

# A practical handbook for setting up and managing a wildlife management area in Tanzania



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## About this toolkit

**“The starting point for a better world is the belief that it is possible.”**

**—Norman Cousins**

If you are reading this document, it's because you're interested – or involved – in setting up and managing a Wildlife Management Area (WMA).

The process of establishing a WMA is clearly laid out by the Government. This toolkit does not try to reproduce Government laws, policies, or regulations but to complement them. It aims to help communities follow the legal requirements with greater ease and understanding, to simplify some of the matters that are confusing communities, and to share lessons learnt, challenges overcome and good practices so that they can strengthen WMAs across Tanzania.

### **Who is it for?**

The text was written primarily for local communities and villagers, but may also be a useful reference tool for other WMA stakeholders such as district authorities, game officers, facilitators and investors.



*Vast areas important for wildlife like this one outside protected areas can be protected through Wildlife Management Areas.*

## **What's in it?**

The toolkit provides practical advice and guidance from the very first step. It guides you from your initial decision to become a WMA, through the legal requirements for set up, and goes on to consider how to successfully manage a WMA once it has been established. It also explores some of the fundamental concepts that underpin an effective WMA such as good communications, good capacity building and good governance.

## **How is it structured?**

The toolkit is organised into nine modules. Each follows a similar format, exploring key issues through a question and answer structure. Each module contains quotations, ideas, and case stories to illustrate the practical experiences, challenges and lessons learnt on the topic. Each module ends with a checklist to make sure nothing is forgotten before you move on to the next stage.

## **The nine modules are:**

- 1. Preparation & Community Sensitisation;
- 2. Setting up a CBO and becoming an Authorised Authority;
- 3. Land-use Planning and Zoning;
- 4. Becoming 'Gazetted' and obtaining User Rights;
- 5. Creating Conservation Based Ventures: Attracting, Choosing and Negotiating with Investors;
- 6. Sharing the Benefits of the WMA;
- 7. Managing your Human and Financial Resources;
- 8. Good Governance and Financial Principles
- 9. Monitoring and Evaluating.

In short, this toolkit:

- Will let you know what to expect during the process of setting up and running a WMA;
- Should be used in conjunction with government guidelines;
- Provides experience and advice from other communities, as well as WMA experts.

So let's begin!

# WMA Basics – Commonly Asked Questions

**“The survival of our wildlife is a matter of grave concern to all of us in Africa. These wild creatures amid the wild places they inhabit are not only important as a source of wonder and inspiration, but are an integral part of our natural resources and our future livelihood and well being. In accepting the trusteeship of our wildlife we solemnly declare that we will do everything in our power to make sure that our children’s grand-children will be able to enjoy this rich and precious inheritance.”**

**—Mwalimu, Julius Nyerere, 1961**

There are many misunderstandings about what a WMA is and is not. Before deciding whether to become part of one, you need to know the basic facts. This introductory module provides the answers to some of the most frequently asked questions.

## **What is a WMA?**

A WMA is a defined area stretching over village lands, and based outside of core protected areas (such as national parks, game and forest reserves). Areas suitable to become WMAs often have lots of wild animals or are important corridors through which animals migrate. Some have important natural resources such as rare or unusual species; or are close to existing tourist attractions, or to national parks or reserves.

## **Why do we need them?**

WMAs have two key purposes: (1) to protect Tanzania’s wildlife and ecology, and (2) to bring benefits to local communities.

There are many advantages to becoming a WMA, and many pressing reasons for doing so. The landscape in Tanzania, as in East Africa as a whole, is changing as a result of key factors such as population increase, land squeeze and climate change (see box 3). These mean that our lands are under pressure as never before. Unless we learn to manage our natural resources more effectively, they may not exist to be passed on to our children and grandchildren.

Becoming a WMA can help you:

- Plan and manage your land better so that you get the very best from it;
- Conserve and enhance precious natural resources for future generations;
- Resolve land conflicts;
- Obtain ‘title’ (official ownership) to traditional ancestral lands;
- Reduce poverty through conservation-based businesses.

## **Why should we protect the wildlife?**

Many of the animals, insects and birds in Tanzania are unusual, and found in very few other places in the world. They are a unique attraction and draw visitors from around the globe. In 2011 an estimated one million tourists visited our country, spending some US\$1.7 billion (about Sh2.7 trillion). Our wildlife is thus both a natural wonder of our country, and a key source of its income.

Although animals are provided the sanctuary of parks and reserves, many migrate over village land at certain times of year – crossing between national parks or game reserves in search of water, food or mates. We can't protect Tanzania wildlife if we don't protect these critical wildlife corridors and dispersal areas.

### **How many communities are currently involved in WMAs?**

The Government began establishing WMAs in 2002. Since then, some 350,000 people in 17 communities have benefitted from becoming part of a WMA, and protected WMA land is estimated to stretch over 2.8 million hectares (28,000 square kilometres). An additional 20 communities are currently in the process of becoming gazetted. Once these additional WMAs are established, it is expected that approximately one million people on over 12.5 million hectares of land (125,000km<sup>2</sup>) will be part of the WMA movement.

### **Are all WMAs in savannah or bush lands?**

No. Of the 17 established to date, two WMAs are in forest reserves in the centre of the country. Protecting Tanzania's forests is very important, as they are a huge part of the ecological health of the country, a critical source of its water supply, and a home for many unique or valuable species.

### **Can the Government make us set up a WMA?**

No! Joining a WMA is voluntary. Each village makes its own decision about whether to join. It is entirely the choice of local communities.

### **Will my family have to move if our village becomes part of a WMA?**

No! Becoming a WMA actually helps you safeguard your land for yourself and your children.

Through the process, village lands will be properly surveyed, mapped and legally registered – possibly for the first time. The process will help you gain legal ownership ('title') to lands that your family may have been living on informally for generations. However, if you choose to become part of a WMA, you may need to limit or exclude certain activities on certain parts of land. We will look at these issues in more detail in module 3.

### **Will the WMAs become national parks and game reserves in the end?**

No! This is a major myth about WMAs. The Government decided to set up WMAs over 13 years ago, and none have become national land.

**“At first people thought WMAs might be a ploy to take away their land; that it was the first step towards creating a national park. But when they began to see the money coming in, and to know that they could live where they have always lived, they began to change.”**

**—Ramadhani Ismail, Chairman, JUHIBU**

## Who are the key partners in WMAs?

The Wildlife Division lays down the laws, regulations, and guidelines for WMAs (their three key policy documents can be seen in box 1). Other institutions and organisations also have important roles in the WMA process. For example, you can expect support from national and district Government, the AA Consortium and private investors. The roles and responsibilities of all partners are defined in the 2012 Regulations and are seen in brief in the organogram on page 11.

To date, each potential WMA has also been connected to a 'facilitating agency'. This is usually a large Non-Government Organisation (NGO) or donor already working in your area such as WWF, AWF, Africare, WCS, KFW or BTC<sup>1</sup>. The facilitating agency is expected to play a particularly close role in supporting communities through each step of the process, including connecting you to potential investors, and providing financial, technical and capacity assistance.

## How long does it take, and how much does it cost to set up a WMA?

If all actors play their part it can take less than three years to set up a WMA. It is expensive so you will almost certainly need financial support to do so: it costs between 157 million to 393 million Tanzanian shillings (or US\$100,000 to \$250,000). Despite the time and costs, many communities still go ahead because there are so many advantages to becoming a WMA.

## How do we form one?

We have looked at some of the main questions we hear communities asking about becoming a WMA. If, on the basis of our answers, you are still interested in going ahead, please read on! The next four modules of this manual will guide you through the process of establishment.

So, let's get started!

### **1: What are the main WMA policy documents?**

- The Reference Manual for Implementing Guidelines for the Designation and Management of WMAs in Tanzania (2003);
- The Wildlife Conservation (Wildlife Management Areas) Regulations (2012);
- The Wildlife Policy of Tanzania (2007);
- The Wildlife Conservation Act (2009);

Other important reference documents related to specific topics (such as land use) will be flagged in related modules.

### **2. Some Definitions**

What are natural resources? Natural resources are things like forests, wild animals, minerals, mountains, timber or fertile land. They are things that are necessary or useful to humans, or that have an economic value and can be used to create wealth.

What is conservation? To conserve something is to preserve or protect or restore it. The word is usually used to refer to efforts to protect vegetation, wildlife, or the natural environment.

What does sustainable mean? Sustainability is about making sure that what you do with your

<sup>1</sup>Also known as the World Wide Fund for Nature, African Wildlife Foundation; Wildlife Conservation Society, Kreditanstalt für Wiederaufbau, Belgium Technical Cooperation

resources today, will not harm them for tomorrow. Acting in a sustainable way means that you make sure that the land will be productive for future generations, not just your own.

### 3. Key Challenges for those living with Wildlife in Tanzania

The landscape in Tanzania is changing, and affecting our families, animals and livelihoods. Becoming a WMA can help you meet these challenges head on, so that your land and livelihoods are protected for future generations.

#### So what are the main challenges?

**Human population is growing fast:** There are around five times as many people living in Tanzania today as there were at Independence some 50 years ago. The population is expected to double again in the next 30 years. And although the number of people has increased, the size of the land we are living on has stayed the same, putting additional pressure on scarce resources such as water.

**Rangeland is becoming farmland:** Because there are more people, there is more need to grow food, and a lot of wild rangeland is being converted to farmland. This limits the mobility of herders, livestock, and wildlife. Forests and bush is also being cleared to make farms, or for firewood or charcoal. Without bushes and trees, the soil is less able to retain moisture, so that grazing grounds are reduced and drought is more likely. Scarcity of water means that it is more important than ever to manage what we have properly.

**Land squeeze:** Turning rangeland into farmland is squeezing pastoralists into smaller spaces. Pastoralists who once herded livestock over hundreds of kilometers every year are now often limited to just a group ranch or village, and pastoralist herds are in closer contact to wildlife than ever before. In addition, expanding farmland and settlements are squeezing people closer together and forcing them to compete for scarce resources such as water, timber and land.

**Pastoralists are settling:** Because of the increasing difficulty of being a pastoralist, many are giving up the herding life and becoming settlers. This increases the number of buildings, farmlands etc., further reducing the amount of wild land. In addition, many of the semi-arid areas that they are farming are not good for growing crops. Even a few years of agriculture can exhaust the soil and make future activities (including herding) impossible.

**Climate change:** Temperatures in Tanzania, as in most of the world, are slowly rising. Climate change is producing more extreme weather – making both droughts and floods more frequent.

**Disease is increasing:** As temperatures rise and moisture levels change, disease-carrying insects are expanding their territory, infecting animal populations in new places. In addition, since wild animals are pressed into closer contact with both humans and livestock, diseases are more likely to be passed between them.



*WMA remains the property of the community and provides for other compatible uses by communities over and above wildlife protection.*

# THE WMA ORGANOGRAM

**Wildlife Division**  
 Sets policy & laws that governs & guides AAs;  
 Authorises CBO, AA gazettement & hunting  
 quotas; oversees investments; provides technical  
 assistance and guidance.

**AA Consortium**  
 Has members from each AA;  
 Connects AA to policy makers  
 and parliamentarians; lobbies  
 Government/investors; provides  
 forum for sharing experiences, good  
 practices, guidance.

**District Councils**  
 Link AAs to WD; supports  
 est. of WMAs; approves  
 LUPs and by-laws; endorses  
 investments; oversees all  
 development in their area.

**Authorised Authorities**  
 Protect, manage and monitor all resources within their  
 WMA; oversee and manage investments; manage and  
 arbitrate on WMA conflicts & issues; support anti-  
 poaching; channel 50% of WMA funding to villages.

**Facilitating  
Agencies**  
 Advise, support, guide AAs  
 from initial communication  
 sensitization; provide  
 technical, legal, financial and  
 capacity building support;  
 support joint ventures and  
 resource monitoring.

**District Advisory  
Body**  
 Arbitrates and resolves  
 conflicts; reconciles interests  
 of major WMA stakeholders;  
 provides technical and legal  
 advice; verifies and approves  
 AA contracts; advises on  
 investments.

**Private Sector Investor**  
 Enter into Joint Venture Agreement; assist in  
 protection of natural resources and anti-poaching.

**Village Administration**  
 Provides land for WMA; coordinates natural resources  
 issues at a village level; prepares village LUPs and  
 by-laws; reports use of funds to AAs.

**Village Game Scouts**  
 Selected by village; paid by AA; trained and supported  
 by AA and investors. Chief tasks: to manage, monitor  
 and control use of WMA resources; anti-poaching  
 surveillance; collect data.

# Module 1:

## Preparation & Community Sensitisation



**“At first people refuse to believe that a strange new thing can be done . . . Then they see it can be done.**

**Then it is done and all the world wonders why it was not done centuries ago!”**

**—Frances Hodgson Burnett, *The Secret Garden***

The whole community should discuss the advantages and disadvantages of becoming a Wildlife Management Area before starting the process. It is important that this is an inclusive process, involving men, women and young people. Discussions should involve representatives from all ethnic groups in the community since each and every group may have a different need or interest in becoming a WMA. Everyone needs to understand the implications, because everyone will be affected by it. In this module we will look at the preparation required to set up a WMA.

### **Key Preparatory Steps:**

- Host a Government-led Sensitisation Team visit;
- Hold Village Assemblies to discuss establishment;
- Have your natural resources catalogued by the Wildlife Division;
- Be connected to a facilitating agency (and possibly other sources of support);
- Have confirmation by the Government that your area is suitable;
- Reach consensus at village level;
- Formalise the agreement to become part of a WMA.

### **What is the first step?**

The process of explanation, education and discussion – sometimes also called awareness-raising or community sensitisation – is the first step towards becoming a WMA. This part of the process will be led by a Sensitisation Team that is likely to include staff from the Wildlife Division, your facilitating agency, your District Council and others.

The Sensitisation Team will visit all the villages within the potential WMA, explain about the process of becoming registered, and discuss ways in which it might affect (both positively and negatively) the

communities they are speaking to. They will answer any questions you may have and offer advice. Once they have done that, they will withdraw and leave you to discuss the matter in private. At this stage it is likely that some people will be 'for' the WMA and some will be 'against'.

A WMA is set up on communally-owned land and communally managed, so all members of the community need to discuss whether they want it to go ahead.

### **I want our village to become part of a WMA. Why are other people so against it?**

Many people are frightened or suspicious of new ways of doing things. They may not fully understand what a WMA is, or about the benefits it could bring. They may be fixated on one negative aspect, or not understand the fuller picture. Or they may just have a different opinion to you.

It is worth remembering that if people do not understand what you are trying to do, they will not support it. If they are scared of what you are trying to do, they will try to stop it. Even a couple of people within a village can delay or even destroy the whole process. So it is worth talking and discussing with those who are against becoming a WMA even if and when the majority have agreed to go ahead.

Changing attitudes can be a slow process. Some people may need to see the financial benefits – or hear of them from other WMAs – before they begin to change. Other people understand and see from the beginning. The important thing is to be patient, keep discussing and learning.

In the writing of this manual we talked to lots of communities who had set up WMAs, and most agreed on how important these on-going discussions were. A few of their comments on this subject and some of their advice can be seen in box 4.

## **4. Community Sensitisation: Lessons Learnt**

- “The most critical thing is community education. Without that at the beginning, you will have many problems ahead. People must understand what you are doing.”
- “Tell the people from the beginning how they will benefit. Say to them: soon you are going to own these resources. Say to them: these benefits used to go to the Wildlife Division. Soon they will come to you.”
- “People’s attitudes do change. They change when they see that the land is not taken away from them. They change when they are informed and educated about what a WMA can do and not do. They change, most of all, when they see the benefits of conservation. It is good to have everyone in agreement, but some people may not agree until they see the benefits.”

### **Is it only the village decision whether we become a WMA?**

No. The Government lays down guidelines as to the kind of places that can become WMAs. Once you have said that you are interesting in becoming one, representatives from the Wildlife Division will come to informally catalogue the natural resources to see if your area is suitable.

### **Where can we go if we have more questions?**

By this point you should be linked to other sources of technical and financial support, including your facilitating agency. If you have any questions that aren't answered by this manual you can always ask your facilitating agency or District Game Officer (DGO).

### **We have all agreed that we would like to form a WMA. Where do we go from here?**

Each Village Council must document the agreement of each Village Assembly. The minutes of the agreement should record that communities have agreed to form a WMA, are willing to be part of it, and will abide by its rules. Later this document will need to be sent to the Wildlife Division, but for now just keep it in a safe place.

## Conflict as a Result of Inadequate Community Sensitisation:

### A Lesson Learnt from Burunge

In 2002, the Government began establishing WMAs in Tanzania. In the initial stage, 16 areas were chosen, and asked to be one of the first pilot (trial) WMAs. Burunge – in the north of Tanzania was one of these. The villages that now make up the WMA are situated on an important wildlife corridor between two national parks that attract many tourists. It thus looked like Burunge had everything needed to become a great WMA.

Because the WMA concept was new, however, and there was not much information or education about what it was, there were soon many misunderstandings in the community about what it would mean to become a WMA.

Many villagers thought this was a first step to annexing their lands so as to expand the national parks. Some villagers accused their leaders of “selling” village land without permission. Others were anxious



*Livestock keepers could be granted an area within the WMA for dry-season grazing*

about how livestock grazing areas would be managed, or whether they would be allowed to stay in their homes, or how to share the benefits of future income. Conflicts grew between those who wanted the WMA and those who didn't, and in the absence of sufficient information, things began to turn violent.

Realising the critical importance of intervening, the Government, village leaders, facilitating agencies and other parties began to hold a number of village meetings giving more information about what a WMA was and was not, discussing advantages and disadvantages, and helping people to see that the villagers themselves would benefit from being calm, and making a decision by consensus. To get more information, each village elected a representative to join a study tour of two other WMAs, which were further along, to observe other communities' experiences. The trainings and study tours raised awareness and built trust.

Better information and understanding led to calmer meetings. In these, mediators helped villages to come to major decisions about benefit-sharing and land rent issues. For example, livestock keepers were granted an area within the WMA for dry-season grazing as they had requested. Villagers who didn't want to become part of the WMA were allowed to swap their land for something of similar size and value outside the wildlife corridor. An agreement was made of how to compensate villages that had contributed different sized pieces of land. (See case story in module 6 for more details).

In short, education, negotiation, mediation and innovative problem-solving solutions helped to resolve disagreements and to pave the way for the majority to approve the WMA. By 2006, Burunge had completed its registration process and the WMA had become fully functional. It is now considered one of the most well managed WMAs in Tanzania and a source of many good practices referred to in this document. Although there is still some on-going conflict and the need therefore for regular negotiation, discussion and arbitration, between 2006 and 2012, the annual income of the WMA increased from TZ Shs. 38 million to TZ Shs 436 million with each village earning TZ Shs 24 million in 2012.

## CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps. Have you:

- Read the main Government policy documents on WMAs (see box 1)?
- Announced and held Village Assemblies to discuss the idea of setting up a WMA?
- Been visited by a Sensitisation Team?
- Had the natural resources in your area informally catalogued by the Wildlife Division?
- Been connected to your facilitating agency, plus other technical and financial supporters?
- Had confirmation from the Government that your area is suitable to become a WMA?
- Agreed (by representational majority decision in each Village Assembly) to establish a WMA?
- Kept the minutes detailing these village agreements?
- Had Village Councils put their decision to form a WMA in writing, and sent it to the WD?

# Module 2:

## Setting up a CBO and becoming an authorised authority



**“A vision without a plan is just a dream. A plan without a vision is just drudgery. But a vision with a plan can change the world.”**

**—Old Proverb**

In the last module we looked at some of the important discussions that need to be had before you even start establishing a WMA. Once you have decided you want to become part of a WMA, you can take your first major step towards doing so and form a Community-Based Organisation (CBO). This module will guide you through that process.

### **Key steps to setting up a CBO:**

- Agree to form a CBO;
- Send village representative to form a temporary CBO management team;
- Prepare a CBO constitution;
- Have Village Assemblies endorse the constitution;
- Register the CBO;
- Elect a permanent CBO management team.

### **What is a CBO?**

Community-based organisations are those set up and managed at a local level, as close as possible to the individuals they serve. In this case, the role of the CBO is to run your WMA. A WMA is (among other things) a business, and it needs a group of men and women dedicated to its management, so that it runs as well as possible.

### **Why do we need a WMA team if the money belongs to everyone?**

If every single member of the WMA voted on every single issue, not much could be done. Just as you have a committee to run a village, so you need a committee to run your WMA effectively and efficiently. The CBO is expected to manage the natural resources on behalf of – and for the benefit – of the entire community.

## **How then do we make sure that our village concerns are taken on board by the CBO?**

Each village will send elected representatives to join the CBO management team. You may send between 1 and 5 representatives, depending how many villages make up your CBO.

Your representatives may be women or men, young or old, pastoralists or farmers, rich or poor. The important thing is that you respect and trust them, and believe that they will work for the common good. They need to be able to balance the needs of your village, against the needs of the WMA as a whole. (See module 8 for more on elected representatives).

Your initial temporary representatives will only be in position until the CBO has been formally registered. Then there will be new elections, and you may vote them in again or choose someone else.

## **We have chosen two temporary representatives from our villages. What do they do now?**

The representatives from all villages meet to form a temporary CBO committee, and elect a temporary team leader. The main task of the temporary committee is to draft a constitution.

A constitution is a tool to help you manage your affairs. It should contain all the key information about your organisation: who manages it and what it intends to do. It should include everything you think is important for the future of your WMA, including those detailed in box 5. The constitution is a written document, so if there are disputes in the future look back and see what was agreed.

You can make changes to your constitution: but if you do so they will need to be agreed again by the whole community.



*Effects of good land use plan spills over beyond target areas; River Tarangire has its source in Kondoa but pouring its waters in Lake Burunge.*

## 5. What do we need to put in our CBO constitution?

- A description of the WMA (name, boundaries, size, location, villages);
- Agreed vision, mission and goals;
- Agreed roles and responsibilities of the officers and committees that will run the CBO;
- Agreed periods of office for the above, and agreements for changing representatives;
- A description of how the CBO organisational structure will be linked – and accountable – to the villagers, village governments and district councils;
- Names and terms of reference for the Board of Trustees;
- Agreed methods for resolving conflicts and arbitration;
- Codes of conducts and disciplinary measures;
- Financial management plans, procedures and audits (see module 7);
- References to benefit-sharing and action plans (see below).

## Whose role is it to guide us through the formation of the constitution?

The District Council's. Your facilitating agency may also offer advice, and a lawyer will help draw up the final document. All Village Assemblies must approve the plan before the CBO finalises it.

## What happens when we have completed the constitution?

You are now ready to register to become a CBO. The laws for registering a CBO are laid down in the Societies (Application for Registration) Rules, 1994 [Rule 4 (1)]. Your facilitating agency and the Wildlife Division lawyer will support you through the legal part of the process. Once your constitution and other documents are complete, they must be sent to the Registrar of Association (within the Ministry of Home Affairs) for authorisation.



*WMA management plans are developed with the involvement of stakeholders and in a participatory manner.*

Once you have been registered, another set of elections will take place. This is the time to put in your permanent CBO management team. You will be guided through this process, but you might for instance, elect a chairperson, secretary and treasurer, and form executive, planning, environmental, financial, security, and monitoring committees. All elections should be free and fair, and there should be no pressure to choose one person or another. It would be wise to elect in a team that has a variety of skills and which represents all sections of your society. (You can read more about elections in the case story below as well as in module 8.)

### **What is the role of these officers and committees?**

Each person in the CBO management team has individual responsibilities, but the team as a whole should be working to manage and monitor the work of the WMA: to make sure plans are implemented, zones are respected, wildlife protected, and communities secure (see box 6 below for more details)

Leaders, representatives and committee members are expected to communicate quickly, effectively and openly, and to discuss important decisions with Village Councils and Assemblies so that they are able to act in a way pleasing to the majority.

Checks and balances need to be put in place to ensure the management remains open and honest. These should have been written in your constitution. They might include, for example, methods for auditing (checking) accounts, and procedures for asking people to resign from their position, and fixed terms of office (usually 2 to 5 years) so that representatives are regularly rotated.

## **6. Roles and responsibilities of the WMA management team**

- Protect, manage and monitor resources within the WMA;
- Support anti-poaching measures, select game scouts & control problem animals;
- Manage the financial, training and business aspects of the WMA;
- Support the development of by-laws;
- Manage conflict and arbitrate on all WMA matters;
- Report regularly to the Village Assembly;
- Seek authorisation of investments from the Village Assembly;
- Buy and sell AA property.

### **What is the role of the Board of Trustees?**

The Board of the Trustees is the name for a group of people (usually between 6 and 12) who have some oversight role over the CBO. They are intended to be neutral and separate from the CBO management team, so none of the latter should be on the Board. They may include men or women who don't even live in the WMA such as a representative from your facilitating agency. In some WMAs it is the Board of Trustees that signs contracts with investors. (In other WMAs this is the AA management team. It varies between WMAs and is your decision.) The ultimate legal responsibility for the WMA belongs to the Board of Trustees, and in the case of litigation (being sued) it is the Board that would go to court. The names of the trustees should be on your constitution. The Board should also have its own constitution, making its roles and responsibilities and terms of office clear.

## **When the WMA begins to make money, to whom will it belong?**

The money made by the WMA belongs to the whole community: to all the villages and people in it. It does not belong to the CBO management team members, though they may – after consultation with the wider community – make the final decisions about how it is spent. One of the responsibilities of the management team is to make sure the money is shared in a way that gives maximum benefit to the whole community.

A benefit-sharing plan should be agreed at the same time that you are drafting the constitution. This plan should detail: who will manage the income; how it will be distributed; how transparency will be guaranteed; and how to monitor the income to ensure that it goes where you decided. Samples of plans from existing WMAs can be found in the offices of the AA Consortium.



*Revenues accrued from WMA, supports development projects like the construction of this village government office.*

## Putting in good foundations – Ensuring Free and Fair CBO Elections: A good practice example from Burunge

Those voted into key positions on any WMA must be freely chosen by the majority of their community. Free and fair elections are a foundation of democracy, a legal requirement, and put in an excellent foundation for the future of any CBO. Despite this, as is often said, “power and pots of money attract bad people,” and CBO elections are no exception.

People can try and corrupt elections in many ways. They can threaten you; they can try and bribe you. “Communities need to be aware,” explains Deo-Gratias Gamassa of the Wildlife Conservation Society of Tanzania, “that the WMA leadership roles can be hijacked [taken over] by people with ulterior motives. Sometimes they just want access to the money of the WMA; sometimes they just want power. But they aren’t always motivated by commitment.” Bakari Mbanu of the Wildlife Conservation Society agrees. “The problem is often self-interest. They want to get into power for their own purposes. And if they do, one or two corrupt people can damage the whole WMA process.”

In Burunge WMA, to prevent this they have put in place many safeguards and good practices to ensure the right people end up in key leadership roles. “At the last election,” explains Hassan of ALAT, we saw a very free and fair election.

The whole process was democratic. They respected the law and their own constitution. The people who had been in power for their term of office stepped down, and a new committee was voted in. The election was actually very close, so to make sure everyone knew it was fair, an open vote took place. In addition, the old leadership passed over all their documents and information to the new leadership.” Good practices indeed!

(We will look more at the principles of free and fair elections in module 8.)

### CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Have you agreed to form a CBO?
- Has each village sent representative(s) to form a temporary CBO management team?
- Has the temporary CBO team voted in a leader?
- Has the team prepared a CBO constitution?
- Has the constitution been endorsed by each Village Assembly?
- Have the constitution and other key documents been sent to the Registrar of Association?
- Has the CBO been authorised? Have you been sent a registration number?
- Have you elected in key officers and committees to run the CBO for the next few years?
- Does the team have a mixture of skills and represent all sectors of your society?

# Module 3:

## Land use planning and zoning



**“Change is inevitable. It’s coming and we can’t stop it.  
But we can manage how it affects our life . . .**

**If you don’t manage change, it may destroy the very basis  
on which your livelihood rests . . .”**

**—David Nkedianye, Rangelands sociologist, Kenya**

**T**he Government thinks that land use planning is so important that it is a necessary part of becoming a WMA. In this module we will look at how to use our land to get the very most from it, to ensure it provides for us in good times and bad, and is conserved for future generations.

### Key steps in land use planning and zoning

- Establish land use planning teams;
- Talk to stakeholders about their land use issues and needs;
- Undertake environmental/ecological studies;
- Have Village Councils recommend areas suitable to become part of the WMA;
- Draw up village land-use plans and Resource Management Zone Plans (RMZP);
- Endorse the above, and register the plans with the Commissioner for Lands;
- Develop by-laws to legalise new land uses;
- Set up a land use registry.

### What is land-use planning?<sup>2</sup>

Whether you are a farmer, a forester or a pastoralist, you will have planned how you use your land. If you are a herder, you may graze your cows in different places at different times of the year; if you are a farmer, you may position your shambas away from wildlife corridors. In both examples, people are using their land in a certain way: to get the most from it and to make sure that resources last for the future.

<sup>2</sup>Thanks to the following document for information in this and other chapters: “Sustaining communities, livestock and wildlife: a guide to participatory land-use planning” (FAO, 2009).

Because the number of people in Tanzania is increasing, there is less land to be shared around. Other factors such as climate change, soil degradation, and disease (see again box 3), mean that it is more important than ever to plan how to use your land.

There are many benefits of good land-use planning. It can help you:

- Increase agricultural yields and returns from livestock;
- Increase your returns from wildlife tourism;
- Improve livelihoods;
- Resolve and prevent land conflicts;
- Raise awareness of environmental problems and reduce disease;
- Rehabilitate and conserve natural resources.

### **OK! Tell us briefly what it involves**

Each village that wants to join the WMA will make its own land-use plans. This will involve decisions about how best to use each section of land: which part (or zone) to keep for settlement (houses, clinics, schools), which for grazing, which for farming, and which will be designated as conservation land and form part of the future WMA.

Each village decides for itself how much land to give to each activity. In practice it may not involve many changes from the existing way you use your land, or it may involve a great many.

The amount of land given to the WMA is also each village's decision. Although other uses of WMA land may occur, its main purpose is to protect and conserve wild animals. Certain activities, therefore, cannot take place on WMA land (farming, settlement, tree cutting, etc.), and you will need to remember that when planning your zones. You should also be aware that once you allocate land to the WMA you can't just take it back at a whim. So it is very important how you define your village boundaries from your WMA areas.

**“We as humans do increase in numbers but the land does not. So we have to do a better job of planning for the land so that it can continue to sustain us’**

**—Seraphino Bichabicha Mwanja, DGO, Monduli District**

### **Who is involved with making village land-use plans?**

Land-use planning should involve everyone in the community. Villagers make the main decisions, but they will be guided along the way by district administrations, facilitating agencies, and other specialists (lawyers, scientists, professional planners, etc.).

Ecological and environmental studies will take place, with external expert guidance. Soil scientists, for example, may analyze soil, rainfall and weather trends to see if farming is a good option in your area; wildlife specialists may help you map animal migrations to help understand wildlife corridors and reduce future human/animal conflicts. Environmental and ecological analysis by these outside experts will help you fully understand your resources (water, soil, forests, plants and animals) so that you have the best information available to guide your choices about potential future land use.

From the above groups, Village Land-Use Management Committees (VLUM) will be formed to plan, implement and oversee individual village plans. A Participatory Land-Use Management (PLUM) team will also be formed to oversee land use planning and zoning across the wider WMA area.<sup>3</sup>

Both teams will be meeting, discussing, debating and considering several aspects: how the community wants to use its land; and how it might be best used to sustainably protect resources, promote tourism and generate money. The teams will be trained in land-use issues, laws, and conflict management, and will be engaging all segments of the community in solving problems and planning for a better future.

There are several broad stages that the VLUM and PLUM teams will guide you through. The Government regulations on these are laid down in a number of key laws as well as in the National Land Use Planning Commission planning guidelines (see [www.nlupc.co.tz](http://www.nlupc.co.tz)) and are not therefore reproduced here. But the aims of the VLUM and PLUM teams are reproduced in brief in box 7.

## 7. Key Steps of the Land-use Planning and Zoning Teams

**Talk to all community stakeholders** to understand their issues and needs. Pastoralists are likely to have different concerns and requirements to farmers; and women from men.

**Consider the options:** draw on community inputs as well as environmental and ecological studies to make decisions about how the land can best be used for the benefit of everyone.

**Create the actual land-use plan:** Expert map makers will help you to create an official map that shows village boundaries, land-use zones, natural resources, etc. Professional surveyors will help you mark all borders and boundaries to clearly define areas set aside for conservation, grazing, settlement, fuel gathering, etc.

The plan will also detail how the community has agreed to manage, conserve and improve the land (such as measures to improving pasture or farmland, reverse erosion, minimise human-wildlife conflicts, protect and develop water sources). It may detail the types of businesses the community may wish to develop (see module 5). An Environmental Impact Statement should also be added to show how proposed activities would affect the health of the land, water, wildlife and other resources.

**Register the plan:** Once negotiated, drawn, signed and register, land-uses plan are legal and binding documents. It is the role of the VLUM teams to make sure all village plans are in the required format and are registered with the Commissioner for Lands.

**Agree on by-laws:** The village land use plan may involve limiting or excluding certain activities within certain parts of the WMA. For instance, you may agree not to graze livestock in specific areas during certain parts of the year. Once these decisions have been agreed and put in a registered plan, you must abide by them: the village can't just change its mind and use the land in a different way. Village by-laws are drawn up to provide the legal basis for enforcing these land-use agreements. By-laws must first be agreed at village level and then approved in district offices. They should specify penalties for failure to follow agreed plans.

**Get land titles and certificates:** Through the WMA process, your village land will be properly surveyed, mapped and legally registered – possibly for the first time. The process will help you gain legal ownership ('title') to lands that your family may have been living on informally for generations. Village Councils will issue the certificates of customary rights, with the help of the PLUM team.

**Set up a Village Land Registry:** Everyone should be able to access the maps, plans and land titles. The VLUM and PLUM teams will set up a Village Land Registry – a designated place where all key documents can be accessed.

<sup>3</sup>The PLUM team will also be responsible for forming key committees, such as the Participatory Rural Appraisal (PRA) committee and the Village Land-Use Management Team.

## **What is the difference between a village land-use plan and the Resource Management Zone Plan (RMZP)?**

Each village has its own land-use plan, and village land must be managed according to that. Once each village's boundaries have been identified, mapped, surveyed, zoned, and demarked, it is time to do a RMZP. The RMZP is a zoning plan for the whole proposed WMA. It will govern the larger area. The process of forming a RMZP is not very different to the village planning process. It involves the same principles and ideals, and aims to produce the same benefits, just for a larger area. Led by the PLUM team, and involving relevant stakeholders from both inside and outside the WMA, the RMZP will aim to define zones for settlements, farming, dry season grazing, and businesses related to wildlife.

### **How long does it take?**

It may take a year or more to ensure that the village plans and the RMZP are discussed, agreed, drawn up, finalised and signed. It can take many meetings and a lot of compromise for everyone to agree. It is not wise to rush the process, because you want the support of the whole community over these critical matters. Unresolved conflicts can cause many problems further down the line. So spending time and effort to get it right is worthwhile.

### **What happens once the RMZP is drawn up?**

The RMZP – along with the village land-use plans – will be part of the papers submitted to the Wildlife Division to support your application to become a gazetted WMA (see module 4).

Once plans have been created, the PLUM and VLUM teams will work with other authorities and experts to draft a work-plan to start implementing land-use plan priorities. Soon the PLUM will be phasing itself out, but first, it will recruit and train Village Technicians to manage and sustain the plan over the years ahead. After the PLUM team disbands, community land-use management efforts will be led by the VLUM teams, with the support of Village Technicians, villagers and village authorities.



*Giving feedback to communities through Village assembly meetings is key in the process of WMA development and implementation."*

## View from two villages:

### Peace as a result of Compromise and Good Land Use Planning in Simanjiro District<sup>4</sup>

When the villagers of Loiborsiret began land use planning, there were many ongoing disputes about how to use their limited and precious natural resources. Farmers were arguing with pastoralists over where to farm and where to herd, established families were resentful of newcomers who had arrived in the area and were seeking land, and there were conflicts between those who wanted to make their living from hunting and those from photographic safaris.

Villagers along with a team of planners, scientists, conflict mediators and NGO facilitators formed a PLUM team to negotiate, arbitrate and resolve these issues. Over the next two years many long-standing conflicts were resolved and the villages were planned, surveyed, demarked and registered. Not everyone got everything they wanted, but participants generally agree that the process of directly discussing and resolving issues – both among themselves and with the mediation of outsiders – helped to resolve many old issues that may have got worse if not addressed.

Residents of the nearby village of Msitu wa Tembo (also in Simanjiro District), have also seen the positive effects that can be brought about by a spirit of compromise and good land-use planning. During their negotiations, each group had to give up some of their demands: the farmers opened up portions of their land for cattle tracks, and the pastoralists stopped letting their animals graze in the fields after harvest. “There are far fewer conflicts today because now there are special assigned areas for livestock and for cultivation,” one of the village women, Mrs. Paulo explains. “We now see the Maasai and farmers living like friends. When there is a misunderstanding, we sit together and solve conflicts in our meetings.”

The process of resolving land conflicts does not always run smoothly. There are cultural barriers, beliefs and practices that may be difficult to overcome before both sides understand one another. But what is clear is that villages like Msitu wa Tembo are an inspiration of how to resolve conflict peacefully and to the benefit of the whole community. They show that land use planning can have a benefit way beyond increased yields, better herds and increased wealth.

## CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Have you read the key laws related to land use planning?
- Have you established VLUMs and PLUM teams?
- Have you talked to all stakeholders about their land-use needs and issues?
- Have environmental /ecological studies taken place?
- Have Village Councils recommended (to Village Assemblies) a section of land that is suitable for the WMA?
- Have you drawn up – and had endorsed – a LUP for each village, and an overall RMZP?
- Have you developed by-laws to legalise new land-use?
- Have the LUPs been sent to – and approved – by the Commissioner for Lands?
- Have you been given secure tenure and title to your lands?
- Have you set up a land use registry?

<sup>4</sup>Thanks to the following document for parts of this and other case stories. “Sustaining communities, livestock and wildlife: a guide to participatory land-use planning” (FAO, 2009).



*WMA diversifies income opportunities through cultural tourism.*

# Module 4:

## Becoming “gazetted” and obtaining user rights



**“At first, many people in the area said: These animals belong to the Director of Wildlife; they do not belong to us. And no one cared for these animals. Now they conserve them. They say: these wildlife they are like our cows. We benefit from them.”**

**—Stephen Laizer, DGO, Longido**

In the last module we looked at how to get the most from your land. By now, you should have land-use plans for all your villages, and a Resource Management Zone Plan to govern land-use in the wider WMA. The majority of the work of forming a WMA is now done. This module will guide you through the final part of the process, explaining the key steps to becoming gazetted and obtaining ‘user rights’.

### Key steps to obtaining user rights

- Apply for the WMA to be officially gazetted;
- Receive your certificate of authorisation;
- Apply and receive user rights;
- Decide whether to apply for a hunting block license.

### How do we apply to be gazetted?

Now that you have planned how to manage your land, you are ready to submit your application to become a WMA. This involves sending a number of documents (see box 8) to the Director of Wildlife, with certified copies to your District Commissioner.

## 8. Becoming gazetted: Documents to send to the Director of Wildlife

- Village Assembly Meetings minutes approving the decision to become part of the WMA;
- A completed WMA Information Data Sheet;
- A copy of the CBO Certificate of Registration;
- A copy of the CBO constitution;
- Endorsed village land-use plans;
- A sketch map showing the WMA in relation to village land-use plans;
- A boundary description of the WMA with its size and name;
- A copy of a draft RMZP or General Management Plan.

The director reviews your documents and makes a decision about whether you are suitable to become a WMA. Your application is then forwarded – along with the director’s recommendation – to the Minister for Home Affairs. If approved, the Minister will announce that the WMA can be officially registered.<sup>5</sup> A certificate of authorisation will be sent, and the name and details of the new AA and the new WMA will be published and circulated in the Government Gazette. When the CBO has been gazetted it becomes known as the Authorised Association (AA) – that is, it is authorised by the Government to manage the WMA and its wildlife. The WMA is recognised by law.

### **Does that mean we can now make deals with tourist companies?**

Not quite yet! There is one more small step to go. The AA must now apply for ‘User Rights’ to the wildlife. This will allow you the legal right to use the wildlife and other natural resources to make money. To do this, the CBO must apply again to the Director of Wildlife for a User Rights Certificate. Your facilitating agency will help you through this process.

### **What happens when we have our user rights? Do we now own the animals?**

No. The Government officially ‘owns’ all the wild animals in the country. However, being granted ‘user rights’ means that you are allowed to ‘use’ the animals and other resources – to make money from them in the ways agreed in your village land use plans, RMZPs, and CBO constitution.

### **Can we start selling hunting block concessions?**

No. At the moment, a separate license is needed to authorise hunting. Hunting also needs to be an agreed activity in your land-use plans and RMZP. The Government has announced that there will be changes in the future to its hunting regulations (see case story below). Your facilitating agency can advise you if there are any changes that post-date this document. It can also help you apply for a hunting block permit after you have received user rights.

### **Can we be de-gazetted?**

Yes, you could be, if you failed to live up to your responsibilities. The main purpose of the WMA is to conserve the wildlife in your area. The AA must prove it can look after local wildlife resources properly if it wants to continue.

### **Will hunting or photographic tourism benefit us the most?**

It depends what you have in your area, and what you want for it in the future. Since you can’t generally have both in the same WMA (see case story below), it’s a very important choice. You should read the 2012 hunting regulations, talk to your facilitating agency, visit other WMA committees, and consider the advantages and disadvantages of both carefully before making your decision. Read on to learn about practical experiences of hunting in the Selous.

<sup>5</sup>If your application has been turned down, you can appeal within 30 days. Your facilitating agency will help you reapply.



*WMAs do equally provide opportunities for photographic safaris just like national parks.*

## To hunt, or not to hunt?

Exploring the Right Choice for your Community: A Case History from the Selous.

The Selous, in the south of Tanzania, is the largest Game Reserve in the world. Since the 1960s, a northern section of it – which is full of large animals, and very beautiful – has been set aside for ‘photographic’ tourism. A much larger part, south of the Rufiji River – which is heavily infested with tsetse fly, and largely inaccessible during the rains, has been allocated for hunting safaris.

Over the past decades, the amount of money generated from tourism has been tiny compared to that generated from hunting. Southern zone hunting has thus become the main way in which the Selous makes enough money to maintain the larger reserve as a sanctuary for vast numbers of wild animals. Rolf Baldus, who was involved in running it for many years, calls the hunting strategy a way of “saving many animals by killing a few”.

The Selous is exceptional. It is so large that its hunters don’t need to bother the photographic tourists and vice versa. For the reality is that – unless they can easily be separated – hunting and photographic tourism don’t easily go together. Animals in areas with hunters are generally more nervous, and less likely to be seen by paying visitors. Many tourists do not understand the value of hunting or like to see it practiced. So unless you have a very large WMA and can easily separate them, it is likely that you will have to choose one or the other.

So how do you choose? In general, hunting brings in only a few people at a time, but each pays a lot of money. Photographic tourism tends to bring in higher numbers of people, but they pay much less per person. Hunters tend to do less environmental damage, but they also build less infrastructure. If you want roads and lodges in your area, you may be better off with photographic tourism. The latter is also more likely to generate jobs, and to create links with tourists so that you can sell other skills, goods, and services.

In the next module, we’ll look in detail at how to choose the right business for your WMA. For now, let’s just say that there is no right or wrong choice: all that matters is making the right decision for your own community.

## CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Have you sent a letter to the Director of Wildlife asking for the WMA to be registered?
- Have you been heard that your application has been successful?
- Has the Minister announced that your WMA has been gazetted?
- Have you received your certificate of authorisation?
- Have you applied for user rights and received your user right certificate?
- Have you decided whether to apply for a hunting block license?
- If so, congratulations! You are now fully empowered to start managing and benefiting from your natural resources!

# Module 5:

## Creating a conservation based venture: Attracting, choosing and negotiating with investors

**“The voyage of discovery is not in seeking new landscapes but in having new eyes.”**

**—Marcel Proust**

Congratulations! You are now a gazetted WMA with user rights! But getting to this point is in many ways just the start. The purpose of the WMA is to conserve, protect and enhance natural resources AND ensure that local communities benefit from them. In this module we will look at one of the key aspects of the latter, and show you how to set up a conservation-based venture.

### **Key steps to setting up a Conservation Based Venture:**

- Review local natural resources;
- Consider the types of business that could be built upon them;
- Connect with potential investors;
- Form a review and negotiation team;
- Instigate proposals and business plans from potential investors;
- Review, interview and make decisions on the best investors;
- Negotiate with investors, reach agreements and draw up business contracts.

### **What kind of business might we set up?**

There are many kinds of businesses you might set up. Most communities start by finding an investor who will set up the infrastructure to attract tourists – supporting, for example, a lodge, a hunting concession, or photographic safaris. In time they might add to this with smaller conservation enterprises, such as nature trails, fishing camps or beehives. Any business that helps conserve natural resources whilst at the same time benefitting the community is a ‘conservation-based venture’. Since all businesses will be based on the community’s natural or cultural assets, everyone needs to be aware of the possible benefits, risks, and trade-offs, and be involved in decision-making.

## Can we set up a business by ourselves?

Yes, of course! But if the business you are planning needs special skills or a lot of money to start it, you may want to find a business partner or 'investor'. If you decide to work with a private investor, you will need to draw up what is called a Joint Venture Partnership agreement. Joint Ventures usually involve a swap or trade of something. Each partner will have certain responsibilities and each will receive certain benefits. For example, a WMA may allow a tourist company to build a lodge on its land, in return for employing local people and for a share of the money earned.

## Our village has an agreement with an investor. Can it continue once we become a WMA?

No. One of the points of becoming a WMA is to share your assets. Each village contributes what it has to the WMA, and profits from the WMA are then shared equally between them. The WMA can still work with your investor, but the agreement and contract must be between the WMA and the investor, not the village and the investor. WMA villages cannot make direct agreements with investors except on projects outside WMA land.

## How do we know what will be the best business for our WMA?

Deciding which business is best for your area should begin at the very earliest point, when you are considering whether to become a WMA. It may start with looking at your natural resources. Walk around your villages. Talk to each other. Ask: what have we got? Large wildlife? Endangered animals? Medicinal plants? Rivers or lakes? Beautiful landscape? Unique vegetation? Then look at the table below. In the first column is the natural resource or feature. Move along to the next column for suggestion of the kinds of businesses that can be built upon these.

When considering which business to start, remember to explore fresh and innovative ideas. Tourist businesses do not have to be limited to camps and lodges. Visitors from overseas are also looking for active and entertaining experiences, such as herding with pastoralists, riding camels, kayaking, or visiting a boma. Many like to learn new skills or see how local crafts are practiced. You might teach traditional dance or music, or offer classes to visitors in pottery making, beadwork or other crafts. The human skills in your area are as important as the lions and elephants, mountains and forests! Look at the box below for some more details.



*Water is vital for wildlife, sources like this one outside national park are protected under the WMA.*

## COMMUNITY RESOURCES AND BUSINESSES THAT COULD BE BUILT ON THEM

### RESOURCES

### POTENTIAL BUSINESS OPTIONS

#### WILDLIFE

Large savannah mammals	Tourism lodges; permanent camps; fly camps Photographic tourism; guided walks; tracking courses; hunting; game and night drives
Rare or endangered species	Tourists; photographic licenses; research and scientist visits

#### LANDSCAPE

Hills or mountains; rivers or lakes	Setting for a tourist lodge
Water	Water sports: kayaking, canoeing, rafting, sport fishing
A spring or streams with clear water	Bottled water
Hot springs	Health spa
Cliffs or craggy mountains	Rock climbing
Shady places with alluvial soils	Mushroom farming
Well watered land	Agroforestry for local consumption, or fruit and vegetables for restaurants and lodges
Exceptional beauty	Horseback safaris, mountain biking, hiking, picnic sites
Healthy forest and bush-land	Beekeeping

#### PLANTS

Medicinal plants	'Plant walks' for visitors; permits for researchers; 'bio-prospecting' (i.e. selling medicinal plants to a pharmaceutical company in return for a share of profits)
Forest	Forest walks; non-timber forest products; butterfly farming; bee keeping

#### LIVESTOCK

Improving production	Improved breeds, perhaps feedlots and abattoir
For tourism	Take visitors herding Sell meat or milk to tourist lodges

#### HISTORICAL & CULTURAL RESOURCES

Rock art	Tourism; trekking
Historic, legendary sites	Tourism
Residential or cultural boma	Tourist education tours

### KNOWLEDGE OR SKILL

Business  
Skill with animals and plants  
Handicrafts and visual arts  
Performing arts

### JOB POSSIBILITIES IN CBV

Hospitality, cooking, catering, accounting  
Herding; animal tracking; hunting; preparing and using medicinal plants; gardening  
Beading, leatherwork, pottery, basketry or other crafts, painting, woodwork, furniture making  
Dancing, singing, story-telling, drama for tourism or educational purposes

Your future is more certain if you don't depend on getting all your money from one source, so it's worth keeping a few options in mind. Once you have considered which businesses might work in your area, you are ready to connect with potential investors. You can do this in several ways. For instance, you might contact an investor who is already working in one of your villages. You might be approached by an interested investor, or be put in contact with one by your facilitating agency, the district or the Wildlife Division. You can also go to an investor forum, trade fair or business tour, or advertise a 'tender'.<sup>6</sup>

It doesn't really matter how you first meet investors, the important thing is to build on that initial contact. After getting to know one another and discussing what you both want and need, you will want to ask investors to submit written proposals, detailing how they would build a business that would benefit both the local community and the environment.

### **What happens when we have the proposals?**

Once the community has decided what kind of business it wants for the WMA, the review and negotiation is handed over to a special team. Negotiation is a very skilled process, and the team members should receive special training in it. The team should include both district and AA stakeholders<sup>7</sup> and is usually led by the chair of the AA or by the Board of Trustees.

The team will consider the advantages and disadvantages of each proposal, both to the community and the environment. It will then ask selected investors to submit a business plan. This will include a lot more detail about what is being offered and what is being expected.<sup>8</sup>

The negotiation and review panel examine the bids and mark them according to certain pre-agreed criteria (e.g. revenue; employment rates; eco-friendly). The top scorers will be asked back for an interview, after that the panel should make a final decision on which investor (or investors) it wishes to work with.

**“The role of District Councils is to advise on suitable investors, not to impose their choice. Communities must be allowed to choose their investors.”**

**—Professor Sosovele, Policy Programme Coordinator, WWF**

### **What happens next?**

If the investor accepts your offer, you then need to fine tune and negotiate the deal. The negotiation will nail down all the detail of your agreement: who gives what, who gets what, and who does what. Negotiation is likely to cover issues such as: ownership and management of the business and its infrastructure; payment for environmental services; employment and wages for the community and local staff; and the duration of the partnership. Although some fees may be set by government regulation (see next module), they are still open to negotiation above a specified minimum. You might

<sup>6</sup>You can advertise a 'tender' - in the paper, on the internet, or on public noticeboards - for investors to your area. Through a tender, companies are asked to 'bid' - or send proposals - on specified business opportunities.

<sup>7</sup>Often this included the chair and secretary of the AA, the chair and secretary of the Board of Trustees, the chair of the DAB, the district lawyer, the DGO, and an independent broker (often the facilitating agency).

<sup>8</sup>For example, it should outline (1) the required investment and infrastructure, (2) the potential management and monitoring challenges, (3) the number of staff needed, (4) training and skills needed; (5) the expected revenue, and how the profits will be split. It should also include a timescale (showing how long each stage of the development will take), and look at other angles such as the legal and tax aspects of the business. Finally, it should analyse the strengths, weakness, opportunities and threats to the venture's future.

also negotiate an 'escape clause' (to allow either partner to withdraw from the business permanently or temporarily) and a 'regular review' clause to ensure that you meet regularly to discuss what's going well and what's not.

### **Is there any support through the negotiation and contract process?**

Yes. The Wildlife Division lawyer will be there to help you through all the legal aspects of the process and to help draw up the contract. (Samples of standard contracts can be found in the office of the AA Consortium or in the Wildlife Division.) The contract should put in writing the agreed roles and responsibilities of both parties. It should set out the terms and conditions agreed, and the length of the contract. You must make sure you are happy with the contract before signing (see box 9), so don't hesitate to ask for changes!

After the contract is drawn up, the investment plan is submitted to the Director of Wildlife for approval (copies should be kept in the WMA and district offices). Once it has been approved, a date is agreed for the signing ceremony. The AA, the Board of Trustees, and the investor should all be present, and representatives from the District and Village Administrations should be invited to witness.

## **9. Contracts: Words of Caution!**

- Make sure that everything you have agreed to is in writing;
- Make sure that everyone understands what the agreement means;
- Make sure you define the roles of the AA and investors in terms of anti-poaching;
- Make sure that the agreement allows for future contractual changes if necessary;
- NEVER sign a contract that you don't understand, or is not in your own language;
- NEVER start building until everything is understood, agreed to, and signed.

## **Adding Value through Good Investor Relations: the Case of Ipole**

Beekeeping is one of the most important economic activities in Ipole WMA. The communities there have long been collecting honey and – with the support of a good facilitating agency<sup>9</sup> and investor – are now selling it for a higher price than ever before. The price of Ipole honey has actually quadrupled since 2004/5 (shortly after the WMA process started), increasing from 20,000 TZS per 20-liter container to over 80,000 TZS today.

Key to Ipole's success has been its excellent relationship with one of its chief buyers, the Honey Guide Foundation. The relationship is so good that when a whole container of Ipole honey was found to be contaminated (with non-edible oils, etc.) and prevented from entering Europe, the Foundation did not turn away from Ipole: instead it turned to help them. The Honey Guide Foundation had been buying bee products from Ipole for years, and knew its honey was good. Employees in the Foundation worked out that the honey had become contaminated by the villagers re-using plastic containers. The Foundation decided to bring in proper sterile containers for the beekeepers so that a similar thing would not happen in future. In addition, it brought in labels and improved packaging, so that the honey could be marketed to higher paying consumers.

<sup>9</sup> Africare, which helped Ipole set up a cooperative and thus strengthen local farmers in terms of price negotiation over their products.

This strong relationship has brought other, unexpected benefits to the villagers. For instance, the honey-collecting van, which used to come from Dar es Salaam to Ipole empty, now brings corrugated iron roofing and other items which the villages need, and which are much cheaper in the commercial capital than in remote Ipole. Without a good relationship between the two parties, the investor may have stopped buying honey from Ipole long ago, and would not have brought in important goods free of charge.

Bees have become as important to WMAs like Ipole, as Kilimanjaro is to mountain guides, and wildlife is to tourist areas. "Bees are now livestock like goats and cows," as one member of the Sangaiwe beekeeping group puts it. Collecting and selling honey and wax are critical ways in which communities have come to benefit from keeping the environment healthy and the forests intact. Bees are also helping local farmers by pollinating their crops. Things may not be perfect yet – those involved say that more training and better marketing structures are needed – but there is no doubt, that these things are more likely to be achieved with a good investor relationship than without.

## CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Has the community reviewed its natural resources and considered the types of business that could be built upon them? Has a short list of possibilities been made?
- Has the AA connected with potential investors?
- Have bids and proposals been submitted by investors for consideration?
- Has the review and negotiation team been formed, and assessed them?
- Have business plans been asked for and received?
- Have plans been marked according to pre-agreed criteria?
- Have investors been interviewed and a final decision on the 'winner' made?
- Has the investor agreed, and negotiation begun?
- Has an agreement been reached and a contract drawn up?
- Has the signing ceremony been held?

# Module 6:

## Sharing the benefits of WMA



**“We used to poach and use the animals for food for ourselves. But the introduction of the WMA brought benefits to the whole community. In the past everyone was acting on personal interests but now we are able to build schools and dispensaries for everyone.”**

**—Manua Marongoni, Nyoka Village Resident, Ikona WMA**

As we have seen, one of the many advantages of protecting our natural resources is to attract investment and tourist revenues to our area. In this module we will look at the regulations, principles and good examples that should guide how we share these benefits.

### Key steps to equitable benefit sharing

- Understand and implement the Government’s benefit-sharing laws and regulations in terms of both photographic and hunting revenues;
- Decide how additional/discretionary monies are to be shared;
- Have a written benefit-sharing agreement detailing the above;
- Ensure communities are happy with how monies are shared;
- Report on how monies are shared.

### How does money reach us?

The money from tourists and investors is channelled to communities through various mechanisms and in various ways. For example, in return for access to sections of community land, investors commonly pay an:

- Annual lease fee;
- ‘Bed-night’ fee (payment per visitor per night);
- Conservation fee;
- Hunting concessions and hunting trophy fees;

- Community trust-fund fee; and
- Performance fees (if appropriate, for performing arts, cultural offerings, etc.).

At present, some fees are paid directly to communities from tourists, some is channelled to communities through the lodges, and some are paid first to the Wildlife Division, which keeps a portion before sending the rest back to communities. The Government recently announced that from 2013, money from hunting concessions would be given directly to WMAs – offering them a chance to hugely increase their earnings. Since the regulations that guide payments are currently changing, we advise you to consult your facilitating agency for the latest information on what you can expect, from whom, and how.

### **Can we spend the money we receive however we want?**

No. The Government legislates how WMA money should be divided, in terms of hunting and photographic tourism. There are different formulas for both and guided by the Wildlife Conservation (Wildlife Management Areas) Regulations of 2012.

In the 2012 regulations, it was decided that the revenue earned from hunting tourism should be divided in the following ways:

- Authorized Association 40%
- Responsible District Council 60%

The revenue earned from photographic tourism is subject to a different formula. According to the 2005 regulations:

- 50% of that received by the AA<sup>10</sup> must be divided equally between the villages within the WMA;
- 25% must be used to 'strengthen the AA
- 15% must be reinvested for 'resource development';
- 10% is discretionary (i.e. you can decide how to use it).

**“People are starting to see wildlife as a key resource for improving their living conditions and building their future.”**

**—Sylvester Gowa, member of Village Council,  
Mwada village**

### **What happens to the 50% that is sent to the villages?**

That money goes into village bank accounts and is used according to the needs and priorities of individual villages. Villages have used it in many different ways (see box 10 for some examples). The AA cannot control how that money is used, but it is good practice to monitor what is sent on, so that you can keep track of how the entire community is benefiting from the WMA.

### **How have other WMAs spent the remaining 25%, 15% and 10%?**

Many have spent the 25% allocated to strengthening the AA on building capacity and skills within the AA office (see box 10 and module 7 & 8). These include paying salaries, providing office equipment

<sup>10</sup> Which is around 65% of the original sum collected by the Government.

and services, and training key staff in things like accounting, planning and budgeting. Others have used it to invest in anti-poaching infrastructure and train their Village Game Scouts. Some WMA's have spent the 15% allocated for 'resource development' to major infrastructure development (roads, water points, etc.), or for conservation (anti-poaching, monitoring, etc.). The uses of the final discretionary 10% vary from WMA to WMA. Some have used it to send children from poor families to secondary school; some have kept it as a reserve to be used in times of drought or emergency.

### **Can we just split the 10% and send some to each household?**

Although you can make a lot of money from a conservation-based business, it is unlikely to make everyone rich. If, for instance, your WMA lodge generates US\$ 30,000 per year, and that money has to be divided by six villages each with a 1,000 households, each would only get \$5. That money can easily be spent at a household level with not much long-term impact. However, if the village uses its whole allocation (\$5,000) for one or two purchases, it can do something quite substantial: stock a clinic, or re-roof a school or send someone to study at veterinary school. For this reason, many communities choose to do big things with their money that will ultimately benefit the whole community.

### **We can't decide how to spend it. Any advice?**

Try and spend it to ensure the maximum benefit for the maximum number of people. That way, the majority of the community will continue to support the work of the WMA. Go back and look at your benefit sharing agreement. What was agreed there? What were your agreed short and long-term spending priorities?

It's important to take a long-term perspective. If you are going to thrive in the future, you need to be strategizing and planning how to do that today – building infrastructure, for example, that can help expand or market the WMA, or investing in scout training etc. It's also important to support projects that protect the environment and the natural resource base. For instance, the WMA committee of Enduimet used their funds to build a dam and watering hole. This helped to provide adequate water for both the people and animals of the area and thus to reduce human/wildlife conflict. Look at box 10 for more good examples of what communities have invested in – at both a village and WMA level.

## **10. What have communities spent WMA money on to date?**

**To strengthen AA office capacity:** The WMA needs an office. It needs staff. And it needs basic equipment and amenities if it is to run as an effective business. Existing AAs have used funds to build an office; pay WMA staff; put in basic services (power, water, toilets); and buy office equipment (desks, computers, stationary, etc.). VGS salaries, per diems for meetings, and on-going maintenance and repairs can all strengthen the capacity of the AA to work effectively.

**Major Infrastructure:** Some communities have used money to build roads, water points, schools, clinics or teachers' houses. Others have built visitor centres, game scout outposts, or cut visitor-hiking trails.

**Social Services:** WMA money has been used to support health and education. In Enduimet, for example, they use 10% of their total revenue to send children from poor families to secondary school. Other WMAs have supported students through university, trained nurses or midwives, or stocked their clinics with medicines.

**Training:** Building the capacity and competency of people in your WMA can benefit everyone in the long term because it can increase the income of the WMA. To date, WMAs around Tanzania have sent bookkeepers on accountancy courses; game scouts on surveillance courses; or clever young students for veterinary training.



*Day to day monitoring of wildlife resources in the WMA requires a well-trained, equipped and vigilant village game scouts*

**Anti-Poaching Support:** Protecting the wildlife is a critical role of the AA. WMA money has been used to select and train village game scouts, and equip them with boots, uniforms, radio, vehicles and guns.

**Household Benefits:** Many people believe that the WMA will receive the widest support when the benefits of it are clearly felt at a household level. In other countries, WMAs have used some of their money to buy food, school uniforms, or other household essentials.

**Micro-finance, credit & loans:** Many WMAs have helped raise household incomes by supporting cooperatives or groups within their communities with small loans or credit. For example, WMAs in forested areas have given small loans to help groups produce honey and wax and to market them more effectively. Elsewhere WMAs have supported women's groups to improve the quality of the handcrafts they are producing (see case story below) so that they can sell them for a higher price.

The above are examples of how the WMA money has been spent in other places – sometimes for the benefit of the entire community, sometimes for its most vulnerable members. Remember, at a village level, it is entirely your choice what to do with your money. At a WMA level, you must be guided by Government allocation rules.

In the following two case stories from Burunge, we will look at some of the practical issues around sharing the benefits of the WMA, including resolving conflicts on revenue distribution.

### **Sharing the benefits: Supporting Womens' Groups with training and markets: Good practice examples from Burunge**

Many women in Tanzania are struggling to earn a living. But women in Burunge have an unexpected ray of hope – thanks to the interventions of their WMA.

“The women in Burunge were making beautiful baskets and other handicrafts before the WMA began,” explains AWF’s Stephen Mollel. “But they didn’t have anywhere to sell them. Their designs were not very modern and they didn’t know very much about business or selling or marketing. As a result of investment from their AA, they were supported to visit other women’s group working in Nairobi where they learn about improving design, increasing quality and producing more desirable goods.”

The project has been hugely successful, and women now sell their baskets for much more than they used to. In addition, the women have come back and taught others their skills so that many people in the community can benefit not just the few who went for training.

The newly built Burunge tourist and cultural centre also has a number of bandas that will be used to display and sell their handicrafts. With better craft and business skills, and a better market for their goods, the future is certainly looking brighter for the women of Burunge.

### **Resolving conflict over how to share the benefits: A follow up case story from Burunge**

As we learnt in module 1, when Burunge first became a WMA there were fears about what being gazetted would mean. Even those who supported the WMA were in disagreement about how future benefits should be shared. Some of the villages in the soon-to-be WMA already had agreements with tourist operators, and were reluctant to share their assets and income with other villages. Villages also wanted to give differently sized piece of land to the WMA, and questions were being asked about whether that was fair.

“There was a lot of fighting in the villages,” AWF’s Stephen Mollel explains. One said: I have more animals than you so I deserve more. One said, I have given more land so I deserve more. Another said: I have the main waterholes so I deserve more. But the Government regulation make it clear that WMA money should be divided equally between all villages, so there was no way to change that.”

Instead an innovative solution was reached, whereby each village that contributed land to the WMA would also receive a rent payment for its individual investment in the scheme. The latter could then be proportional to the perceived value.

“That agreement definitely reduced conflict,” Mollel continues. “But changes also came as a result of education and increased understanding.” In time – with villages’ individual contributions honoured – people began to see the larger picture: that a WMA cannot exist without different contributions from different villages. “One village may have animals, and one a waterhole and one rich pasture. But that should not cause a problem. All are needed, for a WMA is an ecosystem and needs many different things. It must have diversity.”

## CHECKLIST

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Do you follow the benefit sharing regulations for hunting as outlined by the Government in 2012?
- Do you follow the benefit sharing regulations for photographic tourism as outlined by the Government in 2012?
- In terms of photographic revenue, is 50% of the AA income distributed equally between the villages? Is 25% used to strengthen the AA? Is 15% used for resource development? And do you have an agreed benefit sharing mechanism for the remaining 10%?
- Are the majority of people happy about how the money is being shared?
- Are decisions about how to spend the money reached in an open and honest way?
- Does the AA report to the villages how it is spending money? And do the villages report back their spending to the AA.



*WMAs have provided more livelihood opportunities for women groups by availing markets for handcraft products*

# Module 7:

## Managing your human and financial resources



**“It’s not just about how much money you raise as a WMA. It’s about how well you use the funds.”**  
**—Graham Ledger, Managing Director, Grumeti Reserves**

**A**s good business is made by the people who work in it, and the systems in place to allow it to run effectively. The better the skills and systems in your business, the more money you are likely to make. Richard Branson, one of the world’s richest businessmen, credits his success to employing the right people and having the right systems. Without these, he believes, no business can reach its full potential.

In this module we will look at two key aspects of managing our resources: making sure we have the right people with the right skills in place, and making sure that the WMA is financially regulated and managed in the correct way. These two aspects are sometimes called our human and financial resources, and we need to take care of them!

### **Key steps in building skills, capacity and resources**

- Identify the core skills and competencies you need to run your WMA;
- Build skills; initiate training;
- Recruit additional staff needed;
- Ensure there is a qualified accountant or bookkeeper in charge of budget oversight;
- Ensure you have all the necessary accountancy forms and books in the office;
- Ensure all your income and expenditure recorded, and a balance sheet maintained;
- Ensure there are regular internal and external audit of WMA finances; and
- Report on financial expenditure.

## **Can you explain a bit more about human resources?**

Managing a WMA involves special people and special skills. For example:

- If you don't have good Village Game Scouts how can you make sure that your wildlife is protected?
- If you don't have good communicators in your team, how can you explain your needs and ideas to potential investors?
- If you don't have good planners, how can you make sure you are working effectively to the best possible future?
- If you don't have a good accountant or bookkeeper, how can you keep a proper track of the revenue the WMA has earned?
- If you don't have a good secretary, how can you be sure that the WMA records are properly kept, and that you are working towards your agreed goals?

## **How can we make sure we have these skills in our WMA?**

Look at the skills you need; look at the people you have; see what is missing; then, make a plan to fill the gaps. For example: you can employ local people if they have the necessary skills, hire someone from outside the WMA, or send people for more training. A list of colleges, technical and training institutions is available in the office of the AA Consortium, and your facilitating agency will be in a good position to advise you which might best meet your needs.

It is often best, for significant positions, to employ someone who is already trained, rather than training someone afresh. Having proper skills to run and manage the WMA is critical. If you have to wait years for someone to be trained in skills you need now, then you will have delayed the WMA from functioning to its full potential for years.

## **Which are the most important positions in the WMA?**

Everyone's role is important. But there are two particular roles that we often hear communities asking about. The first is the role of village game scouts; the second is the role of the accountant and financial overseer. We will look at these responsibilities briefly now in turn.

## **ALL ABOUT VILLAGE GAME SCOUTS**

Village Games Scouts have an absolutely critical role to play in managing and monitoring the WMA. They are intended to work with investors to:

- Patrol the WMA, and monitor its resources;
- Control problem animals, apprehend poachers and support anti-poaching operations;
- Supervise hunting and government trophies;
- Collect wildlife data; and
- Maintain a register of daily activities and report regularly to the AA.<sup>11</sup>

## **How many should we have, and how should we choose them?**

It depends how big your WMA is. Usually there are about 30 in a WMA, or 2 or 3 scouts per village. According to Government guidelines, scouts should be between 18 and 45 years old, fit and healthy, a resident of the WMA area, and not have any criminal convictions. They may be men or women.

<sup>11</sup> They can also play an important role in community education. For a full list of their responsibilities please consult the 2012 Government Regulations.



*Village scouts on a field practical training and anti-poaching, women can do it too*

## **Whose responsibility is it to select, equip and train the VGSs?**

In hunting areas, investors and AAs have a shared responsibility to support anti-poaching efforts, with the roles of each defined by Government. In other joint ventures, the responsibilities of partners can be negotiated. In many existing WMA contracts, the villages agree to select the scouts; the AA to provide basic equipment (boots, uniforms); and the investor to supply more substantial anti-poaching surveillance and control equipment such as radios, vehicles, lookout posts and training. The role of each partner should be clearly defined in their original contract.

## **How long is game scout training?**

The basic training is 3 months. More advanced training may last a year. (Your facilitating agency can give you a list of training institutions.) For on-going training updates, you could also approach the Wildlife Division or TANAPA rangers for support, or initiate a VGS exchange. This might involve a better trained scout travelling to a less well trained location and passing his or her skills through field training, education, etc.

## **Good Management = Good Income!**

### **Village Game Scouts cannot manage the wildlife without support!**

Becoming an Authorised Authority has brought many changes for the villagers who make up the WMA of Enduimet. Farmers say that before the WMA was established, they saw living in a wildlife corridor close to Mount Kilimanjaro primarily as a negative experience. Elephants and other big animals frequently raided their crops, and despite using fences and other methods to ward them off, the situation seemed hopeless. The wild creatures were simply wadudu to them: a danger and a nuisance.

However, thanks to better management of their resources, the villagers are beginning to see wildlife as an important source of income – one that can help lift them out of poverty. Their investment in Village Game Scouts has not only helped to curb illegal poaching but to protect their crops. “We have 42 scouts now working in the WMA”, a local man explains. They are well trained, and they do a better job than we used to individually of fending off animals. In the past, we just used fences, but now the scouts teach us and help us to use other methods, such as pilipili.”

“Poaching used to be a serious problem in Enduimet,” Joseph Lendii, Former Honorary Secretary of the WMA, explains. “But since we have the WMA, it has gone down by 20 to 30 per cent. Formerly, if poachers were seen, nobody bothered to do anything. Now, many villagers, if they hear news about poachers, will apprehend them... This makes me think that people are now more friendly to conservation than before.”

Key to the success in changing attitudes has been using Village Game Scouts not only for surveillance and anti-poaching, but to reduce human-animal conflicts. None of these in turn would have been possible without investment in proper surveillance systems. “In Enduimet,” explains WWF’s Professor Sosovele, “with the support of the Honey Guide Foundation they hired an ex-police officer to train scouts how to use arms. They bought vehicles, radios and guns. They built look out posts. And then, of course, there was a lot of training.” As a result of these, Enduimet has helped demonstrate how good investment and management can reap great rewards for the whole community.

In 2008, Enduimet earned TZ Shs 22 million from its commercial activities. By 2011, that has increased to TZ Shs 162 million. The economic rewards brought about by increased tourism to the area have also helped change villagers attitudes to the wildlife and made them more ‘friendly’ to it. For the first time they are seeing not only the destruction and danger brought about by living with wild animals, but also the benefits.

**“WMAs need to show that they are committed to conservation. Investors get frustrated if they are investing in anti-poaching and infrastructure development, but they don’t see WMAs fulfilling their side of the bargain.”**

**—Mikala Lauridsen, Senior Technical Advisor NRM, USAID**

## **ALL ABOUT ACCOUNTANTS, FINANCIAL OVERSEERS AND FINANCIAL RESOURCE MANAGEMENT**

The most important person to employ for financial oversight is a qualified accountant or bookkeeper. They will have the primary responsibility for keeping all the basic records, and using the rights tools to do so. They will set up and manage bank accounts, keep records of financial incomings / outgoings / balances of account, maintain accountancy records, record petty cash payments, make bank reconciliations and regular audits (checks) to ensure that everything is correct.

### **Do we need to know about these matters? Can’t we just leave it to our accountant?**

No. Although the accountant has the main responsibility for all the above, other members of the team must have a basic understanding of accounts, so that they can be internally checked (or audited, as it is sometimes called) regularly. Samples of all the main accountancy tools can be found in the office of the AA Consortium, or can be obtained from your facilitating agency. These include cashbooks, ledgers (stock, subsidiary and general), cheque books, petty cash vouchers, receipt books and payment vouchers.



*Management of WMA resources requires development and maintenance of infrastructure*

## **Who is responsible within the AA for this accountancy oversight?**

A small financial committee is usually chosen to supervise the budgeting process, conduct reviews and audits, and monitor WMA projects. It will also present a summary of its account to all WMA members every quarter (3 months). As the finance committee oversees the work of the accountant, so every year the WMA accounts are subject to an external audit. A representative of the Controller and Auditor General, or an independent or district auditor usually carries this out.

## **How do we know if our finances are being managed well?**

Managing your finances well is critical, and in this module we have looked at some of the practical tools and skills we need to do that. In the next module we look at some of the principles of financial management, including those known as transparency and accountability. A good practice example on these aspects of good management or governance can also be seen in the next module.

## **CHECKLIST**

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Have you identified the core skills and competencies you need to run your WMA?
- Do they have all the skills you need? And the right people to run your office?
- If not, do you have a training plan? Or a plan to recruit from outside the WMA?
- Are you in contact and sharing experiences with other WMAs?
- Are all the important WMA documents available in the WMA office?
- Is there a qualified accountant or bookkeeper in charge of budget oversight?
- Do you have all the necessary accountancy forms and books in the office?<sup>12</sup>
- Is all your income and expenditure recorded, and a balance sheet maintained?
- Is there a regular audit of WMA finances? Is this done by neutral people both inside and outside the WMA (i.e. not by the main bookkeeper/accountant)?
- Do you have operational WMA bank accounts?
- Does the AA report back every 3 months to the Village Assemblies on what money has come in and how it has been spent?

<sup>12</sup>Cash Book, Subsidiary Ledgers, General Ledgers, Stock Ledgers, Journal vouchers, Check Books, Petty Cash vouchers, Receipt Books, and Payment vouchers.

# Module 8:

## Good governance and financial principles



**“There is one WMA in Tanzania that earns very little money at the moment, but it has managed to fund water points and dispensaries and send poor children to school. When they get more money they will do wonders. But the highest earning WMA in Tanzania, which has only a few villages, has hardly done anything for its community.**

**It doesn’t follow that the more money you earn, the more the community benefits.”**

**—Captain Minja, CBC Unit, Wildlife Division**

It’s very important that the women and men who manage the WMA are trustworthy. The officers of the AA may be paid a salary to compensate them for their time, effort and experience, but the money does not belong to them. And although they have a decisive role in saying what happens in the WMA and how the money is spent, they work for the people, and their decisions should be based on what the majority of the people want. This module will take you through some of the key elements in what is called good governance.

### Key steps to good governance

- Elections are open, free and fair;
- The WMA management team is working for the common good;
- All members of the community are consulted on important decisions;
- Money is being used for the good of the whole community;
- Everyone can freely access WMA information;
- There are regular meetings between all WMA stakeholders;
- Regular reports are sent – and approved – by Village Assemblies.

## What kind of issues should they consult us about?

Just as Village Council invites everyone to attend a Village Assembly when there is a big decision to make, so the AA should consult the wider community on any significant issues. Whilst the committee may not have time to consult villagers on every issue, they should communicate about all important matters going on in the WMA, such as potential new investors; threats to natural resources and the use of communal money.

Just as the money earned by the WMA belongs to everyone living in it, so the information that gets passed to the AA committee (from government, investors, facilitators, etc.) belongs to everyone, and should be shared with them. Sharing information is sometimes called being 'transparent', which is another way of saying being open and honest and not hiding anything (see box 13 for more information about transparency).

Although it may not be possible to share information every day, or even every week, the AA team should update all the village leaders at least every month and whenever there is an important development. Monthly, quarterly and annual reports from the AA should be sent to every Village Assembly for approval. It is also good practice to make sure important information is posted on WMA and district notice boards (please see the case story below).

### 11. Open Information: A good practice from Burunge

In Burunge, all the money earned by the WMA is displayed on the office noticeboard for everyone to see. By showing the amount of money earned over the previous months and years, you can see whether revenue is increasing or decreasing over time, and anticipate seasonal trends (e.g. revenues increasing during peak tourist season and decreasing during low season).

This best practice example from Burunge could even be built upon. For instance, other important information could also be added to the noticeboard such as:

- The number of problem animals, predator encounters and poaching incidents;
- The current investors in the WMA and their contract dates (end and beginning);
- Projects and activities planned for the current year, and the amount each will cost;
- Key infrastructure that has been developed since the WMA began.

Displaying this sort of information openly helps people feel involved with what is happening in the WMA; it helps people plan what to do in the years ahead; it helps people assess the impact of the WMA; and it helps people who are for or against the WMA to have proper facts for their arguments.

It can be easy, as AWF's Kenyan Enterprise Officer, Ben Mwangela, explains, for communities to lose sight of the bigger picture, especially in bad times. "What can happen is, say the community gets the first cheque in January and all the money is spent by May. Human beings forget quickly. In June it's easy to think, 'we aren't getting anything out of this. We might as well let the cows graze where they want.' "Displaying important information can make it clear that things are – overall – really improving despite the odd bad time and seasonal change.

## **How do we know if our WMA committee is managing our resources well?**

Managing – or governing, as it is sometimes called – is a particular skill. There can be bad and good managers and governors, just as there can be bad and good management and governance. But what is good management and how do we know whether our WMA leaders are looking after our natural resources properly? Although people have different ideas about what is good and bad governance, there are some internationally accepted definitions and examples. Some of these can be seen in box 12.

### **12. What is good and bad governance? Some examples . . .**

#### **Good governance involves:**

- Making decisions based on the best thing for the whole community, rather than the best thing for you, your family and friends;
- Involving, consulting and taking into account the views of the whole community (not just certain groups or members) when making important decisions;
- Ensuring there are records of all the money spent accessible to everyone;
- Ensuring all decisions and activities are legal, effective, efficient;
- Sharing information quickly and openly with a wide community;
- Ensuring people have defined roles and responsibilities, and that there are consequences if they don't fulfil them (such as asking elected representatives to stand down);
- Standing down at the end of your agreed period of rule, and handing important documents and information on to the next elected person or committee.

#### **Many people think that bad governance can involve:**

- Being secretive and not telling people what you are doing;
- Not consulting with people, asking their opinion or taking their needs into account;
- Using your public office or public money for private gain;
- Putting family members or friends into positions of power even if they don't have the skills to do so or other people are better qualified;
- Trying to change constitutional rules so as to stay in office;
- Not recording financial transactions or letting other people have access to them;
- Taking actions that only benefit one particular group rather than the whole community.

### **13. What is 'Transparency'?**

Transparency is a word you often hear in relation to governing well. An object that is transparent is clear and you are able to see through it. 'Being transparent' therefore means acting in a way, which is open, in which nothing is hidden. Being transparent means letting people know what you are doing (through meetings, discussions, communications); letting them see what you are doing (inviting them to important meetings; displaying important financial data, etc.); and letting them comment on what you are doing (through village meetings, etc.). These are some of the most important principles of a democracy – that is, a society that freely elects a select number to govern on their behalf.

# JUMUIYA YA HIFADHI YA MAPATO JULAI 2006

MWAKA	MAPATO	MATUMI
2006/2007	37,496,988.00	8,296,4
2007/2008	75,256,890.00	24,243,0
2008/2009	64,595,376.00	34,211,01
2009/2010	227,618,815.45	101,338,1
2010/2011	391,459,764.00	150,325,19
2011/2012	435,879,488.00	175,940.7
2012/2013		
2013/2014		
2014/2015		
2015/2016		

Among others, good governance in WMA is contributed to by transparency in revenue collection and sharing amongst member villages



*WMA functioning requires an office which is also well manned like this one in Burunge WMA.*

## **What should we expect from our representatives?**

The ideal person is someone you trust and respect, who is honest and intelligent, a good communicator, and who can be expected to act on behalf of the whole community. It may be an old or young person, a man or a woman, a rich or poor person, a pastoralist or a farmer. What matters is that your representatives have the right qualities and character.

## **What do we do if we no longer trust our village representatives to the AA?**

You can ask them to stand down. You might ask a representative to step down for any of the reasons listed in the box above: if you don't trust them anymore, if they have lied to you or not told you what is happening, or used their position for personal gain. The rules for asking someone to step down should be laid down in every AA's constitution.

## **14. Office Management: Good Practices**

To work well you need to have copies of all the documents important to the WMA in your AA office. You should have at least two copies of each: one as a safe copy, and the other on display for consultation. Documents should include: the CBO constitution and strategic plan, the CBO articles of incorporation, Village Land Use plans, the RMZP, business plans, investor contracts, annual work plans and budgets, etc. The purpose of documents is to safeguard information, ensure it can be passed by one person to another, and not forgotten or misremembered. The leaders of the WMA change regularly, and all documents should be handed over to the next leaders.

## **CHECKLIST**

Before moving on to the next module, please use the following checklist to ensure that you have completed all the necessary steps.

- Do you think elections to AA positions and committees have been open, free and fair?
- Do you trust the current WMA team and believe they are working for the common good?
- Are all members of the community consulted on important decisions?
- Is money being used for the good of the whole WMA, not just some people or members?
- Can everyone freely access WMA information (financial and other) at the office?
- Does the WMA notice board display income and expenditure records?
- Does the AA regularly report back to the Village Assemblies on what money has come in, and how money has been spent?
- Are monthly, quarterly and annual reports sent (and approved) by the Village Assemblies?
- Are there regular meetings that include all WMA stakeholders, including private sector investors?

# Module 9:

## Monitoring and evaluation



**“Without community-based monitoring and management, wildlife in the village would have perished due to uncontrolled poaching. The forest would have disappeared due to deforestation for charcoal.”**

**—Raphael Mandao, Chairman, Mwada Village Natural Resources Committee.**

We looked in the last two modules about how to make your business run well, and at some of the indications of whether it is or not. You may think you are doing well, but how can you be certain unless you have some actual facts and figures? You may ask each other: Do we have more animals in the WMA than when we started? Are we better prepared against drought? Are our communities better off and our households wealthier? But if you don't know the precise answers to these questions, then you need to start thinking more about monitoring and evaluation (M & E). M & E can provide you with the basic information to help you make informed decisions as to how to plan and manage your resources.

### Key Monitoring and Evaluation Steps

- Identify and train a Participatory Monitoring and Evaluation (PM&E) team;
- Agree on what data to collect, how it will be collected and who will collect it;
- Agree on how you will report data, how often, and to whom;
- Ensure you have the tools, equipment and capacity to collect and process the data;
- Set up a monitoring and evaluation system to collect, analyse, and share data;
- Ensure important data is available to all stakeholders;
- Take decisions based on analysis and evaluation of data.



*Village game scouts requires facilitation for effective patrols, a car is vital.*

## **What is monitoring and evaluation?**

We monitor and evaluate our progress in many areas of life in order to see where we have come from, where we are, and to make plans to take us to where we want to go.

For example, if you recorded that 3 elephants were poached in 2000, 6 in 2006 and 16 in 2012, then you know that illegal elephant hunting is increasing in your WMA. Unless you recorded each of those incidents, you wouldn't necessarily remember all of them, or see that poaching was increasing, or make an effort to do something about it.

To use another example, if you recorded that in 2000 most households ate 1 meal a day, in 2007 they ate 2 meals a day, and in 2012 they ate 3 meals, you would know that people now had more access to food. This in turn might suggest that you are now growing more food in your WMA or that household incomes are higher.

There are many things you might want to monitor and evaluate to judge the impact of your work in the WMA. A WMA is required by law to 'undertake basic resource monitoring'. It isn't yet defined exactly what that entails, so at the moment it is up to each WMA to decide how and what it monitors. This module will help guide you to do that.

## **How do we go about doing this?**

There are several things you will need to agree. For example, you will need to:

- Decide which information (or 'data') to collect;
- Agree how the data will be collected;
- Agree who will collect the data;
- Agree how, by whom, and in what format the data will be reported, and with whom it will be shared;
- Identify who is responsible for keeping accessible on-site copies of all WMA data.

## **So who decides all this?**

You need to set up a Participatory Monitoring and Evaluation (PM &E) Team. This is likely to include community leaders, village game scouts, AA leaders, investors, the District Game Officer, and Community Development Officers. Other monitoring partners may be involved at a later stage such as the Wildlife Division, TANAPA, TAWIRI and CITES<sup>13</sup>. We'll look at their roles shortly.

## **What kinds of things are useful to monitor?**

You will probably want to monitor several aspects of your WMA. The conservation aspect; the community aspect; and the business aspect. More details of each can be seen in box 15. Monitoring can be time consuming and expensive, so it is worthwhile selecting what you focus on. Generally it is advisable to have 'balanced' monitoring systems, that is, to collect a bit of information about a lot of things rather than lots of details about one or two things. Different communities choose to monitor different things because they have different priorities and threats. Most WMAs, however, choose to focus on monitoring resources critical to their livelihoods, threats to their natural resources, and indicators (signs) of achievement. A list of common indicators used by communities may include for example, the number of elephants poached in a year; the percentage of children attending secondary school; and the increase or decrease in visitor numbers.

<sup>13</sup> Tanzanian National Parks; Tanzania Wildlife Research Institution; Convention on International Trade in Endangered Species.

## **15. What sort of things might be useful to monitor? Impact on the environment and wildlife:**

Does poaching appear to be declining or increasing? Is forest clearing increasing or decreasing? Are livestock healthier or more sick? What effects or changes have been observed on pasture, soils, and water sources? Have there been any problem animal incidents or predator encounters? Have any rare or endangered species been killed? Is the number of scouts increasing or decreasing? How often are patrols taking place (on foot, on vehicle)? Has there been any long-term vegetation change that would affect grazing pattern?

### **Impact on the community and community income:**

Has household income increased or decreased? Are more or less children in school? Do women have more or less work now? Has public spending (on schools, clinics, roads, water points, etc.) increased or decreased? Is the number of people employed by investors increasing or decreasing? If infrastructure is being built, is it on target? How much funding has the community received, compared to what it expected? What is the community doing with it? Does that match with agreements and plans?

### **Business targets and agreements:**

Are visitor's numbers increasing or decreasing? Are tourist revenues increasing or decreasing? Are construction targets on schedule? How well are business agreements being kept by both sides? What progress has there been in managing conflict? Is the agreed number of people being employed in Joint Venture Businesses? How many people are earning money from tourist related activities?



*Protection of a healthy wildlife population calls for committed and motivated village game scouts.*

Once you have decided which indicators you wish to monitor (you may be guided by this manual or from external experts), you will need to decide how to go about collecting your data.

### **How have other communities undertaken monitoring?**

In various ways. In Burunge and Enduimet they are currently using a biological assessment data collection system. These are two well-known systems, but there are also other ways of collecting data. Your facilitating agency can advise you on the best system for your WMA and support you in building the capacity and skills to implement it.

### **What skills do we need?**

Many special skills and tools are needed for data collection and analysis. For example:

- The PM&E teams will need data collection, management and analysis skills;
- Village game scouts will need basic field skills (how to use maps, compasses, Global Positioning Systems);
- The district will need data processing, database management, Global Information Systems and report writing skills.

Building capacity for monitoring and evaluation is an important and specified role of the AA team.

### **What do we do with the data we have collected?**

Once you have collected data, you need to evaluate, interpret and use them! The purpose of collecting data is to learn about your WMA: it is the first step towards taking effective knowledgeable action. If you find out poaching is increasing, you will need to step up your surveillance and intervention methods. If household income isn't improving, you will have to investigate and find out why. Are your businesses not running well? Can they be improved? Do you need to start additional ventures? Collecting and analysing data is the first step towards action! What you do with it – what action you take – depends on what you find out.

### **Who has the main responsibility for monitoring and evaluation?**

It isn't just the community that collects data: the responsibility is shared. The PM&E team should oversee all issues but the following people have important and defined roles.

- The AA accountant should prepare and post the income and expenditure of the WMA every month;
- The village game scouts should send in agreed data (e.g. poaching, problem animals, human-wildlife conflict) to the AA chairmen every month;
- TAWIRI and the Wildlife Division will undertake a biological assessment of the WMA every year. A biological assessment involves taking aerial and ground surveys to assess whether species are increasing or declining, and whether the environment is thriving or degrading.

### **Who need to know about our findings?**

As with everything in the WMA, communication is a critical key. People are more likely to collect data if they see it is useful and being used. Data should be displayed on district, village and WMA Notice Boards. Reports should be shared with key partners and stakeholders. It would be a good practice, for example, to share information gained from the accountant and the game scouts in AA reports to the villages (every month); to districts and facilitating agencies (every 3 months) and with the Wildlife Division (every year).

## Using a Visitors Book: A Good Practice Example

Putting a visitor book and pen in your local lodge or tourist site can be a useful, low-cost way of collecting information about visitors' experiences. For example, you might ask:

- Name?
- Country of residence?
- Number of nights stayed in the village/area?
- Overall rating of experience?
- What did we do best?
- What areas can we improve?

This is a very easy way to evaluate tourists' experience, and help improve services and experiences in the future.

## The Importance of Monitoring: Success stories in Protecting Animal Highways

For years scientists have been tracking animals and the ways they migrate. In 2002 satellite tracking recorded the dry-season journey of thousands of elephants from the Selous to Niassa, the Mozambican game reserve, 160 kilometres to the south. Although communities all along the corridor knew that elephants were sometimes in their area and sometimes not, no one knew until 2002 how far the elephants travelled to survive the dry and wet seasons. The elephants were not just crossing village and district boundaries, but national borders!

Although the number of humans living in the corridor between the two reserves is still relatively low, the elephant 'highway' was being narrowed by expanding settlements, and encroached upon by farmland. Deforestation through logging was also playing its part in reducing the elephant's natural habitat. In time, it was seen that these disturbances would eventually sever the elephants' natural migratory movements, and possibly cut off the northern from the southern elephants thereby limiting their potential gene pool. The ecological link between the two reserves is now preserved through the Selous-Niassa Corridor (Ushoroba in Swahili), which involves local communities in protecting one of the largest and longest elephant ranges in the world. None of this would have been possible without good monitoring, evaluation, and community action by the three WMAs along the Selous-Niassa corridor!

## CHECKLIST

Please use the following checklist to ensure that you have completed all the necessary steps.

- Have you identified and trained a PM&E team?
- Do you have an agreement on what data to collect?
- Do you have an agreement on who will collect the data?
- Do you know how data will be collected?
- Do you know who will report what to whom and when?
- Have you all the essential tools and equipment to collect and process the data?
- Do you have the capacity you need to collect, process, report and verify data?
- Have you set up a system to receive and share data?
- Is important data available to all stakeholders?

## Way Forward

**Take care of the earth and she will take care of you.**

**—Old Proverb**

**“Conservation is a state of harmony between men and land.”**

**—Aldo Leopold**

**“The wealth of the nation is its air, water, soil, forests, minerals, rivers, lakes, oceans, scenic beauty, wildlife habitats and biodiversity... that’s all there is. That’s the whole economy. That’s where all the economic activity and jobs come from. These biological systems are the sustaining wealth of the world.”**

**—Gaylord Nelson**

**W**e hope you have enjoyed reading this manual and that the information in it has helped you successfully set up and manage your WMA. If you would like to comment on the draft, or send suggestions or amendments for the second edition, please send them to the AA Consortium or the CBC Unit in the Wildlife Division. We welcome communities and partners sharing their practical experiences including lessons learnt, challenges overcome and suggestions for best practices.

Please keep in touch with your WMA community via the AA Consortium and the other organisations detailed in the following page.

Thank you for reading and good luck with all the activities and ventures of your WMA!

# Useful Contacts

## Authorized Association Consortium

- AA consortium: PO Box 13685, Dar es salaam; ; T: 022 2668615;
- E: [authorizedassociationsconsortium@yahoo.com](mailto:authorizedassociationsconsortium@yahoo.com)
- [www.twma.co.tz](http://www.twma.co.tz)

## Facilitating Agencies:

- African Wildlife Foundation ([www.awf.org](http://www.awf.org))
- Africare ([www.africare.org](http://www.africare.org))
- Frankfurt Zoological Society ([www.zgf.de](http://www.zgf.de))
- Wildlife Conservation Society ([www.wcs.org](http://www.wcs.org))
- Wildlife Conservation Society of Tanzania ([www.wcstafricaonline.org](http://www.wcstafricaonline.org).)
- World Wildlife Fund ([www.worldwildlife.org](http://www.worldwildlife.org))

## Government Agencies and Parastatals:

- TANAPA: PO Box 3134, Arusha; T: 027 250 8040; E: [tanapa@habari.co.tz](mailto:tanapa@habari.co.tz)
- NCAA: PO Box 1, Ngorongoro; T: 027 250 4619; E: [ncaa-hq@yako.habari.co.tz](mailto:ncaa-hq@yako.habari.co.tz)
- TAWIRI: PO Box 661 Arusha; T: 027 254 9571; E: [tawiri@habari.co.tz](mailto:tawiri@habari.co.tz) or [info@tawiri.or.tz](mailto:info@tawiri.or.tz)
- Tanzania Wildlife Protection Fund: PO Box 1994, Dar es Salaam; T: 022-2866377; E: [kakakuona@intafrica.co.tz](mailto:kakakuona@intafrica.co.tz)
- Ministry of Natural Resources and Tourism: PO Box 9372, Dar es Salaam; T: 022 286 4230 or 022 286 1872; E: [ps@mnrt.go.tz](mailto:ps@mnrt.go.tz)

## Others:

- College of African Wildlife Management Mweka: PO BOX 3031, Moshi; T: 027 275 64 51; E: [mweka@mwekawildlife.org](mailto:mweka@mwekawildlife.org); W: [www.mwekawildlife.org](http://www.mwekawildlife.org)
- Pasiansi Wildlife Training institute (PWMTI): PO Box 1432, Mwanza; T: 028 256 0333; E: [pasiansiwti@yahoo.com](mailto:pasiansiwti@yahoo.com)
- Community Based Conservation Training Centre - Likuyu Sekamaganga: PO Box 24, Namtumbo-Ruvuma; T: 025-2602169/2602909; E: [cbctc07@yahoo.co.uk](mailto:cbctc07@yahoo.co.uk)
- Tanzania Wildlife Conservation Society: PO Box 70919, Dar es Salaam; T: 022 2112518, E: [west@africanonline.co.tz](mailto:west@africanonline.co.tz)
- Tanzania Hunting Operators Association: PO Box 33407, Dar es Salaam; T: 022 211 6136 or 022 2772619; E: [tahoatz@yahoo.com](mailto:tahoatz@yahoo.com)

# Further Reading

## Key WMA legal documents:

- The Reference Manual for Implementing Guidelines for the Designation and Management of WMAs in Tanzania (2003);
- The Wildlife Policy of Tanzania (2007);
- The Wildlife Conservation Act (2009);
- The Wildlife Conservation (Wildlife Management Areas) Regulations (2012).

## Tanzanian laws and policies relevant to land-use

- Policy and Management Plan for Tourist Hunting (1995);
- The National Land Policy (1997);
- Guidelines for Participatory Village Land Use Management in Tanzania (1998);
- The Village Land Act No. 4 of 1999, and No. 5 of 1999;
- Community-based Forest Management Guidelines (2001);
- The Courts Act (2002);
- The Forest Act (2002);
- Environmental Management Act (2004);
- The Land Use Planning Act (2007);
- Non Consumptive Regulations (2008);
- National Land Use Planning Commission planning guidelines ([www.nlupc.co.tz](http://www.nlupc.co.tz))

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