most of the pilot project sites and is highlighted as an important component of MRV in the National REDD+ Strategy. Many villages that had PFM sites did not perceive this to their largest capacity gap. This is possible as they have experience in implementing participatory forest resource assessment. However, it was apparent that even in such cases storage of data was weak. Many villages have poor facilities for keeping data. In some areas this is improved with the establishment of a village lands registration office that is required if the village would like to issue CCRO certificates after the completion of the village land boundaries and a land use plan. There is also a possibility of exploring establishment of improved information systems at Ward level where facilities may be better.
Contribution to specific outcomes (1,2,3,4,5)	3,4,5
Priority	Medium
Specific capacities addressed	<ul style="list-style-type: none"> • Capacity to collect and record data for carbon reference levels according to standards/protocol (K/T) (3) • Capacity to develop and update forest management plans (K/T) (3)
Key indicators of capacity developed^{xii}	<ul style="list-style-type: none"> ✓ Availability of simplified and translated data procedures ✓ Existence of critical mass of skilled data collectors and recorders ✓ Establishment of simple appropriate information management systems at village government offices ✓ Available updated forest management plans; evidence ✓ Evidence of knowledge and skills of community members (VNRC) in PFRA and management planning
Priority Engagement Groups	Village Assemblies, VEC, VNRC, Village game scouts (VGS)
Related on-going capacity initiatives	<ul style="list-style-type: none"> - REDD+ pilot projects/SUA and University of Helsinki - PFM program and other related initiatives



Specific Interventions suggested for this package		Category
<p>Establish village level data standards and audit at village level</p>	<p>This intervention relates to national and district level carbon data protocol discussed earlier. In particular if data standards and internal audits such as a learning and feedback mechanism will be put in place for district level then this needs to be linked to similar processes with village government level. This should automatically involve the simplification of protocol in the form of guidelines. Ideally such guidelines will be able to be followed by the villagers themselves as complicated protocol will be a clear bottleneck as district extension staff will struggle to reach all villages. This lesson is also based on real experience from PFM. Any protocol developed should as far as possible link with existing capacity on data collection for PFM and forest management plans so that those communities managing their forests for PFM who are also required to update their plans also combine with data collection for carbon and land management. The same applies for data collected for land management and change under the PLUM process.</p>	<p>Learning/ Accountability Mechanism/ Long-term strategic</p>
<p>Community data collection training and selection and coaching of data monitors</p>	<p>After establishment and simplification of carbon data protocol required at village level technical trainings will be required. It is anticipated that these would be provided either by community level data facilitators or district level field staff. Selection of data monitors from village level would be important to ensure responsibility for data quality and management. Payments for REDD+ may also need to be linked to provision of data as an incentive. Any community data collection training should also be as closely linked to trainings for PFM PFRA as possible. Teaching communities different inventory and data collection processes for carbon and PFM is likely to be confusing and unnecessary. Data collected should be packaged not only for REDD+ but also for other sustainable land management village level records that can be collated at Ward and District level.</p>	<p>Training/ Accountability mechanism/ institutional incentive/ Long-term strategic</p>



9.6.3 Package 14: Village Leadership and Governance Initiative

<p>Relevance of package to overall goal</p>	<p>One of the major capacity gaps identified at village level was the capacity to institutionalise element of good governance. This relates to trust of village government in terms of transparency and accountability of all levels. As REDD+ is a financial payment incentive to reduce deforestation and degradation or reward enhancement of carbon stocks it is essential that at village levels where payments will be paid village government is trusted and accountable to its constituents. It is apparent from consultation and experience of pilot projects visited that currently it is rare for villagers to trust their village government on issues of financial management. It is also evident that few village governments follow regulations and conduct regular village assemblies and in some districts village councillors are not regularly elected or all positions filled. Of course the design of the payment scheme and decisions relating to payments can also act as an incentive to improve governance itself as seen with TFCG pilot experiences so far. Building capacity in good governance at local level will be pivotal to making REDD+ work and enabling community members to demand their rights to transparency and accountability from their elected representatives is part of the process. Governance and leadership are linked at village level. Vision in relation to natural resources among village leaders was variable across districts according to exposure. Where leadership is stronger village level strategies for sustainable land management are better and more frequently articulated. As with the district leadership package described earlier this initiative is deliberately not titled as REDD+ specific. This package relates to many technical and functional land management capacities at village level and needs to be considered in an integrated way with other natural resource and land use management programs.</p>
<p>Contribution to specific outcomes (1,2,3,4,5)</p>	<p>4,5</p>
<p>Priority</p>	<p>High</p>
<p>Specific capacities addressed</p>	<ul style="list-style-type: none"> • Capacity to create a shared vision for sustainable land use management (L/F) (3) • Capacity to institutionalise elements of good governance including gender equity (I/F) (1) • Capacity to demand services on LUP/PFM from district government (A/F) (3) • Capacity to transparently approve land use plans (I/F) (3) • Capacity to make transparent, democratic decisions about distributions and use of REDD+ payments (A/F) (1) • Capacity to track, record and report use and/or distribution of REDD+ payments (K/T) (2) • Capacity to develop, adjust and formally update land use plans (K/T) (3) • Capacity to take a position as a village and negotiate with strategic players (1) • Capacity to reach out and seek information on rights and new ideas (PE/F)*
<p>Key indicators of capacity developed^{xiii}</p>	<ul style="list-style-type: none"> ✓ Evidence of regular and democratic elections (VNRC) ✓ Evidence of village assembly meetings with a REDD+ agenda ✓ Public minutes of key decisions available from village assembly ✓ Evidence of transparent reporting of village funds during village assemblies



	<ul style="list-style-type: none"> ✓ Village account records publicly accessible ✓ Evidence that community members are aware of utilisation and distribution of village funds 	
Priority Engagement Groups	Village councillors, VEC and VNRC	
Related on-going capacity initiatives	<ul style="list-style-type: none"> - Mjumita Network and Forest Governance Dashboard Monitoring - Haki Ardhi training programs in specific districts 	
Specific Interventions suggested for this package		
	Category	
Governance and leadership training/Villager ToT	<p>In villages where REDD+ is to be rolled out strategically a tailor made training and coaching program on NRM leadership and governance that integrates REDD+ into the bigger picture can leverage a stronger vision at village level. This can be combined with participatory governance monitoring similar to which is facilitated by Mjumita and linked with profiling strong village leaders for sustainable NRM. Stronger leaders could be recruited within a ToT system and used for training other villages to facilitate inter-village learning. This strategy is worth testing to explore alternative mechanisms for community-to- community training as opposed to depending completely on district level officers who may have constraints in reaching a wider area.</p>	<p>Training/ Long-term strategic</p>
Basic Financial Management Training	<p>In villages where payments will start to flow first there will be a critical need to improve financial management and reporting capacity. Although some villages have existing capacity in receiving block grants from districts levels of accountability and transparent reporting are low. Basic financial training and follow up on standards of financial reports are likely to be required to improve the situation.</p>	<p>Training/ Accountability mechanism/ Long-term strategic</p>
Village Level awards for Outstanding Land Use Management and REDD+ reports	<p>An award scheme that profiles successful villages and their respective districts can be both an incentive and accountability mechanism. This can link the carbon data requirements; local level law enforcement and good governance through participatory monitoring. The focus of the awards should be at the village level but the profiling will need to be at national level.</p>	<p>Accountability mechanism/ institutional incentive/ Long-term strategic</p>



9.7 Timeframe and Sequencing

This capacity development response has been initially framed in a five year period commencing from 2012 -2017. A sequencing of interventions is suggested in Figure 7. It is critical to consider the logic of what interventions can be initiated immediately and particularly in relation to levels of government and protocol what activities logically follow on from each other. For example much of the village level capacity building is seen as a long-term strategic intervention as it will need to follow strategic planning and leadership development at the district level. Timings and sequencing of packages were briefly discussed during consultation at the final stakeholder workshop and are presented in this report for further stakeholder discussion.

It is evident that many training activities for hard capacity needs will follow on from the development and testing of specific protocols. Currently the development of key protocols is coordinated by the NRTF with support from TWG. It is unclear how functional and efficient this strategy is in terms of catalysing capacity development of government institutions at lower levels as there appears to some bottlenecks and time constraints involved with the voluntary membership of this process. Pilot projects are effectively illustrating that field learning is possible even in the absence of a framework at national level and are now in a position to share and generate lessons that can feed into such protocols. For this reason knowledge management and effective learning from pilot sites is emphasised within this plan.

Such issues need to be considered during sequencing and prioritisation as suggested in the following Figure 7. Often a knowledge synthesis or generation process proceeds a capacity building activity at the district level and for maximum efficiency and use of resources this is encouraged so that training activities reflect as accurately as possible the protocol or lessons already learned in the field.



Package Description	Specific Interventions	2012/13				2013/14				2014/15				2015/16				2016/17				Priority	
		1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4	1	2	3	4		
Forest Academy																							
Package 1; Engaging High Level Decision Makers	Strategic engagement and policy briefing with MoF PS REDD Forum																						
Package 2; Preparing for independent verification	Independent Forest Monitoring Establishment and management of REDD+ MIS system Technical Tailor Made Trainings on REDD+ MIS protocol Guidelines and criteria for district fund release (data clause)																						
Package 3; Improving carbon and land use data quality	Lessons learning documentation of carbon data management Development of protocol for establishing carbon reference levels Technical training/coaching on remote sensing relating to protocol																						
Package 4; Improving consultation and stakeholder voice mechanisms	Formulation of Best Practice Consultation Protocol Tailor made training and coaching on consultation and facilitation Community of practice on consultation and facilitation for multi-stakeholder processes GoT Hosted Retreat for REDD+ Development Partners																						
Package 5; Power relations, negotiation and dialogue	Tailor made negotiation skills training and coaching (link with Doha COP) High level training on power relations																						
Package 5; Partnership Learning Initiative; National and District	Guidelines on partnership opportunities for REDD+ and learning how to collaborate MDA to MDA; District to District Knowledge exchange on partnership and collaboration REDD+ partnership award scheme District to District COP on Partnership (including prospective partners or service providers)																						
Package 7; Social Safeguards Learning and Improved Public Engagement	Communication Impact Assessment Training and Coaching Targeted Information Guides on Social Safe guards Development of training modules and materials on social safeguards Regular multi stakeholder learning forum on social safeguards																						
Package 8; Basic REDD Awareness and Knowledge Generation Program	Scaled out Training of Trainers (Multi-discipline district teams) Practitioner case study writing workshops District to District Learning exchange visits Basic extension materials package; design and dissemination via training																						
Package 9; NRM and Land Use District Leadership Program (team based)	Strategic spatial district NRM planning coaching programme Leadership, Planning and Time Management Training and coaching Lobbying and Advocacy for Land Use Learning Forum Conflict management and power relations training																						
Package 10; Improving carbon and land use data management for independent verification	Synthesis and documentation of lessons learned on carbon data protocol and management Develop and implement auditing system for data quality at district level Share and test carbon data protocol and MIS at district level refine system Refresher technical training and coaching (as determined by protocol requirements)																						
Package 11; Land Use Planning Program (also village level)	Revision of PLUM guidelines for inclusion of REDD+ and lessons from pilots Digital/spatial data ready packages for LUP including support village level PLUM PLUM technical training for district teams																						
Package 12; Basic REDD+ Awareness	Targeted extension tools for village awareness raising REDD+ community radio initiative Village to village learning and field days VGS training on forest and law enforcement																						
Package 13; Participatory Carbon Monitoring and Data Management	Establishment of standard village level protocol for carbon data collection and management Community data collection training and selection and coaching of data monitors Governance and NRM leadership Villager ToT																						
Package 14; Village Leadership and Governance Initiative	Basic Financial Management training Village level awares for Outstanding Land Use Managemnt and REDD+ data reports																						

	Central level government intervention
	District level government intervention
	Village level government intervention
	Quick win (immediate and or max two years investment)
	Strategic long term investment (strategic preparation and > two years investment)

Figure 7. Summary of interventions and timeline



9.8 Estimated Costs of Capacity development

The estimated costs for each intervention have been prepared based on current best knowledge of costs and scale. Assumptions have been made in relation to the proposed timescale and reaching at least 40 priority districts in Tanzania. It is envisaged that some of these costs are already covered by initiatives in the pipeline such as that for RECOFTC/FTI.

Package Description	Specific Interventions	TOTAL Indicative Costs (USD)
Package 1; Engaging High Level Decision Makers	Forest Academy	650,000.00
	Strategic engagement and policy briefing with MoF	
	PS REDD Forum	
Package 2; Preparing for independent verification	Independent Forest Monitoring	2,760,000.00
	Establishment and management of REDD+ MIS system	
	Technical Tailor Made Trainings on REDD+ MIS protocol	
	Guidelines and criteria for district fund release (data clause)	
Package 3; Improving carbon and land use data quality	Lessons learning documentation of carbon data management	390,000.00
	Development of protocol for establishing carbon reference levels	
	Technical training/coaching on remote sensing relating to protocol	
Package 4; Improving consultation and stakeholder voice mechanisms	Formulation of Best Practice Consultation Protocol	240,000.00
	Tailor made training and coaching on consultation and facilitation	
	Community of practice on consultation and facilitation for multi-stakeholder processes	
Package 5; Power relations, negotiation and dialogue	GoT Hosted Retreat for REDD+ Development Partners	280,000.00
	Tailor made negotiation skills training and coaching (link with Doha COP)	
	High level training on power relations	
Package 6; Partnership Learning Initiative; National and District	Guidelines on partnership opportunities for REDD+ and learning how to collaborate	550,000.00
	MDA to MDA; District to District Knowledge exchange on partnership and collaboration	
	REDD+ partnership award scheme	
	District to District COP on Partnership (including prospective partners or service providers)	
Package 7; Social Safeguards Learning and Improved Public Engagement	Communication Impact Assessment Training and Coaching	580,000.00
	Targeted Information Guides on Social Safe guards	
	Development of training modules and materials on social safeguards	
	Regular multi stakeholder learning forum on social safeguards	



Package Description	Specific Interventions	TOTAL Indicative Costs (USD)
Package 8; Basic REDD Awareness and Knowledge Generation Program	Scaled out Training of Trainers (Multi-discipline district teams)	2,350,000.00
	Practitioner case study writing workshops	
	District to District Learning exchange visits	
	Basic extension materials package; design and dissemination via training	
Package 9; NRM and Land Use District Leadership Programme (team based)	Strategic spatial district NRM planning coaching programme	7,280,000.00
	Leadership, Planning and Time Management Training and coaching	
	Lobbying and Advocacy for Land Use Learning Forum	
	Conflict management and power relations training	
Package 10; Improving carbon and land use data management for independent verification	Synthesis and documentation of lessons learned on carbon data protocol and management	1,215,000.00
	Develop and implement auditing system for data quality at district level	
	Share and test carbon data protocol and MIS at district level refine system	
	Refresher technical training and coaching (as determined by protocol requirements)	
Package 11; Land Use Planning Programme (also village level)	Revision of PLUM guidelines for inclusion of REDD+ and lessons from pilots	4,770,000.00
	Digital/spatial data ready packages for LUP including support village level PLUM	
	PLUM technical training for district teams	
Package 12; Basic REDD+ Awareness	Targeted extension tools for village awareness raising	2,900,000.00
	REDD+ community radio initiative	
	Village to village learning and field days	
	VGS training on forest and law enforcement	
Package 13; Participatory Carbon Monitoring and Data Management	Establishment of standard village level protocol for carbon data collection and management	4,500,000.00
	Community data collection training and selection and coaching of data monitors	
Package 14; Village Leadership and Governance Initiative	Governance and NRM leadership Villager ToT	3,000,000.00
	Basic Financial Management training	
	Village level awards for Outstanding Land Use Management and REDD+ data reports	
Grand Total Costs of Interventions		31,465,000.00



10. Key Recommendations for Enabling the Capacity development

10.1 Quick Wins versus Long-term Strategic Investment

Capacity development is a long-term investment especially within government institutions. Although the plan identifies and differentiates both quick win and long term interventions it is some of the higher level long-term investments that are likely to create sustainable change in sustainable land management and contribute to the achievement of the REDD+ objectives. This also relates to framing capacity development initiatives as going beyond REDD+. In other words framing REDD+ as a third party verified payment incentive mechanism that rewards much wider sustainable natural resource management best practice that already sits within the existing policy frameworks of Tanzania. REDD+ can provide the leverage and resources to roll out existing programs and interventions that will contribute to addressing drivers of deforestation at the village level. Therefore efforts need to be made to resource not just the quick win initiatives but also securing collaborative funds and government commitment and budgets for rolling out the long-term strategic investments.

Recommendation: There needs to be a balance between investment in Quick Win and Long-Term strategic investment in capacity development.

10.2 Coordination versus Implementation

An analysis of the current institutional arrangements for coordinating and implementing REDD+ in Tanzania reveals a tension and blurring between coordination and implementation. Practically it is clear that REDD+ will be implemented at the village level through the district. A nested approach for MRV has been suggested in several key documents including the National REDD+ strategy and the Tanzania R-PP. National level engagement for REDD+ relates to policy and protocol development, national data and knowledge management not direct implementation. Any new investment in capacity building needs to prioritise building capacity at the district level in readiness for implementation.



Clarifying and monitoring the difference between coordination and implementation at the national level becomes critical when considering sequencing of capacity building interventions. Tailor made trainings and on the job learning or coaching is likely to be more effective than generic training courses not necessarily designed to reflect the current institutional environment of the trainees. Such trainings at district or village level cannot be well designed until protocol are developed and tested at national level for example for social safeguards or setting carbon reference levels for MRV and alike. Technical Working Groups that report to the REDD+ Task Force are working on a number of issues that require further development at the national level on a voluntary basis. Mechanisms to accelerate development of key frameworks to be discussed by working groups to accelerate the speed of key protocol will also leverage the opportunities for building capacity quicker at district and village levels.

Recommendation: There needs to be efforts to accelerate development of protocol at national level whereby the role of coordination by the REDD+ taskforce and the technical working groups does not become implementation so new mechanisms need to be identified. Capacity development of government institutions for REDD+ needs focus and emphasis at the district and village level but will be assisted with greater clarity over protocol.

10.3 Ensuring Quality of Interventions by Using Professional Capacity Building, Institutional and Training Practitioners

It is important to recognise that capacity building including training and communication is a profession. Design and delivery of training and knowledge sharing needs to be based on real experience and the closer the practitioner has been to working in a similar institutional environment the better. For the proposed interventions to be effective it is necessary to consider a professional service provider as even basic awareness meetings and workshops require specialist skills in participatory facilitation and knowledge exchange. It may also be worthwhile to consider seeking practitioners and capacity building professionals from other countries at a similar level of development to Tanzania who have already learned lessons for example in establishing an MIS system and who operate in a similar institutional environment. The proposed interventions in this plan assumes the principal that professional service providers will be engaged to support such interventions not that the government institutions will carry out their own capacity building processes except where a deliberate mechanism for this is specified.

Recommendation: In order to enhance maximum effectiveness and ensure quality of capacity development interventions professional training and communication providers should be contracted. Criteria for selection should include practical field and training experience.



10.4 Linking Practice to New Protocol and Training Materials

In order for the capacity response to be effective the importance of documenting and managing knowledge emerging from practice and field experience cannot be emphasised enough. Currently it seems that individual projects are documenting their experiences but there is not yet a connection between field learning and setting up national protocols and development of training materials. It remains unclear to the CNA team whether there is a strategy and mechanism for knowledge management including training material development in place to date. It is clear that currently there is no real coordination of training initiatives and training material development. As there is already an initiative to support FTI as a national training institute to provide training services for REDD+ it is suggested that all partners involved in REDD+ training especially at lower levels (regional, district, village) are engaged to discuss a cohesive strategy, streamline materials and ensure there is no duplication. It may have been originally envisaged that this is a function of the current temporary structure of the REDD+ secretariat but currently such coordination is not apparent and long-term thinking is required to move capacity for knowledge management on REDD+ beyond the existing temporary secretariat. An institutional arrangement for this should be discussed urgently by the REDD+ taskforce who is currently responsible for ensuring all REDD+ activities are coordinated within Tanzania including training.

Recommendation; There is an urgent need to put in place a clear strategy and institutional arrangement for functional knowledge management. This should include the sharing and streamlining of cohesive training materials and activities. This should be housed institutionally at an appropriate level for vocational training not necessarily an academic institute.

Annex A – Capacity Assessment Framework

Capacity ³³	Indicators	Desired Level	Current Level	Evidence (Narrative)
Central Level				
Core Issue: Institutional Arrangements				
Capacity to formulate policies and strategies for REDD+ (F)	Timely existence of relevant policies; policies internalized and implemented by all core sectors; conflicts in policies across sectors impacting on drivers of deforestation removed	5		
Capacity to establish and adjust as necessary a national position for negotiation purposes (F)	Evidence of stakeholder consensus in negotiation positions; Official negotiators knowledgeable on national position	3		
Capacity to demonstrate and verify carbon reference level (meet international standards) (T/F)	Evidence of clear and verified carbon reference level; Evidence that verification processes meet international standards	4		
Capacity to coordinate and develop mechanism to access relevant and accurate data from different sectors (F)	Compatible accurate data is shared and accessible across sectors; Systems and protocol for cross sector data collection are functional	4		
Capacity to engage in functional partnerships for improved knowledge generation on REDD+ (F)	Number of partnerships between government sectors and other players; Evidence of lessons on best practice available and integrated into REDD+ processes	5		

³³ For the purposes of analysis each capacity has been differentiated. F= Functional capacity T= Technical capacity

Capacity ³³	Indicators	Desired Level	Current Level	Evidence (Narrative)
Capacity to clarify and institutionalize carbon rights in relation to tenure (T/F)	Evidence of clear rights defined in guidelines (benefit sharing in all tenurial settings); Evidence of legal expertise engagement in clarification process	5		
Capacity to establish clear and practical protocols for social safeguards (T)	Clear and practical social safeguard protocols in place and being used; Social safeguard protocols are internationally acceptable	5		
Capacity to establish and manage a national carbon fund (F)	National Carbon Trust Fund in place and functional	3		
Core Issue: Accountability				
Capacity to identify clear roles, and responsibilities within the REDD + strategy action plan and determine mechanisms for mutual accountability (F)	Evidence of minimum conflict of interest between sectors and other stakeholder; evidence of clear and agreed mutual understanding of roles and responsibilities	4		
Capacity to provide evidence in an independent verification process (F)	Ability to mobilise and explain sources of data for independent verification; knowledge management system functional	4		
Capacity to account and track payments from Carbon Trust Fund (F)	Reports from Carbon Trust Fund available and accessible on public boards and media for all REDD+ stakeholders	4		
Core Issue: Leadership				
Capacity to create and guide a shared vision for REDD+ at national/and or institutional level (F)	Leaders and members of core institutions and key players can articulate clear vision and road map for REDD+; Evidence of clear vision for REDD+ frequently articulated at all levels	5		

Capacity ³³	Indicators	Desired Level	Current Level	Evidence (Narrative)
Capacity to filter and streamline different initiatives into shared vision and goals at national level (F)	Leaders can articulate relationships between different development initiatives in relation to REDD+; Evidence that REDD+ is mainstreamed in national sectoral planning	5		
Capacity to negotiate at international level based on a national position (T)	Evidence of critical mass of negotiators with relevant skills and integrity; Negotiators selected based on skill competence and knowledge of national position on REDD+	3		
Core Issue: Dialogue Mechanisms				
Capacity to express an institutional position and voice with strategic or powerful stakeholders (F)	Evidence that a consistent institutional position on REDD+ can be articulated and justified; functional mechanism for exchanging dialogue exists	5		
Capacity to receive feedback from other key players and adjust relevant systems or procedures for REDD+ (F)	Evidence of wide stakeholder consultation; Feedback from other players integrated into systems and procedures in a timely way	4		
Core Issue: Knowledge				
Capacity to maintain a carbon reference level system to international standards (T)	Evidence of technical skills and systems for maintaining carbon reference level (MRV); ICT; critical mass of expertise	4		
Capacity to monitor land use change to the sub-hectare level for the whole of Tanzania (T)	Evidence of technical skills and systems for monitoring land use change (Spatial data management; land use change expertise)	4		
Capacity to spatially map and analyse forest tenure in relation to carbon reference level (T)	Evidence of technical skills and systems for mapping and GIS; tenurial expertise	4		
Capacity to formulate protocols for carbon data collection and analysis across sectors (T)	Evidence of technical skills in setting protocols for forest carbon inventory, remote sensing	4		

Capacity ³³	Indicators	Desired Level	Current Level	Evidence (Narrative)
Capacity to establish and manage an information system for REDD+ (T)	Availability of ICT skills; accessibility to appropriate hardware and software for ICT systems	4		
Capacity to inform stakeholders on their rights and responsibilities with respect to social safeguards (T/F)	Evidence of knowledge on social safeguards among district executive; Evidence of awareness among stakeholders of rights and responsibilities on social safeguards	4		
Core Issue: Public engagement				
Capacity to set protocols, guide and implement public consultation processes on REDD+ policies and issues (F)	Protocols for public consultation established and accessible; Evidence that public consultation processes are implemented according to protocol	3		
Capacity to develop relevant gender sensitive communication products and processes on REDD+ (T)	Evidence of different gender sensitive communication products and channels; Evidence of critical mass of communication expertise	4		
Capacity to inform (timely) and facilitate connectivity between relevant stakeholder nodes about REDD+ related protocols and issues (F)	Evidence of functional information and knowledge networks based on added value with up to date information; Stakeholder openness to learn and listen to each other	4		



Annex B – TFS Planned Capacity Building Activities for 2012-2013

Target	Activity	Budget
OBJECTIVE B: Sustainable supply of quality forest products enhanced		
B02D: Three new forest plantations are established and managed in partnership with private sector and other stakeholders	B02D01: To prepare and disseminate 2,000 copies of guidelines for private sector and other stakeholders' involvement in the management of production forest reserves.	45,050,000
	B02D02: To prepare MoU and create awareness on private sector and other stakeholders' involvement in the management of selected production forest reserves.	13,350,000
OBJECTIVE C: Stable ecosystem and biological diversity maintained		
C01S: 1.8 million ha of protection forests assessed and managed by June 2013	C01S07: To facilitate 7 zonal TFS offices to disseminate information and carryout extension services.	547,550,000
C03C: Wood fuel Action Plan implemented by June 2013	C03C04: To facilitate 2 inter- ministerial dialogue meetings on use of alternative fuels by involving 15 staff for one day each.	7,040,000
OBJECTIVE D: Institutional capacity to deliver services strengthened		
D02C: TFS Human resource capacity developed by June 2013	D02C01: To carry out remuneration survey, job evaluation and develop scheme of service by engaging a consultant for six month.	96,500,000
	D02C02: To train 280 staff in various technical and professional long courses and 80 staff in short courses and support 3 forestry and beekeeping training institution	980,091,336
D05C01: To establish TFS self-assessment baseline and M&E system by engaging a consultant for two months	D05C01: To establish TFS self-assessment baseline and M&E system by engaging a consultant for two months.	18,630,000
	D05C02: To conduct a two days training workshop for 60 staff on use of M&E system.	29,260,000
	D05C03: To strengthen and maintain database on forest and bee resources management by facilitating 8 staff for 14 days annually.	64,140,000



Target	Activity	Budget
	D05C04: To assess the implementation and performance TFS by facilitating 8 staff for 14 days quarterly.	54,840,000
	D05C08: To facilitate participation of 40 TFS staff to regional and International fora for 7 days each, including subscription fees.	254,500,000
OBJECTIVE F: Good governance and gender balance enhanced		
F01S: Good governance and National Anticorruption Strategy Action Plan implemented by 2013	F01S01: To facilitate 2 days training workshop on Ethics and Anti-corruption to 120 staff and avail 150 civil service guideline and circular to TFS.	57,900,000
Total budget for planned Capacity Building type activities		2,168,851,336
Total TFS budget		26,629,857,192



Annex C – List of people met during consultation

s/n	Name	Position
Tanzania Forestry Services Agency of Ministry of Natural Resources		
1.	Juma Mgoo	CEO TFS
2.	Joseph Kigula	National PFM Component Leader
3.	Gerald Kamwenda	Catchments Officer
4.	Mohammed Borry	Forest Officer
5.	Hashim Gau	Beekeeping Officer, Monitoring and Information System
Ministry of Community Development, Gender and Children		
1.	Julitha Massanja	Principal Community Development Officer
Ministry of Agriculture, Food Security and Cooperatives		
1.	Eng. Fares Mahuha	Assistant Director, Division of Agriculture of Land Use Planning and Management
2.	Firmat Banzi	Division of Agricultural Land Use Planning
Royal Norwegian Embassy		
1.	Yassin Mkwizu	Programme Officer
2.	Mille Lund	Consultant
3.	Debbie Arnold	Secretariat DPG – Environment
Division of Environment, Vice President's Office		
1.	George Kafumu	REDD Task Force Member
Regalia Media		
1.	Secelela Balisdya	Managing Director
TFCG/CSO Representative REDD Task Force		
1	Charles Meshack	Executive Director
REDD+ Secretariat/IRA		
1	Pius Yanda	Coordinator
Kilombero District Council		
1.	Hon. Samson Ngwila	Councillor, Mofu Ward
2.	Fikiri Marembeka	District Executive Director, DED
3.	Phares Magai	District Environment Management Officer, (DEMO), Forest Officer
4.	Seplina Swai	Divisional Forest Assistant
5.	Mary Massawe	District Fisheries Officer
6.	Victoria Chilewa	Statistics Officer, Planning Department
7.	Juliana Njombo	Agriculture Officer
Mngeta Village, Kilombero District Council		
1.	Modestus Nyangile	Village Executive Officer, (VEO)
2.	Alex Adam Mhati	Village Game Scout, (VGS)



3.	James Ondole	Secretary, Village Environment Committee
Kilosa District Council		
1.	Alinanusuwe Mwalufunda	Acting District Executive Director, District Planning Officer
2.	Deonis Mboya	Agriculture Officer
3.	Adrian Kilangilo	Livestock Officer
4.	Edward Mkumbo	Forest Officer
5.	Othmar Haule	Forest Officer
6.	Sebastian Malisa	District Forest Officer
7.	Abihood Mwashia	Community Development Officer
8.	Hon. Ngaila Kayanda	Councillor, Mabwrebwewe Ward
9.	Hon. Abood Athuman Bakari	Councillor, Kilangai Ward
10.	Hon. Omari Cyhamwaka	Councillor, Ludewa Ward
TFCG Kilosa Field Staff		
1.	Eliakimu Enos	Field Coordinator (Forestry)
2.	Shadrack Nyugwa	Field Coordinator (Agriculture)
3.	Wilfred Pima	Field Coordinator (REDD)
Chabima Village, Kilosa District Council		
1.	Julius Magungu	Village Natural Resources Committee, (VNRC)
2.	Ignasi Mdoe	Chairman, VNRC
3.	Benedict Mwangula	Village Council (VC)
4.	Hassani Ally	Secretary, VNRC
5.	Ahamdi S. Ngwambi	VEO
6.	Honolina Joseph	VNRC
7.	Lusi Petro	VC
8.	Samuel Mlonga	Chairman, Village Council
TFCG/MJUMITA, Headquarters, Dar-es-Salaam		
1.	Bettie Luwuge	Project Manager REDD+
2.	Theron Brown	Technical Advisor, MJUMITA
Department of Forestry and Non-Renewable Resources (DFNRR), of Ministry of Agriculture, Revolutionary Government of Zanzibar		
	Isaka Idris Wakil	Focal Person, HIMA Project
1.	Miza Suleiman Hamis	Head of Community Forests
2.	Rahika Hamad Suleiman	Community Forest Officer, HIMA Project
3.	Zuleha Salum Abdalla	Forest Officer, HIMA Project
4.	Hadija Mohammed Hamis	Leakage Control Officer, HIMA Project
5.	Abdalla Juma	District Forest Officer, Central District
Division of Environment, First Vice President's Office, Revolutionary Government of Zanzibar		
1.	Hamza Riyal	Environment Education Officer
Shehia of Kitogani		
1.	Murtaza Mwinyamuri	Secretary, Jozani Environment Conservation Association (JECA)
2.	Rajabu Suleiman Hamisi	Delegate, FECA
3.	Hadija Rajabu Juma	Treasurer, JECA



4.	Awesu Shaban	Assistant Secretary, JECA
Shehia of Muyuni C		
1.	Ismail Suleiman Mbaruk	Secretary, Conservation Committee
2.	Hasan Amour Ali	Secretary, Shehia Committee
3.	Hadija Ramadhani	Assistant Secretary, Conservation Committee
Kilolo District		
1.	Mr. S. Ndunguru	District Executive Officer (DED)
2.	Michael Mwaisondola	Agricultural officer
3.	Julius Ng'anamuka	Environmental officer
4.	Hassan Mafimba	Planning officer
5.	James J. Mkuyu	Mapping
6.	Jackson Ngowi	Game officer
7.	Aigen Mwilafi	Forest officer
8.	Benson Mgeni	Forest officer
9.	Njovu Khamlo	Development officer
10.	Godfrey Mwita	Forest officer
11.	Mary J. Msigala	Councillor
12.	Jane L. Mdimbwa	Councillor
13.	Ausilio Mbilinyi	Councillor
14.	Rehema nyassi	Councillor
Ikokolto Village Kilolo District Council		
1.	L. Ngendelo	Village Chair
2.	K. Luhwago	Village executive Officer
3.	Tomas Kayage	Chair-Sub-village
4.	Felix Lyambafu	Secretary VNRC
5.	Erasto Kulalila	Chair-Sub-village
6.	Leticia Msavi	VNRC Member
7.	Eda Kitosi	VNRC Member
8.	Lidia Kasege	VNRC Member
9.	Andetye Chusi	Member -Village Council
10.	Johanes Mavanza	Member -Village Council
11.	Omari Kilyika	Member -Village Council
12.	Meshack Chaula	Member -Village Council
13.	Samwel Mgumba	Member -Village Council
14.	Lukas Msuvi	Member -Village Council
15.	Atilyo Sanga	Chair-Sub-village
16.	Tilinani Kamage	Chair-Sub-village
17.	Foyas Lyambafu	Chair-Sub-village
Kondoa District Council		
1.	Isdory John Mwalongo	District Executive Officer (DED)
2.	Mwenda Hamisi Abdalah	Chairman of the District Councillor



3.	Augustino Martin	District Forest officer
4.	Latipha Koshuma	Community Development Officer
5.	D.J. Musussi	Agricultural officer
6.	Mustapha Mbughu	Senior Community Development officer
7.	Munishi juvenali	Agricultural Officer
8.	Ayubu Vyosena Unduru	Land Officer
9.	Emmanuel Kasisi	Assistant Forest Officer
10.	Deo Sesaguli	PLFOI – Livestock officer
11.	Rumbe Bryceson	Land Surveyor
12.	Wasiwasi Baharia	REDD Community facilitator
Mnenia Village Kondoa District Council		
1.	Omari Haji Vudu	Chair Village Government
2.	Rosemary F. Lubuna	Ward Executive Officer
3.	Maulidi Bakari	Member Village Council
4.	Mohamed Mashine	Member Village Council
5.	Zuhura Kemo	Member Village Council
6.	Omari Mohamedi	Member Village Council
7.	Yusufu Furuji	Secretary VNRC
8.	Fatina Juma	Chair VNRC
9.	Bihamida Ramadhani	Member Patrol team
10.	Mashaka Shabani	Member Patrol team
11.	Maneno Gora	Secretary Sustainable Landuse Planning
12.	Jinja Shamroi	Member Village Council
Handeni District Council		
1.	Hassan Mwachibuzi	District executive officer
2.	Eliakimu Hashimu	Forest officer
3.	Yusufu Mpako	Assistant Forest Officer
4.	Zawadi Omari bendera	Councillor
5.	Albert Jilala	Councillor
6.	Hayaya Kijoli	Councillor
7.	Gilbert Paul Temu	District Natural Resources Officer
8.	Uhuru Mhondo	Assistant forest officer
9.	Anatory Masaka	Forest Officer- Catchment
10.	Zawadi Gwando	Community Development officer
11.	Yibarira Chiza	Agricultural officer
12.	Gloria Rwenyagila	AO- Livestock
Mazingara Village Handeni District Council		
1.	Mohamed Mussa	Chair- Village government
2.	Rose Kaniki	Community development
3.	Hawa Msekwa	Member VNRC
4.	Zainabu Musa	Member VNRC



5.	Zaituni Mhina	Ward Executive Officer
6.	Rashid Mganga	Member Village Council
7.	Raymond Mahiza	Member Village Council
8.	Bakari Mohamed	Member Village Council
9.	Zaina Mussa	Member Village Council
10.	Rashid Muhamed	Secretary VNRC
11.	Mohamed Mbelwa	Chair VNRC
12.	Daudi Mhina	Member VNRC
Liwale District Council		
1.	Kusaga Mukama	District Natural Resources Officer
2.	Nasoro Mzui	District Forest Officer
3.	James Kabuta	Forest Officer
4.	Hamid Lipweche	Planning Statistician
5.	Bernard Kivumba	Agricultural officer
6.	Salam Hemedi Fiteli	District Councillor
Ngunja Village, Liwale		
1.	Amin Mahomba	Member village council
2.	Hashinii Mbewe	Member village council
3.	Saidi Mtawayake	Member village council
4.	Myikadadi Nkabuta	VNRC
5.	Hemedi Mboko	VNRC
6.	Saidi Mahomba	VNRC
7.	Mohamed Kwale	VNRC



Annex D – List of Participants attending Final Stakeholder Workshop June 30, 2012³⁴

No	Name	Position	Organization
1	Msumari T.S. Msumari	District Forest Officer	Muheza District Council
2	Frederick Jacob	Kilosa District Catchment Forest Officer	Ministry of Natural Resources and Tourism (MNRT)
3	Nssoko Edwin	REDD Project Director	Jane Goodall Institute
4	Eliakimu Zahabu	Senior Lecturer	Sokoine University of Agriculture (SUA)
5	Daniel Wambura	Senior Community Development Officer	Ministry of Community Development, Gender and Children
6	Fares E. Mahuha	REDD Task Force member	Ministry of Agriculture, Food Security and Cooperatives
7	Bettie Luwuge	REDD Project Manager	Tanzania Forest Conservation Group
8	Rahima Njaidi	Executive Director	MJUMITA
9	Mohammed Borry	Forest Officer	Tanzania Forest Services Agency (TFS)
10	John Mtimbanjaya	Acting District Natural Resources Officer	Kilosa District Council
11	Fortunate Senya	Forest Officer	TFS
12	Abbas Juma Mdee	Forest Officer	Revolutionary Government of Zanzibar - Department of Forest and Non-Renewable Resources
13	Josiah Z. Katani	Lecturer	SUA
14	Gideon Zaliayo	District Forest Officer	Mafia District Council
15	Sosthenes Rwamugira	Conservator - Uluguru Nature Reserve	MNRT
16	Nurdin Chamuya	Principal Forest Officer	TFS
17	Gideon Sanago	Executive Director	ALAPA - ARS
18	Gerald Kamwenda	UREPS	TFS

³⁴ Please note the list of participants from the original stakeholder methodology report is not included in this report but can be found in the stakeholder methodology report.



Annex E – List of documents referred to

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